

# INTERNAL PEACE AND SECURITY PLAN "BAYANIHAN"



Art By  
Joyce Elaine Reyes





**ARMED FORCES OF THE PHILIPPINES  
INTERNAL PEACE AND SECURITY PLAN**



MALACAÑAN PALACE  
MANILA

## *Message*

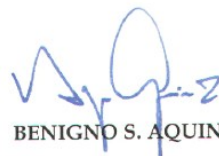
History's pages abound with accounts of how we Filipinos have always sought—and worked for—peace. Peace is indeed a continuous aspiration of the Filipino people. One must only look at the many revolutionary changes that we, as a people, have instituted through peaceful means.

We acknowledge that there remain structural issues that need to be addressed and reforms that must be made. This is exactly what your government sets out to do. However, the ills confronting our nation are multi-faceted and complex. These can never be addressed through raising arms and wielding force against our democratic way of life as a nation. In the same vein, we recognize that a purely military solution will never be enough to adequately address these issues. As peace and security is indivisible, efforts towards these must be shared by all.

This is why we are engaging all stakeholders in peace and security. It is only by working together can we find creative solutions that work. The AFP Internal Peace and Security Plan (IPSP) opens up space for the involvement of the Filipino people in defining, shaping, and ensuring our peace and security as a nation. The IPSP acknowledges that the contribution of each and every government agency, civil society organization, and even local community, is vital in ensuring peace and security.

I believe in the Filipino's capacity to bring sustainable and meaningful peace and security to our land. I shall lead our quest for peace and security. I call on the entire Filipino citizenry to roll up our sleeves and pitch in. Let us join the AFP in translating this national aspiration to reality.

Mabuhay ang Sambayanang Pilipino!



BENIGNO S. AQUINO III

Republika ng Pilipinas  
Kagawaran ng Tanggulang Pambansa  
Tanggapan ng Kalihim



Republic of the Philippines  
Department of National Defense  
Office of the Secretary

## *Foreword*

Throughout history, the AFP has always championed the aspirations of the Filipino People. This Internal Peace and Security Plan (IPSP) is an invitation from the DND-AFP for the Filipino People to take part in the shaping of our nation's peace and security. As much as the people are the ultimate beneficiaries of peace and security, we believe that the Filipino people are likewise the most indispensable and important actors in any effort to win the peace.

The IPSP is an open document that will be available to all stakeholders in peace and security. We publish this Plan with the hope of communicating to other stakeholders our vision in the Defense Department for a peaceful, secure and developed Philippines. We look forward to cultivating productive partnerships with other government instrumentalities, non-government organizations and the entire Filipino citizenry.

Mabuhay ang Sambayanang Pilipino!

  
**VOLTAIRE T. GAZMIN**  
Secretary





**CHIEF OF STAFF**  
**ARMED FORCES OF THE PHILIPPINES**  
CAMP GENERAL EMILIO AGUINALDO, QUEZON CITY

*Preface*

When we took our oath as members of the Armed Forces of the Philippines (AFP), we have devoted our lives to protecting the people and the state. Given our decades of experience in ensuring internal peace and security, we can proudly say that the men and women of the AFP have achieved substantial gains in addressing armed groups that threaten our country's peace and security. We have also learned that addressing all internal peace and security concerns cannot be done by the AFP alone.

Thus we have braved to explore new perspectives and ways to getting things done. What resulted is the new AFP Internal Peace and Security Plan (IPSP). Outlined in this IPSP is our new strategic direction in the performance of our constitutional mandate.

The AFP remains committed to addressing armed threats to our nation's peace and security. This shall be done with utmost respect and adherence to human rights, international humanitarian law, and the rule of law. These are non-negotiable because at the center of the IPSP are the Filipino people. More than just defeating the enemy, we shall perform our constitutional mandate with the end in view of winning the peace for the Filipino nation. Thus, this plan has been crafted in close consultation and cooperation with our partners in other national government agencies and the civil society. This shall remain true in the implementation and even evaluation of this plan. This network of partnership that we have established shall be further strengthened and broadened to include the entire Filipino nation.

Kasama ng Sambayanang Pilipino, tayo ay magtatagumpay sa ating adhikain para sa kapayapaan at kaligtasan ng ating inang bayan. We will win the peace.

Mabuhay ang Samabayanang Pilipino! Mabuhay ang Sandatahang Lakas ng Pilipinas!

  
**RICARDO A DAVID JR**  
General AFP



## TABLE OF CONTENTS

Message .....	i
Foreword .....	ii
Preface .....	iii
Table of Contents .....	iv
Executive Summary .....	v
I. BACKGROUND .....	1
II. PURPOSE .....	4
III. STRATEGIC ENVIRONMENT .....	5
Area of Operations / Interest .....	5
Significant Characteristics of the Area of Operations .....	7
Security Challenges.....	10
Internal Peace and Security Stakeholders.....	14
IV. NATIONAL STRATEGIC GUIDANCE .....	17
V. NATIONAL DEFENSE POLICY.....	19
VI. STRATEGIC ASSUMPTIONS .....	21
Strategic Security Environment.....	21
Strategic Policy Environment .....	21
Armed Struggle .....	21
Popular Support.....	21
VII. AFP MISSION FOR INTERNAL PEACE AND SECURITY .....	22
VIII. AFP STRATEGY FOR INTERNAL PEACE AND SECURITY .....	23
Strategic Intent.....	23
Strategic Approaches.....	24
Strategic Imperatives .....	27
Strategic Concepts .....	28
Capabilities for Internal Peace and Security .....	35
IX. CONCLUSION .....	37
Annexes.....	38
A - References	
B - Glossary	



## EXECUTIVE SUMMARY

### AFP INTERNAL PEACE AND SECURITY PLAN

**P**RESIDENT AQUINO'S SECURITY AGENDA focuses on the people and calls for a multi-stakeholder approach to peace and security and the protection of our rights and civil liberties. The approach of the current administration's national security thrust involves four specific elements: governance, delivery of basic services, economic reconstruction and sustainable development, and security sector reform. In compliance with the pronouncement of the Commander-in-Chief, the AFP crafted the Internal Peace and Security Plan (IPSP) to provide the strategic guidance in the performance of its mandated functions of protecting the state and the people. It shall help AFP units in planning for and contributing to the attainment of internal peace and security.

The AFP IPSP is composed of the following sections: Purpose, Strategic Environment, National Strategic Guidance, National Defense Strategy, Strategic Assumptions, AFP Mission for Internal Peace and Security, AFP Strategy for Internal Peace and Security, and Conclusion. It likewise includes annexes on references and key terms/definitions used in the Plan for easy and uniform understanding between and among peace and security stakeholders.

The IPSP is a document that shall be made available to the public. This signifies the AFP's intent to draw on the support of the broadest spectrum of stakeholders. It highlights the importance of increased involvement of stakeholders—the national and local government agencies, non-government entities and the entire citizenry in addressing peace and security concerns. It gives equal emphasis to combat and non-combat dimensions of military operations. On the other hand, the IPSP departs from the old parameters and explores non-combat parameters of success in addressing the country's peace and security problem.

Under the Plan, the AFP's desired end state is that "capabilities of internal armed threats are reduced to a level that they can no longer threaten the stability of the state and civil authorities can ensure the safety and well-being of the Filipino people". The focus of this Plan is on effects-based operations that are tailored for each armed threat group. AFP internal peace and security initiatives shall focus on the defeat of terrorist groups such as the ASG and the JI, in compliance with the policy of non-negotiation of the government. For the MILF, the projected national end-state is a negotiated political settlement within the bounds of the Philippine constitution to attain the conditions for a just and lasting peace in Mindanao. As regards the NPA,



the AFP's internal peace and security initiatives shall focus on rendering the NPA irrelevant, with the communist insurgency abandoning its armed struggle and engaging in peace negotiations with the government.

The planning timeframe of the IPSP is six years, from 2011 to 2016. For the first three years of implementation (2011 to 2013), AFP efforts shall focus on addressing internal armed threat groups. The substantial completion of the AFP's objectives for the first three years will allow it to devote the remaining years (2014 to 2016) to handing over the lead role in ensuring internal peace and security to appropriate government agencies and eventually allowing the AFP to initiate its transition to a territorial defense-focused force.

AFP IPSP emphasizes that the primary focus in the conduct of military operations is *Winning the Peace* and not just defeating the enemy. In order to win the peace, the AFP IPSP shall be anchored on two strategic approaches: The Whole of Nation Approach and the People-Centered Security/Human Security Approach. The Whole of Nation Approach is the framework that shall guide how the AFP will implement this IPSP. The People-Centered Approach under the broader frame of Human Security reflects the paradigm shift that the AFP has undertaken in this Plan.

The AFP shall be guided by two equally important *Strategic Imperatives*: Adherence to Human Rights/International Humanitarian Law and the Rule of Law and Involvement of all Stakeholders. These imperatives are critical in ensuring that the multi-stakeholder approach and the paradigm shift to a people-centered approach shall be fully integrated into AFP operations.

The AFP IPSP highlights four *Strategic Concepts*, defined as the courses of action to be carried out by the armed forces while remaining committed to the two strategic imperatives. The first concept is for the AFP to *Contribute to the Permanent and Peaceful Closure of all Armed Conflict*. This can be done by adhering to the primacy of the peace process and supporting peace building activities such as reconstruction and rehabilitation of conflict-affected areas. The second concept is the *Conduct of Focused Military Operations* against armed threat groups. To highlight the AFP's mandate as wielders of legitimate force, military operations shall focus only on the armed components of insurgent groups. Under this concept, the AFP shall employ distinct methodologies for the NPA, the MILF, and ASG and other terrorist groups. *Support Community-based Peace and Development Efforts* is the third concept which focuses on securing and bringing peace and development to conflict-affected communities. The AFP shall also contribute in sustaining community development initiatives through the construction of basic social infrastructure. The fourth concept is to *Carry Out Security Sector Reform (SSR)* in the AFP. AFP SSR efforts shall be geared towards its capability development, the professionalization of its ranks, and the involvement of stakeholders in AFP initiatives.

The AFP Internal Peace and Security Plan is the armed forces' commitment to the attainment of a quality and progressive life for the Filipino nation and its people. The AFP, as an able partner in peace and development, believes in the importance of shared responsibility with the various peace and security stakeholders in addressing the peace and security concerns of the country.



## BACKGROUND

**F**OR DECADES, THE PHILIPPINES HAS been saddled with armed internal security threats posed by groups motivated by ideology—the Communist Party of the Philippines-New People’s Army (CPP-NPA); groups motivated by self-determination — Muslim groups like the Moro Islamic Liberation Front (MILF) and the Moro National Liberation Front (MNLF); terrorist<sup>1</sup> groups— Abu Sayyaf Group (ASG), Jemaah Islamiyah (JI), rogue elements of the CPP-NPA, MILF, and MNLF; and private armies of political clans.

The Armed Forces of the Philippines (AFP) has valiantly addressed these threats for more than four decades through its various military campaigns. Yet, while it succeeded in diminishing the capacity (and consequently, the number) of these groups, armed internal security threats continue to this day.

This is because insurgency is largely driven by structural problems in Philippine society, such as unequal development, non-delivery of basic services, injustice, and poor governance—all of which are beyond the military’s purview. Moreover, insurgency cannot be viewed from a strictly state-focused perspective, that is, it is not

a threat to the sovereignty of the state alone. More than the threat it poses to our democracy and institutions, insurgency and armed conflict threatens the way of life, safety, and security of Filipinos. Addressing the insurgency problem, therefore, is something that cannot be done by the military alone.

It is in this light that the Commander-in-Chief believes that the military functions best when both the military and civilian leadership share a clear and common understanding of what is national security, and accordingly, what threatens it.<sup>2</sup> He further emphasized that national security objectives must be focused on protecting human rights and civil liberties.

In the same vein, as an instrument of national policy, the AFP is one with the Aquino administration’s multi-stakeholder thrust; hence, security objectives must be achieved through a multi-stakeholders’ effort. Since the decades-long strategy employed by the government that puts premium on a military solution remains inadequate in effectively addressing armed security threats, the AFP is embarking on a paradigm shift in the way it views its institutional mandate—both in terms of how it will deal with internal security

<sup>1</sup> This document recognizes that no universal definition exists today as regards the term “terrorist”. For the purpose of this discussion, hence, “terrorist” refers to individuals or groups who resort to terror activities (i.e. violent actions that directly or indirectly harms civilians) to advance their self-motivated/group-motivated cause(s).

<sup>2</sup> Statement of His Excellency President Benigno Simeon S. Aquino III during the AFP Change of Command Ceremony on 02 July 2010 at Camp General Emilio Aguinaldo, Quezon City.

threats, as well as its broader mandate of protecting the territorial integrity of the state.

The constitutional mandate of the AFP declares it as “the protector of the people and the state. Its goal is to secure the sovereignty of the state and the integrity of the national territory” (Art. II, Sec. 3). The premise of this constitutional dictum assumes possible external threats to sovereignty, and hence, the “protector” role can be generally construed as “protecting the people from external aggressors.” The prevailing security situation after the Cold War, however, called for the involvement of the military in addressing internal security threats.

While it is recognized that the conventional training and capacity of the military are indeed necessary to address internal armed threats, it is even more

crucial to broaden the “protector” function assigned to the institution to one that not only promotes national security, but more importantly, human security.

There is therefore a need for the military institution to re-imagine the concept of security to one that embraces a broader view of human security. Assuming the wider concept of human security will allow the AFP to assume a support role in the nation building efforts of the national government, subservient to the theme of peace and development.

The paradigm shift in the new campaign plan, which takes effect on 01 January 2011, and shall guide AFP internal peace and security operations until 2016, is in line with the aspirations of the Commander-in-Chief as declared in his State of the Nation Address (SONA) last 26 July 2010.



President Benigno S. Aquino III escorted by General Ricardo A. David Jr., Chief of Staff, AFP, during a visit at the AFP General Headquarters.



Image: <http://knowledge.wpcarey.asu.edu>. Retrieved 12/03/2010.

## Recasting the Framework

The process of crafting the AFP's internal Peace and Security Plan (IPSP) for the next six years is iterative, inclusive, and consultative. Representatives from civil society groups, the academe, and civilian government agencies directly participated and debated with members of the AFP in framing and broadening the definition of security. The discussion also problematized on the impasse that the military is currently embroiled in—that is, its primary assignment to address the internal armed security threats at the expense of distancing itself from its inherent mandate of territorial defense and protector of sovereignty.

What came out was an AFP Internal Peace and Security Plan that gives primordial emphasis on the holistic notion of human security.<sup>3</sup> The AFP, as a major participant in promoting human security, crafted a *people-centered* security strategy that puts the people's welfare at the center of its operations. "(I)n human security operations, the protection of civilians, not defeating the enemy, is an end in itself".<sup>4</sup> It puts primacy to human rights. It also explores ways on promoting local security and safety based on the needs and realities of communities on the ground.

Recasting the strategy this way will strengthen the AFP's mission to "win the peace". Particular attention will be given to support operations being conducted by the AFP to win the sentiment of the people and create an environment conducive for sustainable development and a just and lasting peace.

It likewise highlights the need to further engage more stakeholders, national government agencies and local government agencies, civil society organizations (CSOs), and community-based groups.

The new AFP Internal Peace and Security Plan is composed of the following sections: Purpose, Strategic Environment, National Strategic Guidance, National Defense Policy, Strategic Assumptions, AFP Mission for Internal Peace and Security, AFP Strategy for Internal Peace and Security, and Conclusion.

<sup>3</sup>"Human Security," as used in this document, is based on the UN broad conceptualization, and not based on the view of the Philippine Human Security Act of 2007 (RA 9372).

<sup>4</sup>Homan, Kees. *The Military and Human Security. Security and Human Rights*, 2008. No. 1 available online [http://www.clingendael.nl/publications/2008/20080100\\_cscp\\_art\\_homan\\_security.pdf](http://www.clingendael.nl/publications/2008/20080100_cscp_art_homan_security.pdf). Retrieved on 08 November 2010.



## PURPOSE

**T**HE AFP INTERNAL PEACE AND Security Plan is a broad plan that shall guide the AFP in helping the nation attain and maintain internal peace and security in the near and medium-term. It shall guide the Unified Commands (UC), Major Services (MS) and concerned AFP-Wide Support and Separate Units (AFPWSSUs) in planning for and contributing to the attainment of internal peace and security in the country.

The IPSP fulfills part of the function of the General Headquarters (GHQ), AFP under the Revised Administrative Code of 1987 of providing strategic direction for the AFP, including the direction of operations of unified or specified commands. Anchored on national security policies and strategies, it lays out the AFP's plan in attaining internal peace and security objectives. The national security policy and strategy is likewise based on the normative guidance of the Constitution, the President's policy pronouncements, and the policy thrust of the Department of National Defense (DND).

The IPSP is a document that shall be open and available to all stakeholders for transparency and to signify the AFP's intent to tap the support of the broadest spectrum of stakeholders practicable. It should be noted that the present plan gives equal emphasis to combat and non-combat dimensions of military operations. Thus, the present plan not only uses old indicators of success (i.e. combat-based); it also explores non-combat parameters of success in addressing the country's peace and security problem. Equally important, it highlights the increased involvement of stakeholders—the national and local government agencies, NGOs, civil society and the entire citizenry.



Image: [borroms.com](http://borroms.com). Retrieved 12/08/2010.



# STRATEGIC ENVIRONMENT

## A. Area of Operations/Interest

### 1. PHILIPPINE TERRITORY

The AFP Internal Peace and Security Plan's (IPSP) area of operations shall be limited within the bounds of the Philippine territory as defined by the 1987 Constitution and other pertinent laws (i.e., the RP Baselines Law and relevant international laws and treaties).

The archipelagic configuration of the country poses both challenges and opportunities for AFP internal peace and security operations.<sup>5</sup> The waters that link and separate the country's islands act as both conduits and barriers to lines of communications. This configuration likewise denies armed threat groups strategic mobility such that their movements and influence can be contained within a certain island or island group. However, the expansive coastal areas and the more than seven thousand islands of the Philippines create an inherently complex operating environment that requires the deployment of considerable military resources to provide security. The permeability and openness of the country's borders has also made the Philippines, particularly its southern

border, a transit point for non-traditional threat groups such as transnational criminals and terrorists.

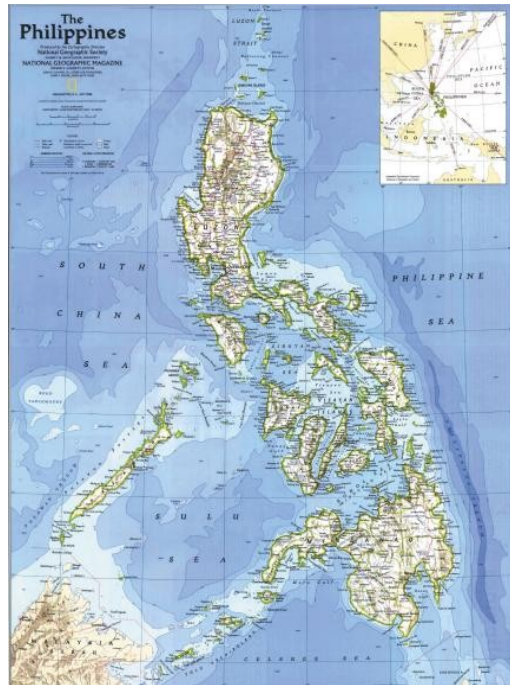


Image: [diveandtrek.com](http://diveandtrek.com). Retrieved 12/07/2010.

<sup>5</sup> Discussion on the archipelagic nature of the Philippines is culled from the "Threat Situation" briefing presented by the Office of the Deputy Chief of Staff for Intelligence, AFP during the Internal Peace and Security Plan Workshop Series on 08 September 2010.



The distinct geographical location of the Philippines also results in environmental challenges. The country's location within the Pacific "Ring of Fire" and typhoon belt makes it vulnerable to the occurrence of natural calamities and disasters. It cannot be understated that such events can have enduring impact on human security far beyond immediate losses to life and property.

## 2. EXTERNAL ACTORS (FOREIGN STATES/ ORGANIZATIONS)

This Plan acknowledges that the internal peace and security situation is also affected by both external factors and actors. Indonesia and Malaysia, together with the Organization of Islamic Conference (OIC), play a part in the shaping of the Philippines' internal peace and security landscape especially in the conflict dynamics in Mindanao by actively contributing to the government's peace efforts with secessionist groups. Indonesia facilitated the signing of the 1996 Final Peace Agreement (FPA) between the GRP and the MNLF. Malaysia is the Third Party Facilitator for the GRP-MILF talks. In addition, the Philippines has existing cooperative arrangements with these two states, particularly in the conduct of joint border patrols.

On the other hand, by virtue of the Mutual Defense Treaty (MDT), the Philippines has a long-standing alliance with the United States (US). Continued joint exercises with US armed forces as well as equipment transfers through Foreign Military Financing (FMF) and Excess Defense Articles (EDA) have contributed positively in building up the limited capability of the AFP. Australia is likewise involved in sustained, albeit limited, initiatives to enhance AFP capabilities.

Indirectly, international actors such as the European Union (EU) and Japan have contributed to internal peace and security by providing developmental assistance to conflict-affected areas. Relief and development agencies from the United Nations (UN) and the EU have also focused on advocacy work, capacity-building and the direct provision of developmental assistance as part of efforts to resolve the lingering conflict in the Southern Philippines.

The prevailing peace and security situation in the international community likewise provides opportunities for internal peace and security. Recently, the Global War on Terror has resulted in a reinvigorated engagement between the Philippines and US in combating terrorism in the Southern Philippines. Under the ambit of the Visiting Forces Agreement (VFA), US forces provide the AFP technical support, training assistance and support activities such as casualty evacuation in the AFP's efforts against the Abu Sayyaf Group and Jemaah Islamiyah.

The waning of communist insurgencies across the globe shows that such movements, if waged primarily through raising arms against legitimate governments and sowing fear and terror, shall inevitably become unpopular. This helps the Philippine government elicit support from international organizations in its efforts to bring the communist insurgency in the country to a negotiated political settlement.

International organizations have also opened up space for the peace discourse and human security discourse, both of which have greatly influenced the crafting of national and AFP policies on internal peace and security.

## B. Significant Characteristics of the Area of Operations

National interests are the concepts or elements that constitute a nation's priorities. These interests are non-negotiable and are based on the enduring aspirations of the nation as enshrined in the Philippine Constitution. The National Security Council has listed the following elements of national security: Territorial Integrity, Ecological Balance, Socio-Political Stability, Economic Solidarity, Cultural Cohesiveness, and Moral-Spiritual Cohesiveness.<sup>6</sup>

These elements illustrate the multi-faceted nature of security and the strategic environment where the AFP operates. Cognizance of the characteristics of and changes in the various environmental factors is necessary to adequately plan for internal peace and security. The following environmental scan is a result of the stakeholder consultation process undertaken by the AFP.

### 1. POLITICAL ENVIRONMENT

Structural problems continue to characterize the political system. These issues include, among others, patronage politics, political dynasties, absenteeism of local government officials, non-delivery or poor delivery of basic services, marginalization of ethnic minorities and other sectors, as well as the proliferation of illegal partisan armed groups. These continue to provide insurgents with exploitable issues to radicalize and agitate communities.

The national government has undertaken and continues to implement policies to address these issues. However, there seems to be a misperception that ensuring internal peace and security concerns the military alone. There is also policy incoherence, such that development policies are not harmonized with national security policies and strategies.

On a positive note, civil society organizations (CSOs) have the inherent ability to act as enablers of security and development, acting as alternate conduits for political participation and the delivery of public goods to marginalized segments of society. This makes them indispensable in efforts towards internal peace and security.

### 2. ECONOMIC ENVIRONMENT

Economic conditions have a large effect on the attainment of internal peace and security. Unfortunately, the Philippines remains marked by an inequitable distribution of wealth and unequal economic opportunities. These result in a wide income gap between social classes. While there is no direct causal link between low economic status and armed conflict, the former can lead to perceptions of relative deprivation. Empirical studies, in turn, have proven that relative deprivation is correlated with the emergence and persistence of conflict in the Philippines.<sup>7</sup>

<sup>6</sup> From the presentation "National Security Strategy: Formulation Process and Milestones" delivered by Dr Lorenzo A Clavejo, National Security Council at the Strategic Direction Workshop on the AFP Internal Peace and Security Plan on 01 September 2010.

<sup>7</sup> Human Development Network. *2005 Philippine Human Development Report. Peace, Human Security and Human Development in the Philippines*, 2nd Ed., Online Publication. <http://hdn.org.ph/wp-content/upload/2005-PDHR/1%20Cover,%20Design%20and%20Title%20page.pdf>.



### 3. MILITARY ENVIRONMENT

The AFP continues to lack core capabilities to fully discharge its constitutional mandate as the protector of the people and the state. Given the reality that the greatest threats to national security are those threats found within the state's borders, very little priority, if any, have been given to beefing up the military's capability for ensuring the country's security from the remote possibility of external aggression. On the other hand, being saddled with internal security threats results in an inevitable toll in the AFP's capabilities for internal security operations (ISO).

While the role of stakeholders in internal peace and security has long been recognized by the AFP, leveraging on their support has been problematic. Owing to historical grievances brought about by martial rule, the greatest hindrance to stronger civilian-military cooperation is the continued perception of human rights violations allegedly committed by military personnel. Also needing to be addressed are perceptions and allegations that some misguided members of the military are embroiled in political and even parochial concerns in localities they are assigned to. Nonetheless, in light of reform measures being undertaken by the AFP, the national leadership and other stakeholders stressed that the AFP can act as the vanguard of the wider government's reform initiatives and even endeavor to serve as the benchmark for democratically-controlled armed forces in Asia.

### 4. SOCIO-CULTURAL ENVIRONMENT

Philippine society is marked by cultural and ethnic diversity with 110 ethno-linguistic groups populating the country.<sup>8</sup> This diversity has proved challenging for the building of national identity. Coupled with political and economic issues, social tensions have provided impetus for armed threats to internal peace and security.

Demographic factors cannot be discounted in the attainment of internal peace and security. Explosive population growth exacerbates prevailing social tensions as the former places greater strain on already scarce resources.

### 5. INFORMATIONAL ENVIRONMENT

As a democratic society, the Philippines is marked by a very diffused and open informational environment. Proliferation of information and communications technology has reinforced this openness, with implications on the pursuit of internal peace and security. Armed threat groups have exploited the information space to disseminate propaganda against the AFP and the wider government. This involves the use of both traditional media, as well as emerging technologies such as social media. Indeed, the exploitation of cyberspace for illicit activities has yet to be fully addressed by existing legislation. Nonetheless, the AFP has been able to leverage on the expanded informational environment as a means to create linkages with other stakeholders. The AFP has seen the potential benefits of

<sup>8</sup> From the presentation "The Indigenous Peoples Rights Act (IPRA) and the National Commission on Indigenous Peoples" delivered by Atty. Roque N. Agton, at the Strategic Direction Workshop on the AFP Internal Peace and Security Plan on 02 September 2010.

synchronizing its public information efforts with broader government themes and messages to better reach other internal peace and security stakeholders.

## 6. INFRASTRUCTURE ENVIRONMENT

Critical infrastructure is largely concentrated in urban centers. Exacerbating this centralization is the tendency of the government to focus mostly on high-profile projects. Both factors can impinge on internal peace and security as the lack of access to infrastructure can act as an exploitable issue for armed threat groups. Military initiatives can also be directly affected by inadequate infrastructure. For instance, the lack of paved roads or adequate port facilities reduces the ability of the AFP to provide timely logistics to deployed units.

## 7. LEGAL ENVIRONMENT

The slow dispensation of justice, especially in rural areas pushes people to

rely on extra-legal means of retribution and restitution. The arbitrary nature of such measures only leads to the continuation and even escalation of conflict. For instance, parochial concerns such as land disputes can escalate and lead to the degeneration of internal peace and security in a wider area. The inadequacies in the justice system therefore provide threat groups another exploitable issue to discredit the government and encourage armed dissent.

Another aspect of the legal environment is the mainstreaming of human rights (HR) and international humanitarian law (IHL) discourse in the Philippines. This is manifested in the AFP through a long-standing appreciation of the importance of HR/IHL to military operations. Despite this, there is a persistent perception in some sectors on the lack of appreciation of HR/IHL in the AFP. Therefore, the AFP remains active in pursuing links and forging partnerships with stakeholders in HR and IHL matters.

## C. Security Challenges



In 2008, the New People's Army in Mindanao celebrates its 40th Anniversary as the armed wing of the Communist Party of the Philippines.

Image: <http://ulinnuha0607.wordpress.com>. Retrieved 12/03/2010.

At present, challenges to Philippine national security emanate from a broad spectrum, which can be grouped into three categories. These are internal peace and security threats, external security threats and non-traditional security threats.

### 1. INTERNAL PEACE AND SECURITY THREATS<sup>9</sup>

Armed threats to internal peace and security vary in their motivations and methodologies. First on the list are ideology-based groups such as the New People's Army, the Moro Islamic Liberation Front and the rogue elements of the Moro National Liberation Front. Next are terrorist groups such as the Abu Sayyaf Group and the foreign-based Jemaah Islamiyah. Third on the list of armed threats are Auxiliary Threat Groups involved in activities such as extortion and kidnapping. These groups include private armies or Partisan Armed Groups.

#### *a. Ideology-Based Armed Threat Groups*

##### *1) New People's Army (NPA)*

The New People's Army (NPA) remains as the primary threat to the country's internal peace and security. It aims to supplant the country's democracy with a totalitarian communist state, primarily by waging a protracted war against the government. The Communist Party of the Philippines (CPP) provides the general line and direction of the insurgency. It acts as political force in tandem with the National Democratic Front (NDF) to try and influence government policy with the latter wielding a well-built propaganda machinery that allows them to solicit support. The CPP-NPA-NDF also establishes linkages with local and international networks/organizations.

As of 1<sup>st</sup> semester 2010, the NPA was estimated to have less than 5,000 fighters and firearms, wielding varying

<sup>9</sup> Figures on internal armed threat group personnel strength, firearms and affected barangays were culled from the "Threat Situation" briefing presented by the Office of the Deputy Chief of Staff for Intelligence, AFP during the Internal Peace and Security Plan Workshop Series on 08 September 2010.



degrees of influence in about 2.4% of the total barangays nationwide. The NPA draws strength from the populace. Their mass base comes from communities that are radicalized by using both real and perceived inequities in society. With mass support, the NPA gains access to safe havens, intelligence information and a pool of recruits and resources. Each guerilla unit has the ability to arouse, organize, and mobilize communities, conduct ideological, political, and organizational works, launch tactical offensives and acquire resources through criminal acts.

## 2) Moro Islamic Liberation Front (MILF)

As of 1<sup>st</sup> semester 2010, the presence of about 10,500 Moro Islamic Liberation Front (MILF) members is felt in 18% of the total 9,962 barangays in Mindanao. They are concentrated mainly in the provinces of Central Mindanao, specifically in the provinces of Maguindanao and Lanao del Sur. At present, the secessionist movement has shown its willingness to reach a negotiated political agreement with the national government through the conduct of peace talks.

The MILF draws its strength from the popular support it enjoys. The group has attained modest success by posturing itself as the rallying point for aspirations of Bangsamoro nationhood, in response to both real and perceived marginalization

and minoritization in Muslim Mindanao. This popular support provides the MILF the semblance of legitimacy it needs to organize and wield control over its armed wing, the Bangsamoro Islamic Armed Forces (BIAF). More importantly, their mass base allows the MILF to acquire resources needed to sustain the movement. This is supplemented by the use of ethnic and familial ties to attain freedom of movement and access safe havens in their areas of operations.

## 3) Rogue Elements of the MNLF

A faction of the mainstream Moro National Liberation Front (MNLF), estimated to have a strength of 650 members with around 300 firearms, is motivated by what they perceive as the inability of the Philippine government to deliver the promises of the 1996 GRP-MNLF Final Peace Agreement (FPA). The group operates mainly in the areas of Zamboanga, Basilan and Sulu and affects 23 barangays in the said areas. The group, through its leaders and key personalities, fosters links with international and local networks. It is also capable of launching small-scale offensives and acquiring resources through criminal acts such as extortion activities. Similar to the MILF, the rogue elements of the MNLF are able to leverage and exploit familial/kinship ties for support. They have also established alliances with the ASG to serve as force multipliers during armed encounters.

Images (from left to right): Image: <http://www.theage.com.au/articles/2004/09/28/1096137238338.html>. Retrieved 12/06/2010. <http://bulatlat.com/main/2010/03/12/15-soldiers-not-11-killed-in-mindoro-ambush-reds-claim/>. Retrieved 12/04/2010. <http://rustychain.wordpress.com/>. Retrieved 12/03/2010. <http://penerang.com/2010/10/11/para-pejuang-bangsamoro/>. Retrieved 12/04/2010.



## *b. Terrorist Groups*

### *1) Abu Sayyaf Group (ASG)*

The Abu Sayyaf Group's (ASG) objective is to establish a fundamentalist Islamic society in Mindanao through violent jihad. As of the 1<sup>st</sup> semester of 2010, it was estimated that they have around 400 members with a little over 300 firearms. At present, the ASG has been constricted in the hinterlands of Basilan and Sulu, though it retains a modicum of presence in some urban centers in Mindanao where it draws logistics and other forms of support. The group has repeatedly shifted its orientation from being a fundamentalist terror group to something akin to an organized crime group. Notwithstanding, extremist discourse provides it the ability to conduct criminal activities, launch attacks outside Philippine borders (i.e. Sipadan Island kidnapping) and muster foreign support.

The group has alliances with the MILF, MNLF, the Jemaah Islamiyah and other foreign terrorist organizations (FTOs). Their capability to stage kidnap-for-ransom and extortion activities provides the group funds for survival, sustenance and recruitment of members. More troubling are their reported linkages/ties with local politicians, providing increased fluidity in movement and various sources in the procurement of firearms. They also acquire mass base support through kinship and familial ties.

### *2) Jemaah Islamiyah (JI) and Other Foreign Terrorist Organizations*

There is a degree of threat posed by foreign terrorist organizations. Based on latest intelligence reports for the first semester 2010, there are about 50 foreign terrorists in the country, most of them with connections to Al Qaeda. Twenty eight (28) are members of the Jemaah Islamiyah (JI). The JI traces its roots to Indonesia, notably from the teachings of the radical Islamist cleric, Abu Bakar Bashir. The group aims to establish a pan-Islamic Caliphate in Southeast Asia, purged of any Western influence.

Their primary impact to internal peace and security is their transfer of terrorist knowledge (i.e. assembly and use of improvised explosive devices) to local groups. Foreign terrorists however, have limited capability to launch attacks, relying on the support of local armed threat groups. The AFP remains vigilant against these groups, in close cooperation with the Philippine National Police (PNP).

## *c. Auxiliary Threat Groups*

The AFP also actively supports civilian law enforcement agencies in defeating other armed threats to internal peace and security such as the Pentagon Group, which is involved in kidnap-for-ransom activities, and the extortionist Al Khobar Group. In addition to these

Images (from left to right): <http://www.flickr.com/photos/14455532@N06/2240494863/>, Photo by Mark Navales. Retrieved 12/04/2010. [http://article.wn.com/view/2010/11/03/Australia\\_US\\_warn\\_of\\_terror\\_threat\\_in\\_Manila/](http://article.wn.com/view/2010/11/03/Australia_US_warn_of_terror_threat_in_Manila/), Retrieved 12/06/2010. <http://marxistleninist.wordpress.com>. Retrieved 12/05/2010. [http://www.dailygalaxy.com/my\\_weblog/science/page/2/](http://www.dailygalaxy.com/my_weblog/science/page/2/). Retrieved 12/06/2010.

organized crime groups, partisan armed groups (PAGs) also threaten peace and development in local communities. Estimates from the PNP count 107 private armies in the country.<sup>10</sup> PAGs are organized to consolidate influence and propagate power over a locality through armed coercion. Impunity ascribed to PAGs is rooted in their ability to corrupt government institutions and their leaders' ability to leverage on their status as wielders of political power.

## 2. EXTERNAL SECURITY THREATS

Section 3 of the 1987 Constitution mandates the AFP to secure the sovereignty of the state and the integrity of the national territory. Notwithstanding, external security threats, emanating primarily from the Philippines' disputed territorial claims with other states are less immediate. The probability of these escalating into armed conflict is little. This has allowed the Philippines to focus more on ensuring internal security. This however does not mean that the AFP could afford to lose sight of its primary mission of external defense. It continually seeks to develop its capacities

for territorial defense to be fully capable of undertaking unilateral defensive operations should external armed aggression happen.

## 3. OTHER CONCERNS

Non-military and transnational threats, otherwise called as non-traditional security concerns, also endanger the survival and well-being of the individual and the state. Although the conduct of military operations remains to be its core competency, the AFP has added emphasis on contributing to the overall government action. By virtue of its constitutional mandate and the Revised Administrative Code of the Philippines, the AFP is called upon to provide support and assistance to various government agencies in the face of these concerns. These concerns range from natural disasters, environmental degradation and climate change to illicit activities such as human trafficking, piracy and smuggling. Of course, the support role being played by the AFP in addressing these concerns requires that its limited capabilities and resources be stretched to maximum utility.

<sup>10</sup> Estimate from the PNP Directorate for Intelligence as of 05 August 2010 as reported in several media outlets.

## D. Internal Peace and Security Stakeholders

The multifaceted nature of internal peace and security and the challenges to it require inclusive responses. Both government and non-government stakeholders possess complementing strengths that are indispensable in attaining the goals of the AFP IPSP.

### 1. GOVERNMENT

#### a. National Government Agencies

In broad strokes, the following are the national agencies whose function and roles directly impinge on internal peace and security:

The Department of the Interior and Local Government (DILG) takes the lead role in ensuring transparent and accountable local governance. The Office of the Presidential Adviser on the Peace Process (OPAPP) facilitates the peace negotiations with armed ideological groups. The Department of Foreign Affairs (DFA) takes the lead in promoting the government's internal peace and security efforts with the end view of fostering support from partners in the international community and at the same time discouraging, if not preventing, foreign support for internal armed threat groups.

The Department of Social Welfare and Development (DSWD) is at the forefront of assisting internally displaced persons (IDPs) and other individuals affected by armed conflict. The

Department of Public Works and Highways (DPWH) is responsible for building critical infrastructure nationwide, which facilitates development and indirectly mitigates the recruitment of threat groups. Other basic social services are handled by the Department of Health (DOH) and the Department of Education (DepEd). Land equity measures are under the purview of the Department of Agrarian Reform (DAR) while the Department of Agriculture (DA) ensures that those in the agricultural sector are able to obtain an equitable share from their labor and break the cycle of poverty.

The National Economic Development Authority (NEDA) provides the economic strategy to achieve the goals laid down in the Medium-Term Philippine Development Plan (MTPDP).

The Commission on Human Rights (CHR) ensures adherence to human rights and international humanitarian law. The National Commission on Muslim Filipinos (NCMF) and the National Commission on Indigenous Peoples (NCIP) handle the concerns of Muslims and indigenous groups, respectively.

The recently constituted Presidential Communications Group plays an indispensable role in presenting and enunciating the government's position on peace and highlights the government initiatives to attain internal peace and security.





## *b. Local Government Units (LGUs)*

Local Government Units (LGUs) are the closest to the people and hence the most critical actors in the attainment and maintenance of internal peace and security. The lethargy or vibrancy of LGUs can spell the difference with regard to the satisfaction or perception of deprivation of the local populace. In total, the Philippine local government network is composed of 80 provinces, 122 cities, 33 highly urbanized cities, 5 independent component cities, 84 component cities, 1,512 municipalities and 42,023 barangays.<sup>11</sup>

An active partnership between local government units, the police, and the military greatly help in pushing back if not defeating internal armed threat groups in a locality. Illustrative of this is the experience in the provinces of Bohol and Cebu in their successful fight against the NPA. The AFP actively supports capacity building efforts on security-related matters among LGUs. This will allow them to take the lead in the peace and order function and develop their indigenous security capability.

## *c. Philippine National Police*

The PNP was originally intended under Republic Act 6975 to wield the “primary responsibility on matters affecting internal security, including the suppression of insurgency”. However, the challenge posed by internal security threats led national authorities through Republic Act 8551 to revert to the DND and AFP the primary responsibility for internal security. In turn, the PNP was tasked “through



information gathering and performance of its ordinary police functions, to support the AFP on matters involving suppression of insurgency”.

At present, the contribution of the PNP to internal peace and security has involved participation in and the development of community security mechanisms, and the sharing of intelligence information. It must be emphasized that traditionally, law enforcement entities take the lead in counterinsurgency and in the internal security function in other countries. The resolution of armed threats to internal peace and security and the subsequent transition of responsibility to civilian authorities is the ideal state envisioned by this Plan. This will allow the AFP and the PNP to develop capabilities consistent with their original mandates.

## *d. Armed Forces of the Philippines*

The AFP is mandated by the 1987 Constitution as “the protector of the people and the State” with the goal of securing the sovereignty of the State and the integrity of the national territory.



Traditionally, this mandate is translated into territorial defense operations. However, the distinct challenge posed by internal security has prompted the delegation of the lead role in internal security to the armed forces. Republic Act 8551 stipulates that the AFP, supported by the PNP, shall perform primary responsibility on matters involving suppression of insurgency. However, in the conduct of internal security operations (ISO), the AFP is faced with capability shortfalls. Basic capabilities

<sup>11</sup> From “Building and Nurturing Peace and Sustainable Development in Communities” presented by DILG Assistant Director Mariano A. Gabito, MNSA during the Strategic Direction Workshop on the AFP Internal Peace and Security Plan on 03 September 2010.



required to move-shoot-communicate effectively remain deficient in the AFP.

There is likewise consensus at all levels of the military hierarchy that the reversion to territorial defense duties is the ideal task for the AFP. But it cannot be understated that territorial defense is an inherently platform and resource-intensive activity, which entails substantive costs. At present, the AFP lacks appropriate capabilities and is compelled to use, as a stop-gap measure, assets and equipment not designed and intended for territorial defense missions. The swift and resolute resolution of internal security challenges would allow the AFP to return to its traditional, outward-looking mandate.

## 2. NON-GOVERNMENT ORGANIZATIONS, PEOPLE'S ORGANIZATIONS, CIVIL SOCIETY ORGANIZATIONS

Non-government organizations provide indispensable contributions to the pursuit of internal peace and security. Civil society organizations (CSOs), non-government organizations (NGOs) and people's organizations (POs) fill the gaps in the dispensation of tasks and functions of national government agencies and local government units. Also heavily involved are the academic, religious and other sectoral groups in capacity-building, research and advocacy work. They have long been recognized by the AFP as vital partners in resolving challenges to internal peace and security.



Image: <http://newstable.wordpress.com/2010/01/>. Retrieved 12/05.2010.

## 3. ENTIRE FILIPINO CITIZENRY

As the ultimate beneficiaries of internal peace and security efforts, the Filipino people are the most important stakeholders in ensuring that peace and security is fostered and sustained. The success of the government's peace and security efforts is dependent on the participation and support of the entire Filipino citizenry. It is therefore imperative that the national government, and the AFP in particular, are able to form a common understanding of security with its constituents. Only when a shared concept of security is formed can responsibilities be shared.



## NATIONAL STRATEGIC GUIDANCE

**T**HE CURRENT VISION OF THE NATIONAL leadership for the Philippines is a country with a re-awakened sense of propriety, organized and widely shared rapid expansion of the economy, mobilized people's skills, responsibly harnessed natural resources, and public institutions rebuilt on the strong solidarity of our society and its communities.<sup>12</sup>

From this broad policy, the ends, ways and means for peace and security shall be derived, arriving at a comprehensive national security policy. This policy shall be the product of consultations from various stakeholders including representatives from the components of security sectors and other agencies.<sup>13</sup> This policy emphasizes that security is no longer solely focused on ensuring the stability of the State and the nation. Of equal concern with the state-centric conceptualization of security is the safety and well-being of the Filipino people with human rights as the overarching frame, following current discourse on human security.

### COMMANDER-IN-CHIEF PRONOUNCEMENTS <sup>14</sup>

The Commander-in-Chief stressed that even as the Filipino nation invests time and effort in building strong, capable and disciplined security forces, it must prepare to offer opportunities for negotiations toward a just and lasting peace. In turn, achieving a transparent and participative peace process requires a comprehensive understanding of the root causes of conflict, under clear policies and driven by a genuine desire to attain a just and lasting peace. Moreover, threats to security shall be addressed by "wielding the tools of justice, social reform, and equitable governance."<sup>15</sup>

The approach of the current administration's national security thrust involves four (4) specific elements espoused by the President: governance, delivery of basic services, economic reconstruction and sustainable development, and security sector reform.

<sup>12</sup> Culled from His Excellency President Benigno S. Aquino III's campaign platform.

<sup>13</sup> Culled from His Excellency President Benigno S. Aquino III's speech delivered at the Peace and Security Forum on 22 April 2010 at the Mandarin Oriental Hotel, Makati City.

<sup>14</sup> Ibid.

<sup>15</sup> Culled from His Excellency President Benigno S. Aquino III's Inaugural Address at the Quirino Grandstand, Manila on 30 June 2010.

## 1. GOVERNANCE

Government is expected to be physically present and held accountable to their constituents. This is expected to correct the dysfunctions in the political system such as patronage politics and the proliferation of private armies. Another key tenet is the conduct of credible elections.

## 2. DELIVERY OF BASIC SERVICES

Assistance shall be provided, especially for individuals and communities affected by armed hostilities. Owing to the comprehensive nature of human security, groups vulnerable to calamities shall be given priority as well.

## 3. ECONOMIC RECONSTRUCTION AND SUSTAINABLE DEVELOPMENT

There shall be emphasis on resolving the roots of conflict in the Autonomous Region of Muslim Mindanao (ARMM), specifically those pertaining to economic

issues. Among the steps to be taken is for the national government, in partnership with the international community, to assist the ARMM build a capable bureaucracy with streamlined and transparent procedures.

## 4. SECURITY SECTOR REFORM (SSR)

The government shall embark on initiatives to reform the security sector. For the AFP, being a component of the security sector, this translates into more specific reform measures in terms of procurement policies and procedures, and capability and capacity upgrades. The link between security and economic development shall be translated to government budgetary support for capability development and maintenance. More importantly, reform measures are geared towards professionalizing the armed forces and insulating the institution from partisan politics including partisan armed groups. Reform measures will be complemented with efforts to uplift the welfare of security forces and their families.



## NATIONAL DEFENSE POLICY<sup>16</sup>

Internal peace and security is one of the seven Defense Mission Areas of the Department of National Defense (DND). Under Republic Act 8551, the AFP is called upon to suppress insurgency and other serious threats to national security. Accordingly, armed threat groups constitute two of the four Threats and Challenges of Greatest Concern to Defense and Security as determined by the DND, namely: internal security (NPA and the MILF) and terrorism (ASG and FTOs).

The primary goal of the DND-AFP is to support the thrust of the national government to promote peace and development. It is towards this desired end that all efforts must be directed.

In this regard, the AFP shall work "towards strategically defeating the NPAs by reducing their number to a level that becomes manageable for the national police and eventually stopping their illegal activities." Furthermore, the AFP shall remain committed in "ensuring the territorial integrity of the Philippines as well as addressing the terrorist challenge that the secessionist extremists pose." The AFP shall develop focused strategies for overcoming

all security threats and meet global and domestic security challenges.

It is the guidance of the Secretary of National Defense that all policies and thrusts of the DND and AFP must be aligned with the directions set by the Commander-in-Chief. In this light, the AFP remains committed to the peaceful and just settlement of conflicts. The AFP is likewise dedicated as an active partner in defeating the enemy by wielding the tools of justice and social reform.

In so doing, the AFP seeks to be responsive to the needs of the people. The DND aims to have an armed force that is "ready and prepared whenever and wherever its services are needed, whether in times of war, crises or peace."

A key approach to fulfilling this mandate is the engagement of stakeholders, both domestic and international. Domestically, the DND-AFP "must always involve, consult and coordinate with key stakeholders." Internationally, relationships with allies and neighbors must be enhanced through bilateral and multilateral activities.

<sup>16</sup> Based on Secretary Voltaire T. Gazmin's Defense Thrusts/Imperatives entitled "Aim for Peace" and the DND Policy Paper entitled "The Department of National Defense: Meeting the Challenges to Philippine Defense and Security".

## Capability Upgrade of the AFP

In the Defense Policy Paper of 2010, the foremost defense policy thrust is building a "capable Armed Forces of the Philippines (AFP) coupled with efficient and economical production of needed materiel and ammunition and complemented by a robust reserve force." This shall be implemented within the ambit of the greater Philippine Defense Reform (PDR) Program. The DND shall facilitate the modernization program of the AFP and build-up of the mission-essential capabilities, which shall be in accordance with set strategic priorities and thrusts. It is the thrust of the DND to

fully equip the AFP with needed capabilities to enable it to perform its mandated tasks.

The enhancement of AFP capabilities shall not only refer to materiel (equipment and maintenance), but shall also focus along the areas of doctrine, organizational structure, training, personnel, leadership, and education and facilities. Increasing organizational efficiency shall be a primary goal in building the capabilities of the AFP. Other priority goals include professionalism, accountability, and transparency. The welfare of veterans shall likewise be a priority reform area.



Image: <http://mikeinmanila.info/?p=1650>. Retrieved 12/03/2010.

President Benigno S. Aquino III (right) with General Ricardo A. David Jr., Chief of Staff, AFP (center) and Voltaire T. Gazmin, Secretary of National Defense (left).



## STRATEGIC ASSUMPTIONS

### **A. Strategic Security Environment**

The AFP Internal Peace and Security Plan, based on the scan of the strategic environment, assumes that no significant changes in the external security environment will occur in the near and medium-term. Furthermore, there will be no foreign armed aggression or invasion of Philippine territory that would endanger territorial integrity and sovereignty.

### **B. Strategic Policy Environment**

In terms of the domestic environment, this Plan assumes that no significant change in the policy environment will occur in the near and medium-term, unless steps such as constitutional amendments are made.

### **C. Armed Struggle**

Threat groups will continue to resort to armed struggle to achieve their political goals. It is also expected that the threat and capabilities of the various internal armed threat groups would not intensify or improve dramatically. For the near and medium-term, internal armed threats are expected to diminish in a sustained and continued manner.

### **D. Popular Support**

Ideology-based armed threat groups will continue to exploit equity and political issues to gain popular support for their armed struggle.



## AFP MISSION FOR INTERNAL PEACE AND SECURITY



Image: Peace\_by\_senoon at [DeviantArt.com](https://www.deviantart.com/Peace_by_senoon). Retrieved 12/04/2010.

**T**HE AFP CONDUCTS SUPPORT OPERATIONS<sup>17</sup> TO “WIN THE PEACE” IN ORDER TO HELP THE Filipino nation create an environment conducive for sustainable development and a just and lasting peace.

<sup>17</sup>Please refer to Annex B for the definition of Support Operations.



# AFP STRATEGY FOR INTERNAL PEACE AND SECURITY

## A. Strategic Intent

### 1. END STATE

The capabilities of internal armed threats are reduced to a level that they can no longer threaten the stability of the state and civil authorities can ensure the safety and well-being of the Filipino people.

### 2. OBJECTIVES

The end state of the AFP IPSP shall be attained through the accomplishment of the following strategic objectives:

- a. Contribute to the success of the peace process;
- b. Maintain a professional armed forces serving under firm democratic civilian control;
- c. Defeat the ASG, JI and their allied armed threat groups;
- d. Contribute to the resolution of conflict with the NPA, MILF and other armed threat groups;
- e. Contribute to the establishment of conditions for civil authorities to take responsibility for the safety and well-being of their constituents; and
- f. Support developmental, environmental protection, disaster risk reduction and

management, and law enforcement activities.

### 3. DESIRED EFFECTS

The varied means and motivations of the various armed threat groups require nuanced approaches to address the distinct challenges they pose to internal peace and security. The focus of this Plan is on effects-based operations that are tailored for each of the armed threat groups.

Following the policy of non-negotiation of the government, AFP internal peace and security initiatives shall focus on the defeat of terrorist groups such as the ASG and the JI.

For secessionist groups like the MILF, the projected national end-state is a negotiated political settlement within the bounds of the Philippine constitution to attain the conditions for a just and lasting peace in Mindanao.

Against the NPA, the AFP's internal peace and security initiatives shall focus on rendering the NPA irrelevant, with the communist insurgency abandoning the armed struggle and ultimately engaging in peace negotiations with the government.

The planning timeframe of the IPSP is six years, from 2011 to 2016. For the first



three years of implementation (2011 to 2013), AFP efforts shall focus on addressing internal armed threat groups. The substantial completion of the AFP's objectives for the first three years will allow it to devote the remaining years

(2014 to 2016) to handing over the lead role in ensuring internal peace and security to appropriate government agencies and eventually allowing the AFP to initiate its transition to a territorial defense-focused force.

## **B. Strategic Approaches**

The AFP Internal Peace and Security Plan is, in a nutshell, a paradigm shift on how the armed forces views its mandate of protecting the people and the state—in this case, from internal armed threats. The primary objective of AFP internal security operations shall be *Winning the Peace* rather than simply defeating the enemy.

Winning the peace provides the framework for the AFP's new approach to peace and security. This is a shift from a predominantly militaristic solution to a people-centered security strategy that is founded on broad-based consultations and engagements with key stakeholders. Instead of only considering the immediate goal of diminishing the armed capability of threat groups, the AFP chooses to also focus on the long-term and more important effects of its military operations on the people and communities, their way of life, and well-being. In other words, peace is to be won for the people.

In this context, military operations shall be conducted within the larger framework of the government's peace strategy. Military operations are tools to be used in the government's efforts to achieve peace and security. The military's primary role is to address the armed capability of groups who threaten the security and safety of the state, the people, and the communities. This translates to the conduct of combat operations against armed

internal threats that are intelligence-driven, deliberate, and calibrated to diminish the armed capability of said threat groups. Military operations shall not be limited to purely combat operations. The AFP shall likewise maximize the utilization of non-combat operations such as civil-military operations (CMO) and development-oriented activities.

Moreover, a focus on winning the peace is likewise an acknowledgment that a purely military solution will never be enough to achieve peace. Unity and harmony of efforts with other stakeholders is essential. Inasmuch as the objective of military operations is not just to protect the state but also to protect the people, the people themselves must be active participants in the pursuit of peace and security.

Therefore, to win the peace, the IPSP, from its planning to its implementation and evaluation shall be underpinned by two strategic approaches: The Whole-of-Nation Approach and the People-Centered Security/Human Security Approach. The Whole of Nation Approach is the framework that shall guide how the AFP will implement this Internal Peace and Security Plan while the People-Centered Approach under the broader frame of Human Security reflects the paradigm shift that the AFP has undertaken in this Plan. These two approaches run parallel to the

United Nation Commission on Human Security's (UNCHS) "protection-empowerment" framework.<sup>18</sup> In this IPSP, the AFP seeks to protect the people while at the same time supporting their capacity development, and recognizing their indispensable role as partners in ensuring peace and security. These are briefly discussed in the ensuing section.

#### 1. WHOLE OF NATION APPROACH

As peace and security are indivisible, efforts towards their attainment must be shared by all. As earlier stated, the Whole-of-Nation approach is based on the recognition that the AFP cannot single-handedly solve the internal peace and security concerns of the country. The comprehensive definition of security, with focus on the well-being of the people, entails a multi-faceted and multi-pronged approach. This can only be attained through a sustained multi-stakeholder effort borne out of partnerships with different government institutions, non-government stakeholders such as NGOs and CSOs, and the local communities.

The Whole-of-Nation approach seeks to bring about a concerted effort towards national peace and security. It must be clarified that this approach is not just about burden sharing. It is about creating a concept and understanding of security that is shared not just among security forces and government institutions but also with civil society and the communities. This shared responsibility can only emanate from a shared concept of security.

The Whole-of-Nation approach is but a natural progression and enhancement of the previously enunciated "whole-of-government" approach to internal security. While the latter only highlights the roles to be played by the various national government instrumentalities, the Whole-of-Nation approach presupposes that ordinary citizens and the entire Filipino nation are active contributors to internal peace and security.

In this context, the role of the AFP is to catalyze the involvement of all stakeholders and facilitate the synergy of all of these efforts. It shall actively engage its counterparts and partners in consultation and dialogue, forge partnerships, and build a broad peace and security constituency.

#### 2. PEOPLE-CENTERED SECURITY/HUMAN SECURITY APPROACH

This Internal Peace and Security Plan focuses on the people. A people-centered security within the frame of human security puts people's welfare at the center of its operations. "In human security operations, the protection of civilians, not defeating an enemy, is an end in itself."<sup>19</sup> It puts primacy to human rights and also explores ways on promoting local security and safety based on the needs and realities of communities on the ground.

In its most basic sense, human security is freedom from fear and freedom from want. It is the state of being able to live with human dignity. More than the absence of violent conflict, human security means the protection and respect for human rights, good governance, access to

<sup>18</sup> United Nations Commission on Human Security, "Outline of the Report of the Commission on Human Security" from <http://www.humansecurity-chs.org/finalreport/Outlines/outline.pdf>. Accessed on 17 November 2010.

<sup>19</sup> Homan, Kees. *The Military and Human Security. Security and Human Rights*. 2008. No. 1 available online, accessed on 08 November 2010.

economic opportunities, education and health care.<sup>20</sup> The concept has several components: economic security, food security, health security, environmental security, personal security, community security, and political security requiring the entire government bureaucracy, the private sector, and the civil society to collectively implement.<sup>21</sup>

It must be stressed that human security does not conflict with state security. These are in fact, complementary concepts.<sup>22</sup> The human security approach seeks to enhance human rights and promote human development efforts, the necessary conditions to create a peaceful and secure environment.<sup>23</sup> On the other hand, ensuring state security means removing armed threats that hinder the promotion of human security efforts. Pursuing the tandem of human security and state security, thus remains consistent with the AFP's two-fold constitutional mandate as the protector of the people and the state. This constitutional mandate is further reinforced by President Aquino's pronouncement that the ultimate goal of national security is the safety and well-being of the people.<sup>24</sup>

Concretizing the desire to put human security at the core of the AFP's plan means placing the people at the center of its peace and security activities. As mentioned earlier, and reiterated here, the end-goal is not just defeating the threat group(s), rather, protecting the civilians under the ambit of human rights is an equally, if not more important goal. Needless to say, the successful implementation of this Plan is the primary contribution of the AFP to human security.

Within the institution itself, the AFP shall implement measures to enhance the appreciation and understanding of troops on the concept of human security. On the ground, vital components of this Plan's implementation include supporting local capacity building activities to tackle the human security agenda, mobilizing the broadest possible participation of people and communities to build the constituency for peace, and collaborating with other government agencies (GAs), civil society, business community and LGUs to pursue the human security agenda.

<sup>20</sup> Kofi Annan. "Secretary General Salutes International Workshop on Human Security in Mongolia." Two-Day Session in Ulaanbaatar, 08-10 May 2000. Cited in "Definitions of Human Security". <http://www.gdrc.org/sustdev/husec/Definitions.pdf>. Retrieved on 09 December 2010.

<sup>21</sup> United Nations Development Programme, *Human Development Report* (New York: Oxford Press), 19974. [http://hdr.undp.org/en/media/hdr\\_1994\\_en\\_contents.pdf](http://hdr.undp.org/en/media/hdr_1994_en_contents.pdf). Retrieved on 08 December 2010.

<sup>22</sup> Commission on Human Security. "Report on the Third Meeting of the Commission on Human Security. Haga Castle, Stockholm 09-10 June 2002. <http://www.humansecurity-chs.org/activities/meetings/third/index.html>. Retrieved 09 December 2010.

<sup>23</sup> Commission on Human Security. "Outline of the Report of the Commission on Human Security." <http://www.humansecurity-chs.org/finalreport/Outlines/outline.pdf>. Retrieved 09 December 2010.

<sup>24</sup> Culled from His Excellency Benigno S. Aquino III's Speech delivered at the Peace and Security Forum on 22 April 2010 at the Mandarin Oriental Hotel, Makati City.

## C. Strategic Imperatives

In the execution of this Strategy, the AFP shall be guided by two overarching requirements, referred to as strategic imperatives. These imperatives are critical in ensuring that the multi-stakeholder approach and the paradigm shift to a people-centered approach discussed here shall be fully integrated into AFP operations. These imperatives are intrinsic components of all four (4) strategic concepts found in this Plan.

### 1. ADHERENCE TO HUMAN RIGHTS (HR), INTERNATIONAL HUMANITARIAN LAW (IHL) AND THE RULE OF LAW (ROL)



Image: [denvergov.org](http://denvergov.org). Retrieved 12/04/2010.

All operations and activities of the AFP from the General Headquarters down to the lowest squad or team shall strictly adhere to the principles, concepts, provisions and spirit of HR, IHL and RoL. The AFP Chain of Command is responsible in ensuring that these principles are not only followed but internalized by all military personnel.

The AFP shall ensure that adherence to HR, IHL and the RoL is further emphasized in its doctrine, tactics, techniques, and procedures (TTPs) and operations. It shall ensure that its education and training programs promote the internalization of the values and principles of HR, IHL, and the RoL. It shall continue to strengthen mechanisms that ensure adherence to HR, IHL and the RoL during all aspects of military operations and activities. Human Rights Offices or desks shall be established in AFP units down to the battalion level or its equivalent.

More than the continuation and sustainment of pertinent training programs, there should be initiatives for crafting specific, quantifiable indicators to assess how well HR, IHL and RoL has been internalized at all levels of the AFP. The AFP shall continually engage stakeholders with regard to HR, IHL, and RoL as a mechanism for consultation and transparency. Moreover, the AFP shall ensure the prosecution of all AFP personnel found guilty of violating HR, IHL, and other pertinent laws.

### 2. INVOLVEMENT OF ALL STAKEHOLDERS IN THE PURSUIT OF INTERNAL PEACE AND SECURITY

In pursuing the mission, attaining the end state and objectives, and implementing the strategic concepts laid out in this plan, the AFP and all its units will closely harmonize its efforts with different stakeholders in the attainment of peace and security. It must be stressed that the AFP does not intend to encroach into the responsibilities of concerned stakeholders, both government and non-government. The AFP only intends to catalyze, enable and facilitate the active participation of all

stakeholders in the pursuit of peace and security in conflict-affected areas. All AFP peace and security efforts shall be aligned with the collective initiatives of different stakeholders.

AFP commanders at the strategic (GHQ and Major Services), operational (Unified Commands), and tactical (Division and below) levels are directed to exert efforts and explore all possible mechanisms to achieve multi-stakeholder participation. In so doing, the AFP shall initiate efforts to achieve inter-agency and multi-stakeholder synergy and maximize

#### **D. Strategic Concepts**

To attain the objectives of this Internal Peace and Security Plan, the AFP shall follow four (4) strategic concepts. Implied in each concept is adherence to the Whole-of-Nation and People-Centered Approaches and the strategic imperatives discussed above. In turn, these concepts can be translated into specific activities and tasks for implementation by the AFP units concerned.

##### **1. CONTRIBUTE TO THE PERMANENT AND PEACEFUL CLOSURE OF ALL ARMED CONFLICTS**

###### *a. Primacy of the Peace Process*

As an instrument of national policy, AFP internal security operations shall be within the national government's peace framework. As such, the military shall subscribe to the primacy of the peace process. The AFP shall deploy forces and employ military capabilities only when necessitated by the security situation in the area (i.e. when needed to secure local

the utility of the peace and order councils (POCs) and such other collaborative institutional mechanisms. Coordinative and cooperative relationships, whether formal or informal, shall likewise be fostered with government agencies, NGOs, and CSOs through the process of continued dialogue, information sharing, and consultation. Networks with international organizations shall likewise be fostered in order to gain partners in the international community in pushing forward the government's peace and security agenda.

communities). The AFP shall likewise adhere to agreements entered into by the government on cessation of hostilities or suspension of military activities.

The AFP shall support, advocate, and participate in the peacebuilding discourse and practice in the country. It shall partner with civil society groups and other stakeholders in promoting peace in the country and the peaceful resolution of conflict. The AFP shall likewise conduct consultations and dialogue with various sectors in the fulfillment of its support role in the government's peace thrust. It is acknowledged that promoting respect and recognition of diversity can help defuse potential sources of armed conflict amongst various groups. Within the military, the AFP shall ensure that its personnel are well-versed about pertinent details found in previous peace agreements. Moreover, previous leadership training and capacity-building for local stakeholders facilitated by the AFP shall be sustained.

This, however, shall not prejudice the AFP's primary role in the context of the peace process—to ensure that the group with whom the government is talking peace will not use force or the threat of force as leverage at the negotiating table. While subscribing to the primacy of the peace process, the AFP stands ready to respond and address any attempt of any armed threat groups to use force as means to attain political goals. The AFP shall be ready to undertake accurate and precise operations against threats attempting to initiate hostilities.

*b. Rehabilitation and Reconstruction of Conflict-Affected Areas*

Directly, the AFP can contribute in the resolution of conflict by continuing and enhancing its role in the reconstruction and rehabilitation of conflict-affected areas. At the national-level, the AFP has institutionalized its contribution to developmental activities through its National Development Support Command (NADESCOM). Even before the NADESCOM, the AFP has long been supporting national development efforts. On a more localized scale, AFP units such as civic action and engineering units act as catalysts of development. Previous experiences of the AFP have shown the utility of development initiatives in diminishing the incidence of violence in communities.

The AFP shall likewise support and assist the initiatives of civilian authorities and/or NGOs and CSOs in protecting the rights and welfare of internally displaced persons (IDPs) and communities whose lives were disrupted by violent conflict. The AFP shall not impose resource control in core shelters/evacuation areas but would facilitate the delivery of assistance and

basic services to internally displaced persons and conflict-affected communities. In post-conflict situations, the AFP shall be an active partner in the sustainable reintegration of IDPs at their place of origin or where they would choose to resettle and continue on with productive lives.

**2. CONDUCT OF FOCUSED MILITARY OPERATIONS AGAINST ARMED THREAT GROUPS**

The AFP is prepared and ready to conduct military operations against all internal armed threat groups threatening the safety and well-being of the people. While this Plan gives equal emphasis to non-military, multi-stakeholder approaches, there shall be no diminution of the importance of combat military operations in addressing the challenges posed by armed threat groups to internal peace and security.

*a. Use of Force against Armed Threat Groups*

It must be stressed that the AFP's legitimate use of force has and will always be within the bounds of universally accepted principles such as International Humanitarian Law, Human Rights, and the Rule of Law. Use of legitimate military force shall remain solely focused on the armed components of internal armed threat groups.

Given the inherent complexity of the operational environment, focused military operations shall give emphasis on reducing, if not eliminating, disruption and collateral damage to civilian lives and property. Conduct of military operations must be within the ambit of the national government's broader peace framework. Moreover, these are conducted to support and complement initiatives of civilian authorities to resolve the roots of conflict.

## *b. Distinct Methodologies*

This Internal Peace and Security Plan shall have different, nuanced approaches consistent with the specific end-states envisioned for each threat group. Varied approaches recognize the distinct motivations and means available for each of the armed threat groups. Focused military operations comprise of combat operations complemented by a wide array of non-combat initiatives to shape the operational environment as well as to forestall or pre-empt the escalation or emergence of armed conflict.

### *1) New People's Army (NPA)*

The AFP's internal peace and security end-state against the communist insurgency is to render their armed component, the New People's Army (NPA), irrelevant and show the group the futility of their armed struggle—this is intended to convince them to abandon the armed struggle and instead engage in peace negotiations with the government. Critical to the attainment of this end-state is mobilizing and leveraging upon the entire citizenry in a Whole-of-Nation approach to apply "social pressure" to those who continue to take the path of violence. It should be impressed upon the NPA that the use of armed struggle to attain political ends is not acceptable to the Filipino people and to any civilized society.

On the other hand, social pressure can only emerge and be sustained if the AFP is able show its commitment and capacity to decisively address the challenges posed by this armed group within the frame of HR/IHL. Focused military operations involve the use of combat operations and developmental activities. Non-combat, military activities aim to show threat groups and

stakeholders alike that the government is sincere in addressing the roots of conflict. This approach involves the conduct of activities such as public information campaigns, civic action programs, development-related projects and collaborative activities with government and non-government stakeholders, among others.

The AFP shall continue using legitimate force and conducting combat operations with even greater vigor but only against armed insurgents. Military combat operations shall be deliberate, accurate and precise; ensuring that efforts of the AFP shall result in substantial gains for internal peace and security. Intensified and relentless pursuit of the NPA is intended to exhaust their armed capabilities and diminish their will to fight.

Focused military operations are expected to prompt the NPAs to abandon armed struggle and instead collectively or individually return to the fold of law and pursue their agenda through peaceful means. Military operations should therefore be complemented by the establishment of appropriate mechanisms for armed guerillas to lay down their arms and return to mainstream society. Providing avenues for a peaceful return to society shall reinforce this Plan's overarching paradigm of winning the peace and not simply defeating the enemy.

The expected decline of the NPA and their growing irrelevance shall then be sustained through efforts to address causes of conflict. Consolidating the gains made by the military requires empowering communities to take the lead in their own peace and security efforts. As communities are cleared from NPA presence, the AFP shall remain vigilant and establish appropriate mechanisms to prevent the re-

entry of armed insurgents. This shall allow other stakeholders, government and non-government to catalyze and jumpstart development. At the same time, the AFP shall stand ready to actively support any reintegration programs spearheaded by the government.

## *2) Moro Islamic Liberation Front (MILF)*

The AFP's internal peace and security end-state is for the government to achieve a negotiated political settlement with the MILF and attain just and lasting peace in Mindanao. AFP operations shall therefore be consistent with the policy of giving primacy to the peace process.

In support of the peace process, the AFP shall maintain a credible deterrent posture. By highlighting its military capabilities, the AFP can dissuade the MILF from resorting to armed means to advance their secessionist goals. The AFP shall emphasize its readiness and willingness to use legitimate force to swiftly and decisively deal with any attempt from the MILF to provoke or initiate armed hostilities. Credible deterrence can also be achieved even without the actual application of lethal military capabilities through the deployment of appropriate force packages. Any indicator of growing belligerency of the MILF can be dissuaded by the prompt shifting of AFP forces to potential trouble spots. When necessary, calibrated and appropriate military response shall be applied to address aggressive actions by the MILF.

Focused military operations shall be undertaken to protect communities and the people from rogue elements of the MILF who resort to atrocities. These rogue MILF elements shall be dealt with by the AFP through the use of deliberate and

legitimate force as part of law enforcement operations without jeopardizing the peace process. In this aspect, the AFP shall pursue close cooperation with law enforcement agencies to bring these personalities to justice.

## *3) Abu Sayyaf Group (ASG) and other Terrorist Groups*

AFP internal peace and security efforts shall be unequivocal in defeating terrorist groups such as the Abu Sayyaf Group (ASG) and the Jemaah Islamiyah. Defeating the terrorist groups shall be done by initially isolating them so that military force can be applied on them with precision and reduced collateral damage.

### *a) Isolating the Terrorist Groups*

Efforts shall be made to expose the atrocities and other terrorist activities of these groups. These are intended to instigate widespread condemnation from both local and international stakeholders, which can be leveraged to enhance support for the AFP and the government's counterterrorist efforts.

Initiatives shall also be undertaken to isolate terrorist groups in the country from foreign support and influence. Their links with foreign terror organizations should be severed to prevent the entry of resources and technical capabilities (i.e. improvised explosive devices [IED] manufacturing).

The AFP will also seek to isolate terrorist groups from other internal armed threat groups. At times, ASG members are able to use familial and ethnic ties to gain access to areas influenced by other armed threat groups. Isolating them from these threat groups is intended to prevent them from radicalizing these groups and seeking sanctuary with them.



Terrorist groups must also be denied mass base support. The complex ethnic and kinship ties in areas where terrorist groups are located provide the latter various opportunities to maintain a mass base and enjoy popular support. The financially lucrative nature of illegal acts (i.e. kidnapping and extortion) committed by terror groups enables them to recruit followers and establish sanctuaries.

#### *b) Applying Military Force*

Once isolation is achieved, the AFP is in a better position to defeat terrorist groups such as the ASG through intelligence-driven combat operations. Cooperative measures with law enforcement agencies shall likewise be sustained in the pursuit of terrorist groups. At the same time, links with other government agencies tasked to address socio-economic conditions that contribute to the resiliency of terror groups shall also be pursued.

### 3. SUPPORT COMMUNITY-BASED PEACE AND DEVELOPMENT EFFORTS

The AFP shall actively participate in community-based and people-oriented peace, security and development initiatives. Consistent with the Whole-of-Nation approach, AFP support to these governance initiatives shall be pursued from the national down to the grassroots-level with emphasis on maintaining policy cohesion and consistency.

Previous experience has shown that many AFP peace and development initiatives have tended to be localized and parochial in orientation, diminishing their potential to address community-based issues. While quality-of-life issues, which

are exploited by armed threat groups, often manifest concretely at the level of local communities, effective peace and development efforts require a high degree of connectivity with other levels. This is to maximize and leverage upon the competencies and greater resources available to higher levels of authority.

In this sense, the AFP can indirectly contribute to these initiatives through activities such as providing information for the comprehensive mapping of conflict-affected areas. Military units can provide threat assessments to allow government and non-government developmental entities to fine-tune their approaches. Deployed AFP forces can also encourage community participation in peace and development activities by lending technical and other tangible forms of support to initiatives by relevant stakeholders. The same type of support can also be applied to political empowerment and community governance activities by local authorities.

Direct contribution to supporting community empowerment shall be translated by AFP units at the strategic, operational and tactical levels into specific projects and activities. The AFP shall deploy specifically organized community peace and development teams. These teams shall use the combination of military and non-military activities to counter coercive activities and diminish the influence wielded by armed threat groups in barangays.

At the same time, the AFP shall continue and sustain community development initiatives involving the construction of basic social infrastructures. Engineering and civic action units shall continue to be deployed in areas where there are governance vacuums. Construction of short-gestation, high-impact projects such as irrigation systems and farm-to-market roads is intended to catalyze the construction of more specialized projects by national government agencies and local government units.

#### 4. CARRY OUT SECURITY SECTOR REFORM INITIATIVES IN THE AFP

While the AFP is given substantial responsibility in ensuring internal peace and security, it comprises only a specific subset of the security sector. The security sector is composed not only of military and law enforcement agencies. It is an encompassing category of institutions that include actors involved in criminal justice, penal management and policy-making even if these are not directly involved in security-related activities.<sup>25</sup>

Security and justice are central components of Security Sector Reform (SSR). In this sense, SSR involves initiatives to enhance transparency, accountability and governance.<sup>26</sup> Effective SSR effort therefore requires strategic, concerted efforts between and among security actors. Moreover, given the broad array of actors involved in SSR and the depth and width of reform measures to be undertaken, the SSR agenda has to be

tackled using the Whole-of-Nation Approach.

For the military, SSR is operationalized by adhering to the principle of Democratic Control of Armed Forces (DCAF). It emphasizes that the military must adhere to democratic principles, such as transparency, and accountability.<sup>27</sup> The national government has given the broad policy strokes for the AFP to initiate efforts to attain the ideals of DCAF.

For the AFP, SSR shall be composed of three main thrusts, each with its respective tasks and activities. First, SSR shall be oriented towards the development of AFP capabilities. Mission-essential equipment shall be procured to enhance the capability of the armed forces. The link between security and economic development should translate to budgetary support for capability development and maintenance. Capability development shall be accompanied by changes in doctrine, organization and training, among others to complement materiel improvements. Emphasis must be made on enhancing the appreciation and understanding of troops on security sector reform. At the same time, capability development shall not only focus on war fighting capabilities but also on non-traditional skills such a conflict resolution and peacebuilding, which are vital in attaining internal peace and security. Moreover, to further instill pride and dignity among the security forces, steps must be made to look after the welfare of security forces and their families.

<sup>25</sup> Definition derived from Organization for Economic Cooperation and Development (OECD). "Security Sector Reform and Governance." DAC Guidelines and Reference Series, 2005. <http://www.oecd.org/dataoecd/8/39/31785288.pdf>. Retrieved on 09 December 2010.

<sup>26</sup> Ibid.

<sup>27</sup> Geneva Center for Democratic Control of Armed Forces. "DCAF Backgrounder" May 2008. [http://se2.isn.ch/serviceengine/Files/ISFPub/55845/ipublicationondocument\\_singledocument/153432CC-7C90-482A-9077-EC205986219E/en/17\\_bg\\_dem\\_control\\_armedforces.pdf](http://se2.isn.ch/serviceengine/Files/ISFPub/55845/ipublicationondocument_singledocument/153432CC-7C90-482A-9077-EC205986219E/en/17_bg_dem_control_armedforces.pdf). Retrieved on 09 December 2010.

The second thrust of SSR is to lay the foundations for enhancing professionalism in the armed forces. The top priority is for enhancing governance in the AFP. This entails the adoption of applicable and effective processes, organizational arrangements and management methods in order to increase the AFP's efficiency and effectiveness. This shall involve, but shall not be limited to, the enhancement of resource management and utilization practices to address real and perceived gaps.

Due priority shall likewise be given to clearing the ranks of the military of corrupt practices and involvement in partisan politics. Emphasis will also be given to ensure the insulation of the military from partisan politics. Training programs which give importance to indoctrination on democratic accountability, gender issues, ethnic sensitivity, and indigenous peoples rights shall likewise be imposed.

Another priority area, which falls under efforts at professionalization, is the unequivocal adherence to the ideals of Human Rights, International Humanitarian Law and the Rule of Law. Beyond training and indoctrination measures, there shall be emphasis on measures to ensure the internalization of HR, IHL and ROL discourse. The AFP shall extend its full cooperation to address accusations of human rights violations. With this issue

resolved, it is expected that the AFP shall further secure the moral high ground in the conduct of internal peace and security operations. Improved inculcation of the ideals of the rule of law and democratic principles through training and organizational changes shall reduce, if not eliminate, the involvement of some misguided AFP members in partisan politics. This shall be reflected in the AFP's reward system with premium being given not only to valor in combat but also to engagement in peacebuilding efforts.

The third thrust of SSR is for the institutionalization of stakeholders' involvement not only in the implementation of this Internal Peace and Security Plan but also in the entire process, i.e. from the planning to the evaluation phases. Enhanced consultative mechanisms, which the AFP shall institutionalize, can be used as jump-off points for the involvement of all stakeholders in all potential areas of cooperation.

In this light, the AFP shall actively support capacity-building efforts of local government units in handling and managing peace and order concerns of their localities as well as broaden the SSR and peace constituency by partnering with local and national NGOs and the private sector.

## **E. Capabilities for Internal Peace and Security**

Implementing the concepts in this Internal Peace and Security Plan requires the development and enhancement of specific AFP capabilities. Indeed, the AFP should strive for a force that is multi-mission capable—able to perform multiple roles without sacrificing its core military competencies. Other than the traditional military capabilities needed to impose the desired effects on the different threat groups, the AFP needs to develop its capability for interagency and stakeholders coordination as well as peacebuilding. More than the physical development of capabilities is the transitioning of the AFP to an institution capable of adapting to the paradigm shift in the AFP's internal peace and security operations.

### **1. MILITARY CAPABILITIES**

To be able to impose the desired effects on the different threat groups, the AFP needs to enhance its mission-essential capabilities. Cutting edge units must be able to defeat the armed threats in combat and yet avoid collateral damage. In this regard, we must improve on their mobility, firepower and accuracy, communication, survivability and ability to detect the armed groups. Individual skills and unit cohesiveness need to be developed through training. While we continue to hone the soldiers' war fighting skills and warrior spirit, individual training should likewise include inculcating in each soldier the principles of Human Rights, International Humanitarian Law and Rule of Law. Training should also prepare soldiers to adapt to the paradigm shift in AFP

operations. Engineering Units will also be enhanced to enable them to support developmental projects. Medical units must be able to take care of the health of the soldiers in the frontlines through the enhancement of combat lifesaving capabilities as well as communities through the conduct of medical civic action programs and missions. Other support units and infrastructures should enable our cutting edge units to perform more effectively and efficiently.

AFP internal peace and security operations are hinged heavily under the Triad Operations concept. Triad Operations involve the simultaneous conduct of combat, intelligence and civil-military operations against armed threat groups. Specifically, Special Operations Team (SOT) shall transition to community peace and development teams. These teams shall be at the forefront of securing and bringing peace and development to local communities where armed threat groups wield influence.

Capability development goes beyond equipment acquisition, facilities construction or an increase in financial resources. While these factors are critical in building up capability, it must be stressed that other enablers of military capability also need to be considered. Building up the necessary capability and requirements for internal peace and security requires changes in non-tangible factors such as doctrine, organization, training practices and human resource management.

## 2. INTER-AGENCY AND STAKEHOLDERS COORDINATION

Consistent with the multi-stakeholder approach of this plan, improvements in capability shall not be limited to solely war fighting requirements. Non-traditional capabilities shall also be enhanced to improve the ability of the AFP to pursue collaborative efforts with other internal peace and security stakeholders. This shall involve the development of skills necessary to catalyze, motivate and facilitate the active participation of all stakeholders.

## 3. PEACEBUILDING

Aside from developing the ability to participate in collaborative efforts, the AFP should also develop the capacity to engage in peacebuilding efforts. Peacebuilding capability within the military shall be developed to allow the

AFP to be a more proactive player in facilitating initiatives to preempt and manage armed violence such as conflict prevention, conflict management and conflict resolution.

Developing peacebuilding capabilities is in acknowledgment of the AFP's role in the entire process of building peace: from creating and sustaining conditions that disallow armed violence, in managing conflicts so they do not escalate to armed violence, in resolving armed conflicts and managing their effects on the affected and vulnerable communities, and in rehabilitation and renewal efforts when conflict is resolved. This includes the reintegration of former combatants into mainstream society as well as their possible integration into the ranks of the military if this shall be stipulated as part of any prospective negotiated political settlement.



Image: [forum.philboxing.com](http://forum.philboxing.com). Retrieved 12/06/2010.



## CONCLUSION



Image 1: [skyscrapercity.com](http://skyscrapercity.com). Retrieved 12/07/2010.

Image 2: Philippine Flag by XIXO7 at [deviantart.com](http://deviantart.com). Retrieved 12/07/2010.

**T**HIS PLAN PROVIDES THE BROAD STROKES OF THE STRATEGY TO ATTAIN internal peace and security. It shall be supplemented by succeeding policy issuances to provide further guidance to AFP units. The IPSP shall be in a constant process of refinement, recalibration and review as may be deemed necessary.

In sum, the AFP Internal Peace and Security Plan is our commitment to the attainment of a secure and prosperous country. While there may be a myriad of threats to our internal peace and security, it is very clear that the Filipino nation can address these challenges through the concerted and united efforts of all stakeholders.



## ANNEXES

## ANNEX A — REFERENCES

- The Constitution of the Republic of the Philippines, 1987
- Executive Order No. 292 dated July 25, 1987, Instituting the Administrative Code of 1987
- Republic Act Nr 9372, Human Security Act of 2007
- Republic Act Nr 8551, Philippine National Police Reform and Reorganization Act of 1998, Amending Republic Act Nr 6975
- Republic Act No. 7898, AFP Modernization Act
- Executive Order Nr 546 dated 14 July 2006, Directing the PNP to Undertake Active Support to the AFP for the Suppression of Insurgency and Other Serious Threats to National Security
- Executive Order Nr 110 dated 15 June 1999, Directing the PNP to Support the AFP in ISO for the Suppression of Insurgency and Other Serious Threats to National Security
- Executive Order Nr 773 dated 05 January 2009, Further Reorganizing the Peace and Order Councils
- Executive Order Nr 21 dated 19 June 2001, Creating a Coordinative and Integrative System on Internal Security
- Executive Order No. 226 dated 17 February 1995, Institutionalization of the Doctrine of "Command Responsibility" in all Government Offices, Particularly at All Levels of Command in the Philippine National Police and other Law Enforcement Agencies
- National Internal Security Plan, 28 November 2001
- National Military Strategy, GHQ AFP, 2002
- Medium Term Philippine Development Plan (MTPDP) 2004-2010
- Joint Publication 1-02, US Department of Defense Dictionary of Military and Associated Terms
- Philippine Human Development Report 2005, Peace, Human Security and Human Development in the Philippines
- DND Policy Paper, The Department of National Defense: Meeting the Challenges to Philippine Defense and Security, 2010
- Workshop Series on the Formulation of AFP Internal Peace and Security Plan (September 2010)
- "Aim for Peace", Secretary Voltaire T. Gazmin's Defense Thrusts and Imperatives, 2010
- United States National Military Strategic Plan-War on Terror (US NMSP-WOT), 2006



Statement of His Excellency President Benigno Simeon C. Aquino III during the AFP Change of Command Ceremony on 02 July 2010 at Camp General Emilio Aguinaldo, Quezon City

Speech of Sen. Benigno S. Aquino III, Peace and Security Forum, April 22, 2010, Mandarin Oriental Manila

United Nations Development Programme, *Human Development Report* (New York: Oxford Press), 1994. [http://hdr.undp.org/en/media/hdr\\_1994\\_en\\_contents.pdf](http://hdr.undp.org/en/media/hdr_1994_en_contents.pdf). Retrieved on 08 December 2010.

Kofi Annan. "Secretary General Salutes International Workshop on Human Security in Mongolia." Two-Day Session in Ulaanbaatar, May 08-10, 2000. Cited in "Definitions of Human Security". <http://www.gdrc.org/sustdev/husec/Definitions.pdf>. Retrieved 09 December 2010.

Commission on Human Security. "Outline of the Report of the Commission on Human Security." <http://www.humansecurity-chs.org/finalreport/Outlines/outline.pdf>. Retrieved 09 December 2010.

Definition derived from Organization for Economic Cooperation and Development (OECD). "Security Sector Reform and Governance." DAC Guidelines and Reference Series, 2005. <http://www.oecd.org/dataoecd/8/39/31785288.pdf>. Retrieved on 09 December 2010.

Geneva Center for Democratic Control of Armed Forces. "DCAF Backgrounder" May 2008. [http://se2.isn.ch/serviceengine/Files/ISFPub/55845/ipublicationdocument\\_singledocument/153432CC-7C90-482A-9077-EC205986219E/en/17\\_bq\\_dem\\_control\\_armedforces.pdf](http://se2.isn.ch/serviceengine/Files/ISFPub/55845/ipublicationdocument_singledocument/153432CC-7C90-482A-9077-EC205986219E/en/17_bq_dem_control_armedforces.pdf). Retrieved on 09 December 2010.

#### Websites:

Office of the Presidential Adviser on the Peace Process - [www.opapp.gov.ph](http://www.opapp.gov.ph)

Department of Social Welfare and Development - [www.dswd.gov.ph](http://www.dswd.gov.ph)

Department of Justice - [www.doj.gov.ph](http://www.doj.gov.ph)

Department of Foreign Affairs - [www.dfa.gov.ph](http://www.dfa.gov.ph)

Department of Interior and Local Government - [www.dilg.gov.ph](http://www.dilg.gov.ph)

Philippine National Police - [www.pnp.gov.ph](http://www.pnp.gov.ph)

National Economic Development Authority - [www.neda.gov.ph](http://www.neda.gov.ph)

Commission on Human Rights - [www.chr.gov.ph](http://www.chr.gov.ph)

Department of Agriculture - [www.da.gov.ph](http://www.da.gov.ph)

Department of Agrarian Reform - [www.dar.gov.ph](http://www.dar.gov.ph)

Human Development Network - [www.hdr.undp.org](http://www.hdr.undp.org)

United Nations Commission on Human Security - [www.humansecurity-chs.org](http://www.humansecurity-chs.org)

# ANNEX B — GLOSSARY

## PART I - ACRONYMS AND ABBREVIATIONS

AFP	-	Armed Forces of the Philippines
AFP CUP	-	AFP Capability Upgrade Program
AFPHRO	-	AFP Human Rights Office
AFPMP	-	AFP Modernization Program
AFPWSSUs	-	AFP-Wide Support and Separate Units
AO	-	Area of Operations
A-O-M	-	Arouse Organize Mobilize
ARMM	-	Autonomous Region in Muslim Mindanao
ASG	-	Abu Sayyaf Group
CHR	-	Commission on Human Rights
CMO	-	Civil Military Operations
CPP/NPA/NDF	-	Communist Party of the Philippines / New People's Army / National Democratic Front
CSO	-	Civil Society Organizations
DA	-	Department of Agriculture
DAR	-	Department of Agrarian Reform
DCAF	-	Democratic Control of the Armed Forces
DepEd	-	Department of Education
DILG	-	Department of the Interior and Local Government
DFA	-	Department of Foreign Affairs
DND	-	Department of National Defense
DOH	-	Department of Health
DOJ	-	Department of Justice
DPWH	-	Department of Public Works and Highways
DSWD	-	Department of Social Work and Development
EU	-	European Union
FPA	-	Final Peace Agreement
FTO	-	Foreign Terrorist Organizations
GAs	-	Government Agencies
GHQ	-	General Headquarters
GRP	-	Government of the Republic of the Philippines
HR	-	Human Rights
IDPs	-	Internally Displaced Persons
IHL	-	International Humanitarian Law
IED	-	Improvised Explosive Device
I-P-O	-	Ideological Political Organizational
IPSP	-	Internal Peace and Security Plan
ISO	-	Internal Security Operations
JI	-	Jemaah Islamiyah
LGU	-	Local Government Unit

MDT	-	Mutual Defense Treaty
MILF	-	Moro Islamic Liberation Front
MNLF	-	Moro National Liberation Front
MS	-	Major Service
MTPDP	-	Medium Term Philippine Development Plan
NADESCOM	-	National Development Support Command
NCIP	-	National Commission on Indigenous Peoples
NCMF	-	National Commission on Muslim Filipinos
NEDA	-	National Economic and Development Authority
NGAs	-	National Government Agencies
NGOs	-	Non-Government Organizations
NSC	-	National Security Council
NSS	-	National Security Strategy
OIC	-	Organization of Islamic Conference
OPAPP	-	Office of the Presidential Adviser on the Peace Process
TDO	-	Territorial Defense Operation
TTPs	-	Tactics, Techniques and Procedures
PAGs	-	Partisan Armed Groups
PDR	-	Philippine Defense Reform
PNP	-	Philippine National Police
POs	-	People's Organization
POC	-	Peace and Order Council
RoL	-	Rule of Law
SPSG	-	Southern Philippines Secessionist Group
SSR	-	Security Sector Reform
SOT	-	Special Operations Team
UC	-	Unified Command
UN	-	United Nations
UNCHS	-	United Nations Commission on Human Security
US	-	United States
VFA	-	Visiting Forces Agreement

## PART II - TERMS AND DEFINITIONS

**Area of Interest.** That area of concern to military unit, including the area of influence, areas adjacent thereto, and extending into the objectives of current or planned operations.

**Area of Operations.** That portion of an area of conflict necessary for military operations. Areas of operations are geographical areas assigned to commanders for which they have responsibility and in which they have authority to conduct military operations.

**Armed Struggle.** The weapon for carrying out the central task of the revolution; the destruction of enemy rule and the seizure of political power. It is principally launched in the countryside and principally relies on the armed forces or the army focused on the objective of defeating the military force of the government.

**Assumption.** A supposition on the current situation or a presupposition on the future course of events, either or both assumed to be true in the absence of positive proof, necessary to enable the commander in the process of planning to complete an estimate of the situation and make a decision on the course of action.

**Chain of Command.** The succession of commanding officers from a superior to a subordinate through which command is exercised.

**Civil Military Operations (CMO).** Planned activities undertaken independently or in coordination with civilian entities in support to the accomplishment of AFP mission to gain popular support and weaken the will of the enemy to fight. It is characterized by activities that influence the beliefs, emotion, behaviors, attitudes and opinions of selected target audience; it establishes and maintains good relations between military forces, civil authorities and the civilian populace to facilitate military operations in support to the accomplishment of the AFP mission.

**Contain.** Efforts taken against armed threat group to limit freedom of action, minimize the effects of hostile activities, preclude the regeneration of lost capabilities, and/or limit influence.

**Democratic Control of the Armed Forces (DCAF).** Norms and standards governing the relationship between the armed forces and society whereby the armed forces are subordinated to democratically-constituted authorities and subject to oversight of the executive, legislative and judicial branches of government, the media and civil society.

**Defeat.** Decisive actions taken to render ineffective, destroy or eliminate the capabilities of threat groups.

**Deter.** Actions taken to disrupt, prevent or preclude acts of aggression. Includes preemptive actions to unhinge the ability of threat groups to conduct operations.

**End state.** Condition(s) that must be met to satisfy the objectives of the national security and national defense policies and/or strategies.

**Human Development.** A development paradigm about creating an environment in which people can develop their full potential and lead productive, creative lives in accord with their needs and interests. It means the expanding/enlarging people's choices. The most basic capabilities for human development are to lead long and healthy lives, to be knowledgeable, to have access to the resources needed for a decent standard of living and to be able to participate in the life of the community.

**Human Security.** The protection and respect for human rights, good governance, access to economic opportunity, education and health care. It has several components: economic security, food security, health security, environmental security, personal security, community security, and political security. The two major components of human security are freedom from fear and freedom from want.

**Insurgency.** An organized movement aimed at the overthrow of a constituted government through use of subversion and armed conflict.

**Internally Displaced Person (IDP).** Any person who has been forced or obliged to flee or to leave their home or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized state border.

**Internal Peace and Security.** The state of peace within the borders of the Republic of the Philippines achieved and sustained by upholding national and international laws, respecting human rights and defending against armed internal security threats. The responsibility for internal peace and security rests on local government units supported by the PNP, and when provided by law or directed by the President, by the AFP.

**Internal Security Operations (ISO).** Activities designed to preserve internal security against insurgents, secessionists and terrorists. Among others, it includes territorial defense operations, intelligence, combat, military and police civil relations, legal offensives, police internal security operations and psychological operations.

**International Humanitarian Law (IHL).** It is the international law of armed conflict. It is comprised of international rules established by treaty or custom, which are specifically intended to solve humanitarian problems directly arising from international or non-international armed conflicts.

**Military Capability.** The ability to achieve a specified wartime objective (win a war or battle, destroy a target set). It includes four major components: force structure, modernization, readiness and sustainability.

**Mission.** The task, together with the purpose, that clearly indicates the action to be taken and the reason therefore.

**National Policy.** A broad course of action or statements of guidance adopted by the government at the national level in pursuit of national objectives.

**National Security.** Situation and/or environment where the nation's fundamental values and the way of life of Filipinos, its institutions, and its socio-political interests are protected and enhanced.

**National Security Strategy** — A document for developing, applying, and coordinating the instruments of national power to achieve objectives that contribute to national security.

**Objective.** The clearly defined, decisive, and attainable goals.

**Operational environment.** A composite of the conditions, circumstances, and influences that affect the employment of capabilities and bear on the decisions of the commander.

**Peace building.** Stability actions, predominantly diplomatic and economic, that strengthen and rebuild governmental infrastructure and institutions in order to avoid a relapse into conflict.

**Security Sector Reform.** The transformation of the security sector, which includes all the actors, their roles, responsibilities and actions to provide state and human security in an effective and efficient manner while being consistent with democratic norms and sound principles of governance.

**Strategic Concept.** The course of action accepted as the result of the estimate of the strategic situation. It is a statement of what is to be done in broad terms sufficiently flexible to permit its use in framing the military, diplomatic, economic, informational, and other measures that stem from it.

**Strategy.** A prudent idea or set of ideas for employing the instruments of national power in a synchronized and integrated fashion to achieve, national objectives.

**Support Operations (“to win the peace”).** A broad term that refers to the AFP operations and activities conducted in support of the “whole of nation approach” to establish and maintain a just and lasting peace in the Philippines. It is focused on upholding laws, respecting human rights and defending against armed internal security threat. It includes: support to civil law enforcement, civil-military cooperation (conflict resolution, peace advocacy, peace constituency and human security), and application of military forces against armed internal threats.

**Task.** An action or activity (derived from an analysis of the mission) assigned to an organization to provide a capability.

**Terrorism.** An act sowing and creating a condition of widespread and extraordinary fear and panic among the populace, in order to coerce the government to give in to an unlawful demand.

**Terrorist.** An individual who commits an act or acts of terrorism.

## CITATION OF PICTURES

- Page 2 – Public Affairs Office, AFP (PAOAFP)
- Page 3 – <http://knowledge.wpcarey.asu.edu>. Retrieved 12/03/2010.
- Page 4 – [borroms.com](http://borroms.com). Retrieved 12/08/2010.
- Page 5 – [diveandtrek.com](http://diveandtrek.com). Retrieved 12/07/2010.
- Page 10 - <http://www.theage.com.au/articles/2004/09/28/1096137238338.html>. Retrieved 12/06/2010.
- Page 11 – (from left to right)
- <http://www.theage.com.au/articles/2004/09/28/1096137238338.html>. Retrieved 12/06/2010.
- <http://bulatlat.com/main/2010/03/12/15-soldiers-not-11-killed-in-mindoro-ambush-reds-claim/>. Retrieved 12/04/2010.
- <http://rustychain.wordpress.com/>. Retrieved 12/03/2010.
- <http://penerang.com/2010/10/11/para-pejuang-bangsamoro/>. Retrieved 12/04/2010.
- Page 12 – (from left to right)
- <http://www.flickr.com/photos/14455532@N06/2240494863/>. Photo by Mark Navales. Retrieved 12/04/2010.
- [http://article.wn.com/view/2010/11/03/Australia\\_US\\_warn\\_of\\_terror\\_threat\\_in\\_Manila/](http://article.wn.com/view/2010/11/03/Australia_US_warn_of_terror_threat_in_Manila/). Retrieved 12/06/2010.
- <http://marxistleninist.wordpress.com>. Retrieved 12/05/2010.
- [http://www.dailygalaxy.com/my\\_weblog/science/page/2/](http://www.dailygalaxy.com/my_weblog/science/page/2/). Retrieved 2/06/2010.
- Page 16 - <http://newstable.wordpress.com/2010/01/>. Retrieved 12/05/2010.
- Page 20 - <http://mikeinmanila.info/?p=1650>. Retrieved 12/03/2010.
- Page 22 - Peace\_by\_senoon at [DeviantArt.com](http://DeviantArt.com). Retrieved 12/04/2010.
- Page 27 - [denvergov.org](http://denvergov.org). Retrieved 12/04/2010.
- Page 36 - [forum.philboxing.com](http://forum.philboxing.com). Retrieved 12/06/2010.
- Page 37 - XIXO7 at [deviantart.com](http://deviantart.com). Retrieved 12/07/2010. [skyscrapercity.com](http://skyscrapercity.com). Retrieved 12/07/2010.



General Headquarters  
Armed Forces of the Philippines  
Quezon City, Philippines  
2010