

Chapter 23

Defense Against Threats to National Security

I. SITUATIONER

The mandate of the Department of National Defense (DND) and the Armed Forces of the Philippines (AFP) is to secure the sovereignty of the State and the integrity of the national territory. The DND and the AFP shall continue to perform its role of preserving internal and external security.

The ongoing insurgency and other internal security threats have had a negative impact on the Philippine economy. The resolution of these threats to internal security will significantly improve the security environment that will foster a climate conducive to economic growth.

II. GOALS, STRATEGIES AND ACTION PLANS

In order for the DND and AFP to effectively fulfill its role of addressing these internal security threats, the following four areas shall be given primary focus:

- Implementing the Philippine Defense Reform program;
- Upgrading the capability of the AFP over a 6-year period;
- Supporting the Peace Process; and
- Enhancing the ability to fight terrorism.

A. Implementing the Philippine Defense Reform (PDR) program

1. *A Comprehensive and Lasting Reform Agenda for the DND and AFP*

a. Institutional and Strategic Improvements

Institutional and strategic improvements in the defense and military establishment are at the core of the government's security campaign. The DND and AFP have embarked on a comprehensive program to re-engineer its systems and retool its personnel. These efforts are geared towards promoting cost-effectiveness and efficiency, and sustaining a long-term balance among the following, within specified financial limits: (1) forces and personnel (structure); (2) equipment, systems and facilities (investment); and (3) training, operations, stocks, facilities, utilization, sustainment (readiness and operations).

A thorough assessment of the defense and military establishment that gained impetus and sustained focus under the direction of President Gloria Macapagal-Arroyo was completed in 2003. This assessment has resulted in the formulation of the Philippine Defense Reform (PDR) program. The PDR provides the framework for introducing a comprehensive reform package at the strategic level for the defense and military establishment.

b. Promoting the Welfare & Benefits of Soldiers

While instituting comprehensive and institutional reforms and improvements at the strategic level under the PDR, the DND and the AFP will place particular emphasis in promoting the welfare of soldiers and improving their benefits. The DND and the AFP will also continue the implementation of specific recommendations of the Feliciano and Davide Commissions.

To be sure, the PDR will serve as the framework for comprehensive, strategic and systemic reforms that will address the causes of the grievances outlined in the reports of the Feliciano and Davide Commissions. However, specific recommendations that can be implemented in the short term must be carried out by the DND and the AFP without awaiting the impact of the comprehensive, strategic and systemic reforms under the PDR.

The DND and the AFP will seek to promote the welfare of soldiers through various programs designed to provide better benefits and services to soldiers, which will include, among others: (1) off-base and on-base housing program; (2) improved AFP medical services; (3) rationalization of the AFP retirement fund and funding pension benefits; (4) development of combat lifesaving capability; (5) development of medical evacuation capability; (6) allocation of benefits to the families of soldiers killed-in-action; (7) establishment of an effective grievance mechanism; and (8) scholarships and tuition fee discounts for soldiers and their dependents.

The implementation of the specific recommendations of the Feliciano and Davide Commissions and other programs designed to promote the welfare of soldiers will continue to be monitored periodically.

c. Institutionalizing Improvements through a new National Defense Act

To institutionalize the reforms to be undertaken, it is imperative that a new National Defense Act be enacted to update the National Defense Act (Commonwealth Act 1) that was enacted in 1935. The DND and the AFP will draft a bill to be submitted to Congress that will embody and codify the strategic, institutional and systemic reforms to be made within the DND and the AFP under the PDR, as well as other needed improvements in the DND and the AFP.

2. *Ten (10) Key Areas of Improvement under the PDR*

Under the PDR, ten key areas of improvement will receive sustained focus:

- Implementation of a strategy-driven, Multi-Year Defense Planning System (MYDPS);
- Improvement of AFP operational and training capacity;
- Enhancement of the operational readiness rates of key AFP systems (Improve Logistics Capacity);
- Improvement of operational level expertise by addressing organizational,

- management and operational systemic deficiencies (Staff Development);
- Development of an effective AFP Personnel Management System;
- Planning, programming and execution of a Multi-Year Capability Upgrade Program for the AFP;
- Optimization of the defense budget and improvement of management controls;
- Creation of a professional acquisition workforce and establishment of a centrally managed defense acquisition system;
- Enhancement of the AFP's capability to conduct Civil Military Operations; and
- Development of accurate baseline data on critical AFP functional areas.

At present, programs of action and milestones are being developed focusing on the ten key areas of improvement. The programs of action and milestones are not stand-alone programs. Rather they are inherently linked in terms of urgency, achievability and impact on the AFP mission. Their focus will be to enhance capabilities from a systemic and strategic perspective. The implementation of these programs of action will be monitored and evaluated on the basis of previously identified milestones.

a. Multi-Year Defense Planning System (MYDPS)

The first program of action under the MYDPS is the implementation of the Multi-Year Capability Planning System (MYCaPS). Under the MYCaPS, Defense Resource Management will be undertaken through the Planning, Programming and Budgeting System (PPBS). The Long-Term Capability Planning System (LTCaPS) and Mid-Term Capability Planning System (MidCaPS) comprise the MYCaPS.

MYCaPS will yield a three-tier DND and AFP capability plan covering a 6-year, 12-year and 18-year horizon that outlines specific strategies, defined objectives, needed capabilities and identified resources to be provided under anticipated financial limits. MYCaPS features milestones and systems for net assessments to determine progress in meeting defined objectives.

b. Improvement of Operational and Training Capacity of the AFP

Improvement of operational and training capacity of the AFP enjoys a high priority in the comprehensive reform agenda for the AFP under the PDR. The backlog of basic training for the AFP will also be addressed focusing on training for commanders, noncommissioned officers and units. Emphasis will also be given to the development of doctrines, training and operations of joint forces that involve the utilization of land, maritime and air forces under a unified command.

c. Improvement of Logistics Capacity

Improvement of logistics capacity involves the enhancement of operational readiness and reliability rates for all platforms and weapons systems, as well as the logistics efficiency of key AFP systems. This will entail improvements in planned maintenance and maintenance procedures, supply chain management, automated supply management system, inventory controls and logistics training.

d. Staff Development Program

The Staff Development Program of the DND and AFP shall include the development of expertise and management skills in the DND and AFP in critical areas or functions that directly impact on the AFP's capability to plan, support and execute effective operations.

e. Personnel Management System

The program of action for the improvement of the AFP Personnel Management System shall include the following: (1) review and evaluation of AFP personnel policies and personnel management systems; (2) realignment of force structure to address strategy, threat and mission; (3) reduction of personnel costs; and (4) automation of the personnel management information system.

f. Planning, programming and execution of a Multi-Year Capability Upgrade Program for the AFP

Planning, programming and execution of a multiyear capability upgrade program for the AFP will be done under the MYDPS. From the MYCaPS developed under the MYDPS will emerge a three tier multiyear capability upgrade program for the AFP covering a 6-year, 12-year and 18-year horizon. For the mid-term, the 6-year AFP Capability Upgrade Program for the AFP will focus on the basic requirements of the AFP to improve its capabilities in fulfilling its missions in pursuit of its internal security operations.

g. Optimization of the defense budget and improving management controls

Another product of the MYDPS will be the establishment of a multiyear defense budget that will include the allocation of budgets to address military operational requirements (e.g. operations and maintenance, training, recapitalization and upgrading of military assets). This will feature needed improvements in the planning, budgeting and requirements generation systems of the DND and AFP and the creation of structures and systems for oversight within the DND and the AFP Major Services to manage resources and requirements from planning to execution.

h. Creation of a professional acquisition workforce and establishment of a centrally managed defense acquisition system

A defense acquisition system will be established in the DND and the AFP manned by a professional acquisition workforce capable of requirements generation, planning, accountability, reporting and acquisition. The defense acquisition system will be capable of evolving effective acquisition strategies, and policies as well as efficient processes and organizations. In preparation for the transition, the DND and AFP shall establish mechanisms and structures that will serve as precursors for the establishment of a defense acquisition system.

i. Enhancement of the AFP capability to conduct Civil Military Operations

To diminish the underlying socio-economic conditions and spur development in the countryside, the DND and AFP shall support the construction of "Affirmative Action Roads"

that will facilitate economic dispersion in conflict areas. As additional affirmative actions, the DND and AFP will also encourage government departments and agencies to identify and intensify particular programs and action plans that support the counter-insurgency campaign funded under their corresponding budgets. The DND will also support the enhancement of convergence of government efforts at addressing the root causes of the insurgency.

j. Development of accurate baseline data on critical AFP functional areas

The development of accurate baseline data on critical AFP management and functional areas is necessary to readily identify management and operational deficiencies. Accurate baseline data will provide the basis for key assessments that will serve as basis for actions plans that will be developed for the AFP to execute. As the DND and the AFP strengthens its capability for net assessments, a crucial first step will be the development of accurate baseline data.

Over the next six years, government has committed to provide required funding to ensure the full implementation of the PDR program.

B. Upgrading the Capability of the AFP

Under the MYCaPS, the AFP will define a national military strategy in the conduct of internal security operations covering a six-year period that will feature defined and measurable targets and objectives. Within anticipated financial limits, the AFP will identify the required resources to upgrade its capabilities in areas such as mobility, firepower, communications, force protection and combat life support. Upgrading the AFP capabilities in these areas will enable the organization to more effectively perform its missions. In addition, programs to upgrade the operations and training of land force, maritime force, air force as well as Joint Command and Control shall continue to be enhanced.

In general, the land force capability upgrade will focus on projects designed to improve land mobility, command and communication, increase firepower and enhance force protection and combat life support. The maritime force capability upgrade will focus on projects designed to develop and sustain naval mobility, naval patrol capability and naval firepower. The air force capability upgrade will focus on projects designed to develop and sustain airlift, air strike, surveillance, ground support and medical evacuation capabilities. The Joint Command and Control (C2) capability upgrade will focus on training programs on Joint C2, on upgraded equipment, and for establishment of stand-up Joint Special Operations Units.

Over the next six years, a substantial part of the annual budget of the DND and the AFP, supplemented by funds from other sources, will be used to upgrade the capability of the AFP resulting in a stronger and mission-capable AFP.

C. Supporting the Peace Process

The AFP will continue in its mission of protecting our people against internal security threats. In war, there are no unwounded soldiers. Thus, the government's peace initiatives enjoy the support of the defense and military establishment. To sustain the peace process with the Moro Islamic Liberation Front (MILF), observance of the ceasefire by both parties will be ensured. The DND and the AFP will assist the Office of the Presidential Adviser on the Peace Process in the formulation of provisions that will safeguard the cessation of hostilities. However, to achieve complete and lasting peace, the

support of the DND and the AFP in the social development initiatives of government designed to address the root causes of insurgency must be coupled with enhanced capability of the AFP to fulfill its basic mission.

D. Enhancing the Ability to Fight Terrorism

Events in the Southern Philippines and throughout the region have highlighted that the threat of terrorism is a real and serious concern for the country and that it should be effectively addressed. In this regard, the AFP is committed to continue its operations against the remnants of the Abu Sayyaf and will seek to further degrade its strength and prevent its resurgence. The AFP will also continue to monitor the activities of other terrorist groups and deny them sanctuaries, training grounds or bases of operation. Support for the upgrade in the capability of the AFP is a key in the success of its missions in this respect.

The AFP will also continue to actively participate in the global fight against terrorism. Additional counter-terrorist units will be created and trained. Specialized and technical trainings will be enhanced. Improving intelligence fusion among the DND, AFP and other government agencies which form part of the intelligence community as well as establishing linkages and stronger ties with our neighbors in the region will facilitate the exchange of information and technology, and contribute to the capability of the AFP to deal with the terrorist threat.

In conclusion, the institutional and strategic improvements in the defense and military establishment achieved in the six-year period will provide the foundation for a strong and mission-capable DND and AFP.

Implementing the needed reforms under the PDR framework and investing in the upgrade of the capability of the DND and the AFP to meet its defined missions augur well for the government's campaign to achieve a lasting peace that will establish an environment conducive to economic growth and development.