

Handbook
On the
PNP Three-Tiered Defense System
Against Terrorism

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Chapter I

THREE-TIERED DEFENSE SYSTEM Against Terrorism

Section 1 - Introduction

Terrorism's threat has turned into reality once too often in the last two years – in the Philippines and elsewhere.

Terrorism has come to our very doorsteps, making its presence felt in no uncertain terms. The World Trade Center Bombing in September 11, 2001 that claimed more than 6,000 lives and injured thousands; the Bali and Manado, Indonesia bombings on October 12, 2002 that resulted in the death of 184 and injury to 327 others; and the Moscow tragedy on October 23, 2002 that caused the death of scores of hostages and the terrorists. Headline-logging incidents that force us to make choices – to take action or to cower in fear.

Closer to home, in October 2002, six (6) bombing incidents were recorded: 4 in Zamboanga City, 1 in Kidapawan City, and 1 in Quezon City, killing 18 people and injuring more than 200 others. Two years before, five bomb explosions occurred in Metro Manila on December 30, 2000, four of which transpired within a span of one hour. A total of twelve (12) persons died and sixty-seven (67) others were injured in the blasts.

In Jakarta, on August 1, 2000, unidentified assailants detonated a car bomb in front of the Philippine Ambassador's residence almost killing Ambassador Leonides Caday and injuring 18 bystanders.

Between 2000 and 2001, several bombings occurred in bus terminals and other places of convergence in Mindanao, particularly in Kabacan, Cotabato City, Koronadal City, General Santos City and Isabela City. Again, the blasts resulted in the death and injury of innocent civilians, and severe damage to establishments, facilities and properties.

These may very well signal that the emerging theater of terrorist activities is the Southeast Asian region, including the Philippines. This is also our wake-up call to strengthen our defense system, and move into a pro-active, preventive mode.

Section 2 - Terrorism in Simple Terms

Terrorism is simply a means to an end, not an end in itself. Let alone, terrorism can accomplish nothing in terms of goals; it aims at obtaining a response that will achieve political goals. Said another way, terrorist activity is aimed not so much at the target upon which the initial act is committed, but to a much wider audience who will view and interpret the act.

One possible immediate purpose for terrorist acts is to create dissension between sectors in a community or society, such as Christians versus Muslims, etc. We must not fault religion or its members for the upheaval. All of the world's major religions preach the same values of love, peace, charity and brotherhood among men.

The psychological impact of terrorism vastly exceeds the actual threat. The publicity factor contributes greatly to its success.

Lastly, most of the victims of terrorist activity are innocent bystanders. Since terrorists are enemies of the people, public support for the war against terror will help a lot.

Definitions of other terms are included in Annex "A".

Section 3 - Policy Guidelines: The Government Stance – Prevention through Vigilance and Preparedness

As a matter of national policy, the Philippine government considers terrorism a criminal act and adopts a no-compromise attitude towards terrorists. The Philippines supports the various international resolutions and covenants against terrorism as part of its commitment to the global peace environment.

To address the terrorist activities and the general threat of terrorism internationally and locally, the government has laid down policy under the fourteen (14) pillars of the Policy of Action to Address Terrorism pursuant to Memorandum Order No. 37, issued on October 12, 2001. The framework defines government's overall action agenda, in line with the state's condemnation of all terrorist acts.

1. *Supervision and implementation of policies and actions of the Government against terrorism.* The Cabinet Oversight Committee on Internal Security, headed by the Executive Secretary, shall oversee and supervise the implementation of the policies and actions of the Government against terrorism as set forth herein. All special

committees, task forces and work groups bearing related responsibilities shall be placed within the ambit of the Cabinet Oversight Committee. The Cabinet Oversight Committee is authorized to call upon any department, agency or office of the Government to support its functions and responsibilities.

2. *Intelligence coordination.* The National Security Adviser shall undertake a special intelligence coordinating project to consolidate all covert or overt domestic or international sources of information relevant to the policies and actions of the Government against terrorism. Such consolidated intelligence will be shared within the Cabinet, with Congress, with the allies of the Government in the international coalition against terrorism and with the media, as called for by the situation.

3. *Internal focus against terrorism.* With the support and active participation of all local government units down to the barangay level, non-government organizations and private citizens, the Armed Forces of the Philippines and the Philippine National Police shall perform all acts necessary to prevent and suppress all lawless violence engendered by the terrorist threat.

4. *Accountability of public and private corporations and personalities.* The Department of the Interior and Local Government and the Securities and Exchange Commission shall conduct an inventory of all public or private corporations and personalities reasonably suspected of working as fronts of terrorists, or of involvement in terrorist activities, or in aiding and abetting terrorists. Information obtained by the Department of the Interior and Local Government and the Securities and Exchange Commission shall be made available to the relevant government agencies. The Department of Interior and Local Government and the Securities and Exchange Commission shall institute all necessary legal proceedings to suppress the activities of such public and private corporations and personalities.

5. *Synchronizing internal efforts with a global outlook.* The Department of Foreign Affairs shall fast-track the preparation of a regional consensus in the war against terrorism, starting with Indonesia and Malaysia, and extending to the larger community of ASEAN Nations.

6. *Legal measures.* The Department of Justice shall anticipate all legal issues and concerns relating to the policies and actions of the Government against Terrorism. For this purpose, the Department of Justice shall set up a team to serve the special requirements of the campaign against terrorism, including the speedy prosecution, deportation and extradition of suspects, in accordance with the provisions of the Constitution and relevant laws.

7. *Promotion of Christian and Muslim solidarity.* The Presidential Adviser on the Peace Process shall undertake all actions necessary to forge religious understanding, ecumenism and solidarity, including but not limited to the pursuit of broader inter-faith dialogue.

8. *Vigilance against the movement of terrorists and their supporters, equipment, weapons and funds.* All law enforcement agencies shall exercise the strictest vigilance against the movement of persons reasonably suspected of aiding and abetting terrorists. The Bureau of Immigration shall guard against the entry of such individuals.

All law enforcement agencies shall likewise exercise the strictest vigilance against the movement of all firearms, explosives, raw materials of explosives, toxic materials and biological materials. Funds and other financial resources of individuals, corporations, associations and organizations reasonably suspected of involvement in terrorists shall be investigated by the appropriate government agency in accordance with the Anti-Money Laundering Act of 2001 (Republic Act No. 9160) and other laws and established rules and procedures.

9. *Contingency Plans.* The National Disaster Coordinating Center shall formulate contingency plans to be implemented in case of catastrophic terrorist attacks, however remote these may be.

10. *Comprehensive security plans for critical infrastructure.* In coordination with other responsible departments and agencies of the government and with the private sector, the Cabinet Oversight Committee shall prepare a comprehensive security plan for critical infrastructure which shall include, without limitation, power plants, power transmission and distribution facilities, oil and gas depots, key public works structures, vital communications

installations, public and private buildings, and other facilities in the center of commerce and industry.

11. *Support of overseas Filipino workers.* Recognizing that the interest of overseas Filipino workers are paramount, the Department of Foreign Affairs and the Department of Labor and Employment shall support their immediate transfer out of harm's way in the event of tactical contingencies anywhere in the world.

12. *Modernization of the Armed Forces of the Philippines and the Philippine National Police.* The modernization of the Armed Forces of the Philippines and the Philippine National Police must take into consideration the current and emergent needs to contain the global terrorist threat. Subject to the approval of the President, the Secretary of the Department of National Defense and the Secretary of the Department of the Interior and Local Government shall submit their proposals for the redeployment of the funds of the Armed Forces of the Philippines and the Philippine National Police in order to support the policies and actions of the Government against terrorism. If necessary, the President shall submit the proposals to Congress.

13. *Media support.* For the purpose of obtaining the support of media in implementing the policies and actions of the Government against terrorism; in enlightening the public of the rationale behind said policies and actions; in promoting consensus and constructive criticism; and in maintaining calm, sobriety, prudence and solidarity in our society, the Office of the Press Secretary shall maintain close and constructive contact with media and arrange periodic briefings to inform the media of any developments in the policies and actions of the Government against terrorism.

14. *Political, social and economic measures.* The National Anti-Poverty Commission shall undertake an in-depth study of the spawning grounds of terrorism in the country and recommend concrete and workable political, social and economic measures to act upon the perceived roots of fanaticism and irrational violence.

Other legal parameters and policy expansions are listed in Annex "B".

Section 4 - Conceptual Framework

While terrorism strikes anytime and anywhere, there are enough insights and experiences that may inform a government defense system. The way to defeat terrorism is to deny any opening, opportunity, vulnerability. The means to diminish terrorism's appeal as the political weapon of choice is to harness the very mass of people and citizenry that terrorists aims to conquer through fear. Vigilance in united action is the first step to weaken the power of terrorism. Noting the truism of Lee Tom Ridge of the US Homeland Security statement: "There are far more terrorist targets than defenders.", this Three-Tiered Defense System also aims to promote community resiliency, the ability to quickly bounce back individually and collectively from state of "panic and freeze" in the immediate aftermath of terrorist incident to normalcy and daily goings-on of business and life.

This is the strategic foundation of the PNP's Program of Action against Terrorism: the Three-Tiered Defense System, utilizing the synergy of partnerships involving people, police, local government leaders and all other concerned sectors.

Figure 1 – THREE TIERED DEFENSE SYSTEM



Section 5 - The Three-Tiered Defense System Against Terrorism

The *Three-Tiered Defense System* is the PNP's basic action framework against terrorism, with three distinct phases or components: *Intelligence, Target Hardening* and *Incident Management*. This Three-Tiered Defense System rests solidly on community partnership and the involvement of the entire society. **Local Government Executives (Mayors, Governors) take the lead role.** *Legal Offensive* boosts the three-tiered defense system, wherein the Department of National Defense/ Armed Forces of the Philippines, Department of Justice and the Commission on Human Rights shall assist in the investigation, documentation and prosecution of all terrorism-related cases. Terrorism is a criminal act in all its stages and during its life. As such legal offensive cuts across the entire Three-Tiered Defense System. Aside from preventing the incident to happen and arresting suspects, putting the terrorist behind bar requires more elaborate profiling, documentation, scientific examination, and build-up of criminal case that can withstand judicial scrutiny and pass the standards of due observance of human rights.

Intelligence is knowing the enemy and identifying its potential targets. The community through the Local Government Executives (LGE) must have its own intelligence activities in every village, residential and commercial areas and elsewhere, making every citizen a vigilant watchperson. It is necessary that suspicious persons, unusual movements (such as unusual delivery of large amount of ammonium nitrate) etc. and other clandestine activities be adequately monitored. This requires police-military and community partnership through the following activities:

- Identification of potential terrorist targets (examples: vital installations, malls; power lines, etc);
- Identification of terrorist organizations/profile (examples: Al Qaeda, Abu Sayyaf);
- Organization by LGEs of their own intelligence network (Barangay Information Networks, Anti-Crime Watch Organizations, Neighborhood Watch, MATAPAT, etc);
- Surveillance and record/document exploitation;
- Conduct of pre-emptive strikes on terrorist lairs to disrupt violent plans;
- Manhunt and arrest of terrorists to keep them on the run;
- Establishment of communication linkages with the community;
- Conduct of public awareness and education efforts on the terrorist and the bomb;
- Intelligence-sharing and fusion with other agencies;
- Monitoring of ports of entry and foreigners in the country;
- Text messaging through PNP TXT 2920 TELECOMS and Patrol 117.

Target hardening is making it difficult for the terrorists to succeed in hitting their targets. Once the potential terrorist target is identified, government agencies, the private sector as well as the community, must work closely together to create a security umbrella, within the internal and external environs of the target. If necessary, organizational and individual behavior must be modified to mitigate the consequences of incident and crisis, and enhance linkages among key players. Target hardening also involves preparation to minimize waste of lives and property as the consequence of unstoppable terrorist incident. It is in this tier when the CMC deals both with the law enforcement part and emergency operation preparations. Late deployment of emergency facilities may cause more wasted lives and property than what can be prevented. The needs of law enforcement to arrest the suspect/s and thus prevent an “incident” to happen at all must be considered. This covers the following activities:

- Enhancement of physical and personnel security measures;
 - > Deployment of PNP/AFP security personnel, and corporate security personnel;
 - > Enhancement of technological equipment;
 - > Conduct of Security Survey and Inspection to assess defense viability;
 - > Strengthening of physical security measures and defense to prevent access; and
 - > Development of security consciousness among all personnel through education and training.
- Conduct of rehearsals/drills/dry-runs to polish operational rough edges;
- Convening of the Crisis Management Committee (CMC) to monitor the threats, make preparations to prevent and neutralize it.
- The CMC makes initial efforts to prepare relative to the expected consequence emergency procedures, schedule of emergency resources, coordination with the national and local agencies, and emergency facilities.
- Depending on threat analysis, initial evacuation of non-essential personnel of the terrorist target if necessary to include the community or neighborhood.

- Media Management
- The CMC determines the fusion, allocation and prioritization of law enforcement and emergency efforts.
- The CMC determines the priority of efforts, when law enforcement gives in to emergency operations.
- Formulation, implementation and review of the Integrated Area/Community Public Safety Plan (IA/CPSP);
- Designation of **Incident Manager** and organization of **Crisis Management Team (CMT)** in all potential target areas; and
- Enhancement of community partnerships to increase awareness and to mobilize the community in the form of rondas, civilian volunteers, etc.

Incident management refers to the sequence of actions to be undertaken in case of terrorist attack to mitigate the effects of attacks, including blasts and expediting the return to normalcy. In like manner, this involves partnership among the Security Forces, LGUs and the Community. The LGEs take the lead role. The activities under this are the following:

- The Local Government Executives (LGEs) shall exercise authority and provide direction, control and supervision in the conduct of operations;
- Activation of private Crisis Management Team (CMT) if practicable, under the Incident Manager to initially handle the incident prior to the arrival of the Crisis Management Committee (CMC);
- Activation of the Crisis Management Committee;
- Activation of the On-Scene Command Post (OSCP).

The legal offensive involves the efficient and well-coordinated conduct of investigation, documentation and prosecution of all terrorism-related cases, in coordination with the DND/AFP, DOJ and the Commission on Human Rights. It aims to coordinate all government efforts to effectively charge, prosecute and adjudicate terrorism-related cases to ensure that terrorists are placed behind bars.

A specific Ten-Point Program for police-community partnership against terrorism has been crafted (Annex “C”).

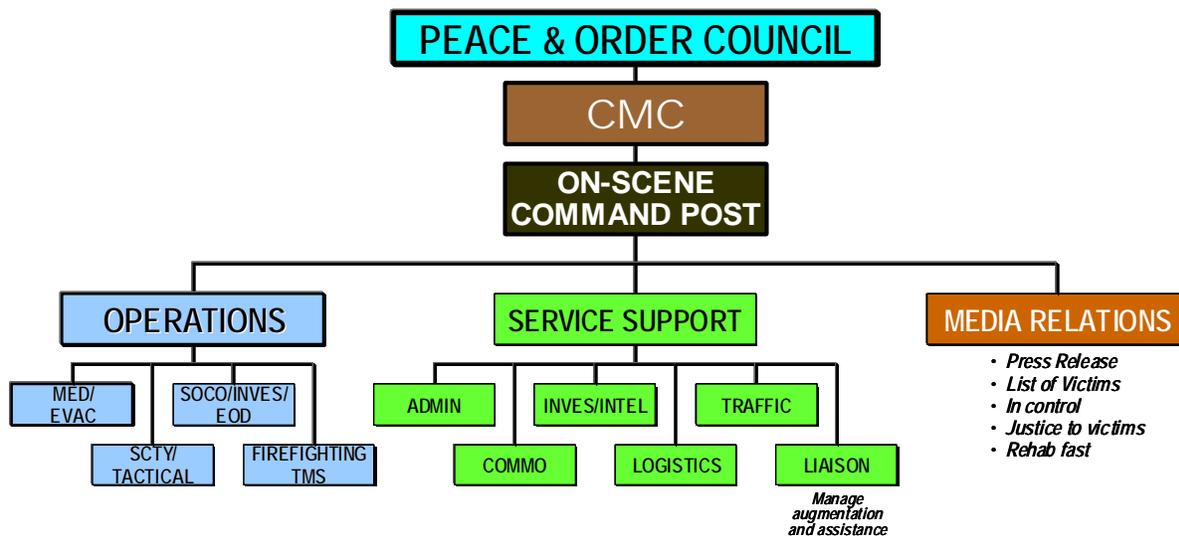
Section 6 - The Crisis Management Committee and Its Composition

The Crisis Management Committee handles crisis situations arising from peace and order and internal security concerns. The Peace and Order Councils activates the Crisis Management Committee, as necessary.

At the national level, the Secretary of the Interior and Local Government (SILG) chairs the National Peace and Order Council Crisis Management Committee (NPOC-CMC), with the Secretary of National Defense (SND), Secretary of the Department of Social Welfare and Development (SDSWD); Secretary of the Department of Justice (SDOJ), the Chief of Staff of the AFP, the Chief of the PNP, and private sector representatives as members.

At the regional and provincial levels, Crisis Management Committees (CMCs) are constituted as appropriate by the Peace and Order Councils in the Regions down to the Barangays and chaired most preferably by local government executives.

Figure 2 – CRISIS MANAGEMENT COMMITTEE



Section 7 - The On-Scene Command Post and Its Functions

The On-Scene Command Post (OSCP) shall be established at the vicinity of the crisis incident site where it can best monitor and control the crisis management operations. All instructions from the CMC shall be relayed to the OSCP.

The functions of the On-Scene Command Post are the following:

- Secure the blast site and render it safe (Tactical Units).
- Coordinate with the Crisis Management Team (CMT) of the target area.
- Evacuate and provide first aid (MED/EVAC PLAN).
- Investigate, gather evidence and arrest suspects (SOCO and Post-Blast Investigation).
- Establish communication linkages with other law enforcement and government agencies.
- Manage and provide information on victims and to emphasize the following:
 - We are in control of the situation.
 - We will bring justice to the victims.
 - We will rehabilitate, and rehabilitate fast.
- Manage augmentation and assistance from the outside, which can be disorderly, if not pre-planned and organized.
- Control the traffic and the crowd to bring order.
- Put out fires.
- Implement trauma management for survivors and families.

An On-Scene Commander, designated by the Chairman, CMC, will head the OSCP. He should immediately confer with the designated Incident Manager of the target to get the initial information and situation brief of the incident.

Operations Group - This group shall be composed of regular and special military, police units/elements and other public safety services deployed in the crisis incident site to perform security functions and conduct tactical operations/intervention necessary and appropriate to neutralize the terrorist elements/perpetrators at the earliest possible time and at minimum risk and cost to life and property.

- *Medical/Evacuation Team* - The medical team provides medical supplies and services. It shall maintain contact with hospitals to ensure that they are prepared to handle any eventuality. It shall plan for the reception, treatment and evacuation of hostages and other casualties during and after the conclusion of the crisis incident.

- *Explosives and Ordnance Disposal (EOD) Team* - This team conducts post-blast investigation and renders the area safe prior to further investigation and gathering of evidence.
- *Scene of Crime Operations (SOCO)/Investigation Team* - This team provides the necessary investigative support to the On-Scene Commander. The team conducts investigation, collation and preservation of evidence, documentation and provides legal advice to the on-scene commander. Its efforts are concentrated within the incident area and its immediate environs.
- *Security/Tactical Team* - This team is composed of military or police personnel who shall compose the area and perimeter security. Depending on the magnitude of the crisis, area security outside the immediate vicinity of the incident shall be established to prevent other forces friendly to the perpetrators from interfering or sending reinforcement, either men or materials. It shall arrest suspects and neutralize any threat in the area. It shall take control of the area.
- *Firefighting Team* - This unit is tasked to extinguish fires intentionally set by the perpetrators or fires resulting from the operations of the reaction/intervention unit(s).

Service Support Group - This group shall be composed of civilian agencies/organizations and military/police units tasked to provide operational and logistics support to the OSCP.

- *Administrative Support Team* - These are personnel assigned to the OSCP to keep the written record of events, monitor incoming and outgoing communications and ensure continuity between shifts and permits, and prepare accurate Post-Incident Reports.
- *Communications Team* - This team is responsible for insuring effective communications between the OSC and CMC, between the Operations Teams and the OSCP, and the Media Relations Team. It may also ensure that control is established over all other communications in to and out of the incident site.
- *Investigation/Intelligence Teams* - The intelligence team is responsible for the collection and processing of all operational intelligence needed by the OSCP and his staff. The team must receive all intelligence gathered,

and must be able to task other elements for needed information. The investigation team is responsible for the build-up and filing of prosecution-oriented cases in court so that warrants for the arrest of known personalities will be issued, and arrests and searches can be made.

- *Logistics Team* - This team is composed of support personnel who provide food and drinks, ammunition, clothing, supplies, equipment, transportation, lighting/electricity (if needed) and other logistics services. They also maintain facilities where off-duty personnel can eat, rest and where briefings can be held. This team must be able to request needed items from appropriate agencies.
- *Traffic Team* - This team shall direct and control traffic at the incident site and all routes leading to and from the site. Special attention is given to traffic of augmentation forces and equipment.
- *Community Relations and Liaison Team* - It shall be composed of civilian and military/police personnel tasked to manage augmentation and assistance to the On-Scene Command Post. It shall designate holding areas, conduct inventory of augmentation and assistance, and keep records of arrivals and dispatches, as well as needs and requirements. It shall coordinate with traffic for effective and efficient provision of assistance and augmentation. Also, this team conducts civic action, provides public assistance, coordinates and supervises relocation of civilians displaced as a result of the terrorist action, of the military/police action taken against the terrorist elements and other activities necessary to ensure maximum public cooperation. It assists in the psychological and psychiatric intervention for victims, survivors, and families and friends of victims and other trauma management activities.

Media Relations Group - This group shall be composed of civilian, military and police personnel tasked to coordinate and control public information/media coverage, and media relations functions.

- *Public Information/Media Relations Team* - The team is stationed at the OSCP, or in the designated media room/facility. Public pronouncements and press statements must be accurate, deliberate and geared towards providing relevant and timely information on the situation, the victims, the suspects and the actions the government has

undertaken. The press relations or public information officer may release approved information to members of the print and broadcast media. The team may provide video coverage for documentation and training purposes when cleared by the CMC through the On-Scene Commander.

Section 8 - The Incident Manager and the Crisis Management Team

The Incident Manager shall be designated in every **vital installation** such as seat of government, powerlines, airports, sea ports railways, water reservoir, tri-media stations, cell sites, etc; **economic key point** such as oil depot, granaries/NFA, malls, public markets, theaters, tourist spots, bus terminals, etc; and **other places of convergence** such as parks, churches, schools, parking areas, and establishments that are potential targets of terrorist attacks. The Incident Manager is one who is the most knowledgeable on the mentioned areas of convergence, such as security officers, company managers, barangay captains and the like.

The Incident Manager shall activate the Crisis Management Team to facilitate initial actions in mitigating the effects of a terrorist incident, secure the incident site, collect all information available prior to the arrival of the Crisis Management Committee (CMC) which shall take over the operations.

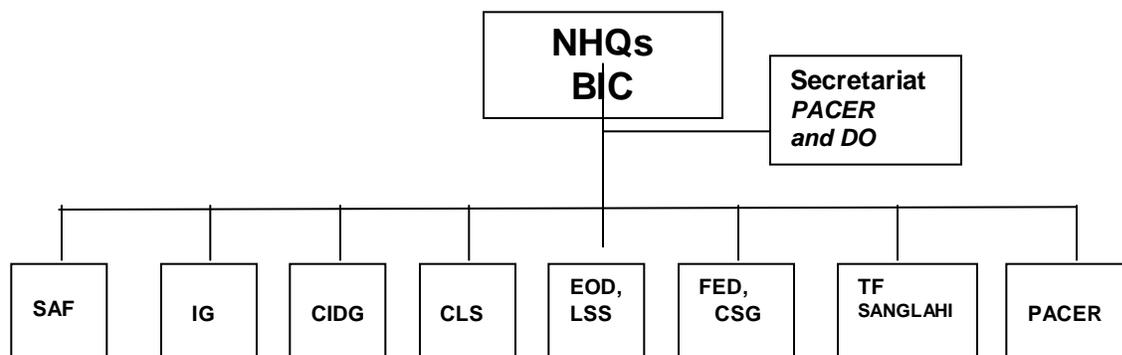
The Crisis Management Team shall be composed of persons who are working within the establishments or members of the community within the area where the incident occurred such as managers, security officers, company doctors and nurses, security guards, barangay officials, barangay tanods, utility personnel and volunteers capable of providing services such as first aid, firefighting, evacuation, traffic direction and control, the like.

In case of terrorist attack, the Incident Manager shall direct the members of the Crisis Management Team to establish perimeter security, give first aid and bring all victims to the nearest hospital, guide other persons/innocent civilians to a safer place, put out fire if possible, conduct traffic direction and control and prevent the escape of the perpetrators, if possible, by cordoning the affected area, prior to the arrival of the Crisis Management Committee (CMC).

Section 9 - Creation of the Bomb Incident Center (BIC) and Its Composition

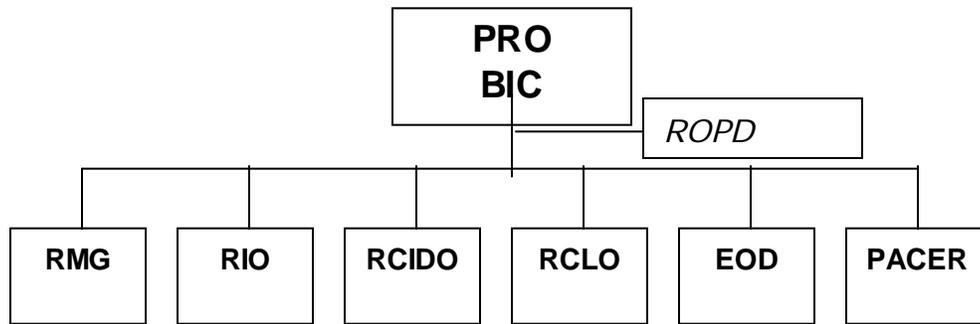
PNP Letter of Instruction 37/2002 sets the general guidelines for the creation of the Bomb Incident Center (BIC), and prescribes the procedures and tasks of concerned PNP offices/units in the provision of operational support and management of information/data arising from bomb-related incidents, in support of the PNP's campaign against terrorism.

The Bomb Incident Center shall manage information, coordinate efforts on bombing incidents and provide support to investigating units. At the national level, it shall serve as coordinating body and provide assistance/operational support to the tasked units/offices. At the Regional, Provincial and City Police levels, the BIC shall perform similar tasks as the NHQ's BIC and be the primary operating unit on bomb incidents/cases.

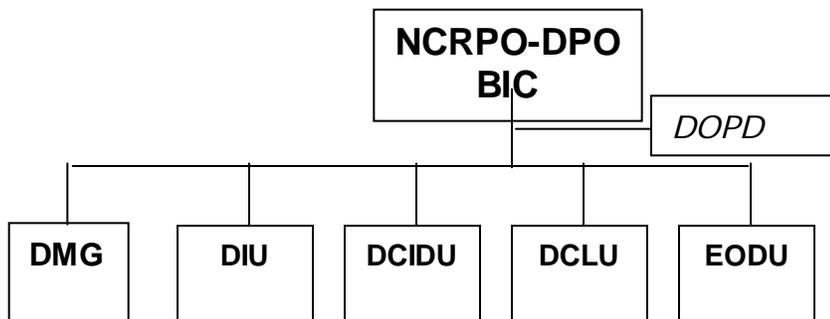


The NHQs BIC shall be composed of technically trained personnel from the following units: Special Action Force (SAF), Intelligence Group (IG), Criminal Investigation and Detection Group (CIDG), Crime Laboratory Service (CLS), Explosive and Ordnance Disposal–Logistics Support Service (EOD-LSS), Firearms and Explosives Division-Civil Security Group (FED-CSG), Task Force SANGLAHI (TF SANGLAHI) and Police Anti-Crime and Emergency Response (PACER).

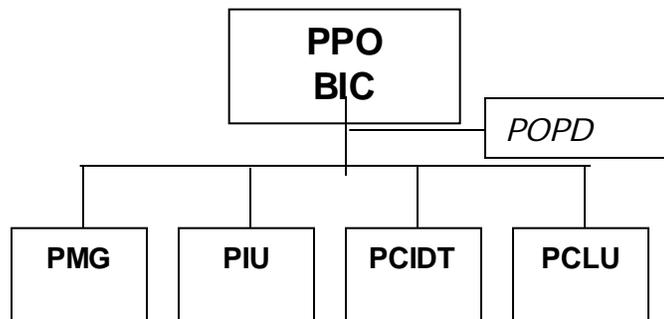
A Secretariat shall be organized to coordinate and assist the BIC in its day-to-day operational and administrative activities. DO and PACER shall jointly act as the Secretariat. The Chief, PACER shall act as the OIC of the NHQs BIC.



The Regional BIC shall be composed of personnel from the RMG, RIO, RCIDO, RCLO, EOD and PACER. The Regional Operations and Plans Division (ROPD) shall act as the Secretariat. The Deputy Regional Director for Operations (DRDO) shall act as the OIC of the PRO BIC.

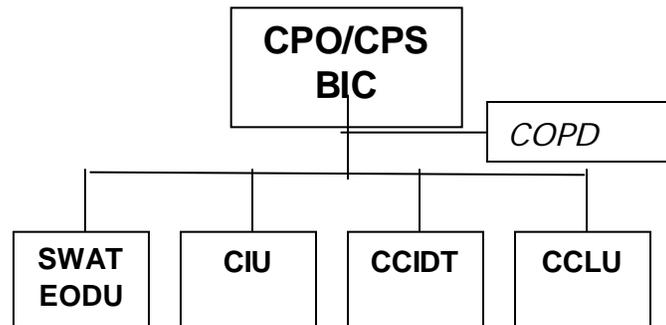


The NCRPO - DPO BIC shall be composed of personnel from the DMG, DIU, DCIDU, DCLU and EODU. The District Operations and Plans Division (DOPD) shall provide the Secretariat. The Deputy District Director for Operations (DDDO) shall act as the OIC of the NCRPO-DPO BIC.



The PPO BIC shall be composed of personnel from the PMG, PIU, PCIDT and PCLU. The Provincial Operations and Plans Division (POPD) shall act as the secretariat.

The Deputy Provincial Director for Operations (DPDO) shall act as the OIC of the PPO BIC.



The CPO/CPS BIC shall be composed of personnel from the SWAT-EODU, CIU, CCIDT and CCLU. The City Operations and Plans Division (COPD) shall provide the Secretariat. The Deputy Chief of Police shall act as the OIC of the CPO/CPS BIC.

Section 10 - Functions of the Bomb Incident Center

- Collates, analyzes, exploits data and pieces of evidence pertaining to bomb incidents, character of bombs and bombers/suspects, and modus operandi;
- Acts as central depository of recovered pieces of evidence related to bomb explosions;
- Maintains copies of all post-blast investigation reports, technical data, and photographs of evidence for analyses/examination;
- Provides operational support to investigating units and PNP territorial units/offices;
- Establishes and maintains rouge's gallery/target list of suspected terrorists, both local and foreign;
- Conducts educational campaign on bomb identification and analysis;
- Recommends special training on bombs and explosives;
- Recommends regulatory actions on bombs, explosives and ingredients; and
- Performs such other functions as the C,PNP may direct.

Section 11 - General Guidelines When a Bomb is Reported or a Bomb Threat is Received

Search Techniques

1. A staff member or supervisor should be designated as floor or area warden for each floor of the building or specific area being searched.

2. Alert the nearest medical facility to standby during the search to provide immediate medical attention in the event of accidental or premature detonation.

3. Alert police and fire department personnel to standby in the event of detonation.

4. Search hallways, restrooms, stairwells, elevator shafts, utility closets, and areas outside the building for bombs or other explosive devices. Office personnel should search their immediate areas.

When A Suspicious Object Is Located

1. Personnel involved in the search must only search for and report suspicious objects. The removal/disarming of a bomb must be left to professional bomb technicians.

2. The location and description of the object should be reported to the floor area warden and relayed immediately to the police.

3. To minimize damage, sandbags or mattresses must be placed around the object. Do not attempt to cover the object.

4. The danger area should be identified and a clear zone of at least 300 feet should be blocked off including areas below and above the object.

5. Check that all doors and windows are open to minimize primary damage from blast and secondary damage from fragmentation.

6. Evacuate the building.

7. Do not permit re-entry into the building until the device has been removed/disarmed.

Communication During Search

A rapid two-way communication system is of utmost importance. However, the use of a two-way radio is discouraged as it may cause premature detonation of an electric initiator.

Potential Concealment Areas

The priority search areas should include:

1. Elevator wells and shafts, nooks, closets, storage rooms, etc;
2. Inside auditorium and theaters, each seat, stage area, microphone, speaker, dressing room, rest room, storage area, projection booth, offices, etc;
3. Non-student areas in schools;
4. Street drainage systems, manholes in street and sidewalk, trash receptacles, etc in outside areas.

Bomb Explosion Prevention

1. Establish and enforce strict procedures for the control and inspection of packages and materials going into critical areas;
2. Develop and enforce a positive means of identifying and controlling personnel who have authorized access to critical areas and denying access to unauthorized personnel;
3. Instruct all security and maintenance personnel to be alert for suspicious individuals and the presence of foreign or suspicious objects or parcels; and
4. Inform police authorities of the bomb/threat immediately.

Section 12 - Possible truck/van bomb indicators

A review on past truck/van bomb attacks against US government facilities in various locations worldwide has revealed a number of indicators that may be present during the preparation of such attack. The following is a list of truck/van bomb indicators:

- Theft or unusual sale of explosives, blasting caps, or fuses, or certain chemicals used in the manufacture of explosives
- Rental of self-storage space
- Delivery of chemicals directly to self-storage facility

- Chemical fires, toxic odors, brightly colored stains or rusted metal fixtures in apartments, hotel/motel rooms, or self-storage units
- Rental, theft, or purchase of truck or van with heavy-duty springs to handle heavier loads
- Modification of truck or van with heavy-duty springs to handle heavier load
- Small test explosions in rural or wooded areas
- Treatment of burns or mutilation
- Untreated chemical burns or missing hands/fingers
- Physical surveillance
- Purchase of or illicit access to facility blueprints

Section 13 - Six-Point Citizen Action in case of Bomb Threats and Bombing Incidents

Be **STRONG!**

- Stay calm.
- Take proper precautions at home and at work.
- Report incidents or information to PNP TXT 2920 or Patrol 117 immediately.
- Organize and mobilize monitoring groups in your neighborhood and in your workplace.
- Neutralize rumors or unverified reports received through text messages. Delete, do not forward.
- Get back to normal routine; business as usual as soon as possible.

Section 14 - Emergency Procedures for Bombs, Explosives, and Similar Threats

Bombs have been used against establishments, organizations and individuals for the purpose of revenge, extortion and terrorism. The physical appearance of a bomb is limited only by the imagination of the bomber.

Bomb threats may be received by telephone, written message, by mail or indicated by intelligence sources. These may be real or hearsay and must be treated with extreme caution.

The following procedures or strategies are provided as a guideline for responding to such threats.

1. General Action

a. *Don't panic.* Try to talk to the caller in as casual a manner as possible, taking note of his speech mannerisms, background noises and other valuable information.

b. *Do not dismantle, remove or otherwise handle an article suspected to be a bomb.* This function should be left to bomb disposal experts usually coming from military or police agencies.

c. *All communications during search efforts should be face-to-face or by telephone.* Do not use radio or cellular phones because bombs may be triggered by any of these.

d. *Small rough parcels and plastic-type shopping bags left in odd locations or near entrances should be at once suspect for bombs.* Likewise, unfamiliar cars parked haphazardly may possibly be the bomb source.

e. *If a decision is made to clear the building or premises, the evacuations must be conducted in an orderly manner.*

2. Specific Procedures

a. Anyone receiving a bomb threat by telephone

- Listen carefully to the caller and any background noises.
- Keep the caller talking. Get the exact message – bearing in mind the points shown on the “Bomb Threat Checklist”.
- If the caller is prepared to continue, try to get him to talk about possible grievances which may reveal motives or information that bear upon the truthfulness of the message and the identity of the caller.
- Accomplish “Bomb Threat Checklist” and relay immediately to police authorities.

b. If a mail bomb is suspected and contents are not immediately verifiable:

- DO NOT OPEN ARTICLE.
- Isolate the item and secure the immediate area.
- DO NOT put the article in water or confined space, such as a desk.
- If possible, open windows and doors in the immediate area to assist in ventilating potential explosive gases.

BOMB THREAT CHECKLIST

NAME _____ TIME _____ DATE _____

QUESTIONS TO ASK:

1. When is the bomb going to explode? _____
2. Where is it right now? _____
3. What does it look like? _____
4. What kind of bomb is it? _____
5. What will cause it to explode? _____
6. Did you place the bomb? _____
7. Why? _____
8. Where are you calling from? _____
9. What is your address? _____
10. What is your name? _____

EXACT WORDING OF THE THREAT:

CALLER'S IDENTITY

____ Male ____ Female
____ Adult ____ Juvenile
Approximate Age _____

ORIGIN OF CALL

____ Local ____ Long Distance
____ Internal ____ Unknown
____ Booth

ACCENT

____ Foreign
____ Local
Possible Nationality _____

LANGUAGE

____ Well-spoken ____ Foul
____ Irrational ____ Poor
____ Taped ____ Message read
____ Fair by threat-maker

VOICE CHARACTERISTICS

____ Calm ____ Nasal
____ Angry ____ Stutter
____ Excited ____ Lisp
____ Slow ____ Raspy
____ Rapid ____ Deep
____ Soft ____ Ragged
____ Loud ____ Clearing throat
____ Laughing ____ Deep breathing
____ Crying ____ Cracking voice
____ Normal ____ Disguised
____ Distinct ____ Accented
____ Slurred ____ Whispered
____ Intoxicated ____ Emotional
____ Familiar, voices similar to _____

BACKGROUND SOUNDS

____ Street noises ____ Factory machine
____ Voices ____ Animals
____ PA system ____ Clear, quiet
____ Music ____ House noise
____ Motor ____ Office
____ Airplane ____ Train
____ Party noises ____ TV, radio
____ Others _____

OTHER REMARKS

ANNEXES

ANNEX "A" - Definition of Terms

Terrorism is the calculated use of violence or threat of violence to inculcate fear, to coerce or to intimidate government or societies in the pursuit of goals that are generally political, religious, or ideological.

At present, there is yet a need to define terrorism as to its universal application that encompasses cultural, social, political, and legal considerations. Different nations, agencies and organizations, have various definitions, such as:

1. MEMORANDUM ORDER NO. 121 DATED 31 OCTOBER 2000 - It is the premeditated use of threatened use of violence or means of destruction perpetrated against innocent civilians or non-combatants, or against civilian and government properties, usually intended to influence an audience. Its purpose is to create a state of fear that will aid in extorting, coercing, intimidating, or causing individuals and groups to alter their behavior. Its methods, among others, are hostage-taking, piracy or sabotage, assassination, threats, hoaxes and indiscriminate sabotage, assassination, threats, hoaxes, and indiscriminate bombings or shootings.

2. DND TECHNICAL WORKING GROUP - It is the act or threat of injuring civilians or destroying private or government properties, perpetrated by individuals or groups acting independently, or governments on their own accord and belief, in an attempt to coerce group into giving in to certain demands or concessions or to deliver beliefs, and/or to effect some political goals.

3. HOUSE BILL 3802 (INTRODUCED BY REPRESENTATIVE IMEE R MARCOS) It is an act of violence or threat thereof intended or calculated to provoke a state of terror in the general public, a particular person or a group of persons for political purposes.

4. US Federal Bureau of Investigation (FBI) - It is the unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives.

5. US Department of Defense (DOD) - It is the unlawful use or threatened use of force or violence against individuals or property to coerce or intimidate governments or societies, often to achieve political, religious, or ideological objectives

6. US DEFENSE INTELLIGENCE AGENCY (DIA) - It is premeditated political violence perpetrated against non-combatant targets by sub-national groups or clandestine state agents, usually to influence an audience.

7. DR. BOAZ GANOR (Israeli Expert on Terrorism) - It is the intentional use of, or threat to use violence against civilian targets, in order to attain political aims.

8. MR ERIC MORRIS (Defense and International Security Consultant) - It is the unlawful use of physical force and psychological intimidation by sub-state or clandestine state agents against non-combatant targets, primarily intended to achieve social, economic, political, strategic or other objectives.

It is the calculated causing of extreme anxiety of becoming a victim of arbitrary violence and the exploitation of this emotional reaction for manipulation purposes.

9. UNITED NATIONS - It is the act of destroying or injuring civilian or government properties perpetrated by individuals or groups acting independently, or governments on their own accord and belief, in an attempt to effect some political goals.

10. CONVENTION OF THE ORGANIZATION OF ISLAMIC CONFERENCE ON COMBATING INTERNATIONAL TERRORISM (OIC) - Any act of violence or threat thereof, notwithstanding its motives or intentions, perpetrated to carry out an individual or collective criminal plan with the aim of terrorizing people or threatening to harm them or imperiling their lives, honor, freedoms, security or rights or exposing the environment of any facility or public or private property to hazards or occupying or seizing them, or endangering a national resource, or international facilities, or threatening the stability, territorial integrity, political unity or sovereignty of independent States.

11. MALAYSIA'S DEFINITION SUBMITTED IN DECEMBER 2001 ICOW THE DRAFTING OF THE PROPOSED TRILATERAL AGREEMENT ON INFORMATION EXCHANGE AND ESTABLISHMENT OF COMMUNICATION PROCEDURES ON COMMON BORDERS AMONG THE PHILIPPINES, MALAYSIA AND INDONESIA - Any act of violence or treat thereof notwithstanding its motives perpetrated to carry out an individual or collective criminal plan with the aim of terrorizing people or threatening to harm them or imperiling their lives, honor, freedoms, security or rights or exposing the environment or any facility or public or private property to hazards or occupying or seizing them or, endangering a national resource, or international facility, or threatening the stability; territorial integrity,

political unity or sovereignty of independent States but does not include people's struggle (which includes armed struggle against foreign occupation, aggression, colonialism and hegemony aimed at liberation and self-determination in accordance with the principles of international law).

Terrorist acts are criminal acts intended or calculated to provoke a state of terror in the general public by a group of persons or particular person for political purposes.

Terrorist is an individual who uses violence, terror, and intimidation to achieve political results.

Anti-terrorism is the defensive stance used to reduce the vulnerability of individuals and property to terrorist acts. It includes limited response and containment by local military/police forces.

Counter-terrorism is an offensive measure taken to prevent, deter, and respond to terrorist acts.

Sabotage is an act or acts with intent to injure, interfere with, or obstruct the national defense of a country or disrupt the normal activities of a civilized society by willfully injuring or destroying, or attempting to injure or destroy, any national defense or war material, premises, or utilities, to include human and natural resources.

ANNEX "B"- Legal Parameters

The Philippine policy on the campaign against terrorism is anchored on the following legal parameters:

MEMORANDUM ORDER NO. 121 UPDATING THE GOVERNMENT'S POLICY ON TERRORISM, PARTICULARLY ON HOSTAGE-TAKING SITUATIONS dated October 31, 2002. The Memorandum Order provides and defines measures and guidelines on how to effectively address terrorism particularly hostage-taking situations. It also states that all aviation-related incidents shall be covered by existing laws and procedures under the National Action Committee on Anti-Hijacking and Terrorism (NACAHT), and this Memorandum shall supplement them.

MEMORANDUM ORDER NO. 37 PROVIDING FOR THE FOURTEEN PILLARS OF POLICY AND ACTION OF THE GOVERNMENT AGAINST TERRORISM dated October 12, 2002. The Memorandum Order covers the measures to be undertaken by the

Government in connection with its commitment to cooperate in the international struggle against terrorism, and its policies and actions pursuant to its commitment.

EXECUTIVE ORDER NO. 34 RECONSTITUTING THE NATIONAL SECURITY COUNCIL AND FOR OTHER PURPOSES dated September 11, 2002. The Executive Order reconstitutes the National Anti-Crime Commission (NACC) to further enhance the formulation of policies affecting national security.

JOINT IMPLEMENTING RULES AND REGULATIONS TO EXECUTIVE ORDER 110 SERIES OF 1999 dated August 18, 2002. The Joint Implementing Rules and Regulations to Executive Order Number 110 defines the DND-AFP and DILG-PNP partnership in the conduct of Internal Security Operations (ISO) for the suppression of insurgency and other serious threats to national security.

EXECUTIVE ORDER NO. 23 CREATING THE NATIONAL ANTI-CRIME COMMISSION AND OTHER PURPOSES dated July 6, 2001. The Executive Order creates a National Anti-Crime Commission (NACC) under the Office of the President to formulate policies, develop modes for coordination and monitor implementation with regard to efforts in preventing and combating crime. The E.O. further states the composition of the NACC and its powers.

EXECUTIVE ORDER NO. 21 CREATING A COORDINATIVE AND INTEGRATIVE SYSTEM ON INTERNAL SECURITY dated June 21, 2001. The Executive Order mandates the creation of a Cabinet Oversight Committee (COC) on Internal Security chaired by the Executive Secretary and co-chaired by the Secretary of National Defense, outlines the functions and responsibilities of the COC, identifies the COC Instrumentalities, organizes the Internal Security Committees (ISCs) at the sub-national and local levels and enumerates their functions and responsibilities, and states the functions of Local Area Coordination Centers.

EXECUTIVE ORDER NO. 110 DIRECTING THE PHILIPPINE NATIONAL POLICE TO SUPPORT THE ARMED FORCES OF THE PHILIPPINES IN INTERNAL SECURITY OPERATIONS FOR THE SUPPRESSION OF INSURGENCY AND OTHER SERIOUS THREATS TO NATIONAL SECURITY dated June 15, 1999. The Executive Order directs the PNP to support the AFP in internal security operations (ISO) in suppressing insurgency and other threats to national security. It also establishes a joint AFP-PNP system that shall provide the mechanism, structure and procedures for the integrated assessment of the security situation and for the integrated planning, coordinating, implementation and monitoring of necessary measures aimed at enhancing the internal security of the state and its institutions.

EXECUTIVE ORDER NO. 216 IMPLEMENTATION OF SECTION 12 OF REPUBLIC ACT 6975 dated December 16, 1994. The Executive Order was issued to assure smoothness, continuity, consistency, integration and coordination of efforts particularly during and incidental to the shifting of roles to assume primary or supporting roles and vice-versa. It therefore directs the Department of National Defense (DND) and the Department of the Interior and Local Government (DILG) to jointly prepare for the approval of the President Implementing Guidelines to enhance the internal security management system which shall, among others, define the strategic concept of the internal security program, determine the various levels of internal security conditions, the appropriate government responses for each level and the responsibilities for primary and supporting roles of concerned agencies and forces in each case, in order to ensure continued, consistent, integrated and coordinated internal security measures.

PRIMER ON THE NATIONAL PLAN TO ADDRESS TERRORISM published by the Directorate on Terrorism, Operations Center, Cabinet Oversight Committee on Internal Security.

LETTER OF INSTRUCTIONS 12/02 (PACER) dated July 15, 2002. The Letter of Instructions covers the creation and operationalization of the Police Anti-Crime and Emergency Response (PACER) and elaborates on its functions and operational thrusts.

PNP LETTER OF INSTRUCTIONS 35/01 (SANGLAHI). The Letter of Instructions covers the mission, concept and other operational guidelines in the prevention, containment and neutralization of the different threat groups, both local and international, to pre-empt the execution of their sinister plans through crisis management in coordination with other government agencies, NGOs and international organizations.

SECTION 3 OF REPUBLIC ACT NO. 8551 AN ACT PROVIDING FOR THE REFORM AND REORGANIZATION OF THE PHILIPPINE NATIONAL POLICE AND FOR OTHER PURPOSES, AMENDING CERTAIN PROVISIONS OF REPUBLIC ACT NUMBERED SIXTY-NINE HUNDRED AND SEVENTY FIVE ENTITLED "AN ACT ESTABLISHING THE PHILIPPINE NATIONAL POLICE UNDER A REORGANIZED DEPARTMENT OF THE INTERIOR AND LOCAL GOVERNMENT, AND FOR OTHER PURPOSES" approved on February 25, 1998. Section 3 of R.A. No. 8551 amended Section 12 of R.A. No. 6975 by relieving the Department of the Interior and Local Government of the primary responsibility on matters involving the suppression of insurgency and other matters pertaining to national security. With this, the PNP through information gathering and performance of its ordinary police functions, shall

support the AFP on matters involving suppression of insurgency, except in cases where the President shall call on the PNP to support the AFP in combat operations.

NO. 6975 AN ACT ESTABLISHING THE PHILIPPINE NATIONAL POLICE UNDER A REORGANIZED DEPARTMENT OF THE INTERIOR AND LOCAL GOVERNMENT, AND FOR OTHER PURPOSES dated December 13, 1990. Section 12 of R.A. No. 6975 defines the complementary relationship of the Department of the Interior and Local Government and the Department of National Defense in preserving the internal and external security of the State.

ANNEX "C" - THE TEN-POINT POLICE-COMMUNITY ANTI-TERRORISM PLAN

1. Immediate convening of all Peace and Order Councils (POCs) in the provinces, cities, municipalities and also the convening of the Barangay Peace and Order Committees (BPOCs) in order to put in place and activate their respective anti-terrorism sub-committees to address the terrorist threats.
2. Adoption by the Peace and Order Councils of all provinces, cities and municipalities and by the barangay POCs of anti-terrorism public safety plan with provision on reporting and feedback mechanism to law enforcement authorities to ensure regular monitoring of unusual and suspicious movements of inhabitants in their respective localities.
3. Convening of the barangay assemblies all over the country to educate their constituents on how to deal and cope with terrorist threats in their respective barangays.
4. Mobilization of all barangay tanods in the country in order to conduct daily regular "rondas" and searches in accordance with law, in public places within their respective areas of jurisdiction.
5. Intensification by the AFP/PNP and other law enforcement agencies of their intelligence work aimed at speeding up the identifications of the terrorist groups.
6. Speedy investigation, arrest and prosecution of the perpetrators responsible for the recent bombing incidents by the AFP/PNP and other law enforcement agencies.
7. Review and updating by the PNP and other law enforcement agencies of their respective public safety and security plans in public and private installations, public places such as shopping malls, markets, supermarkets, schools, public park and plazas,

theaters and amusement places, bus and jeepney terminals, parking spaces, bus and jeepney stops, factories and public buildings and the like.

8. A call on the citizenry to be more vigilant and encourage them to help in the anti-terrorist campaign by immediately reporting to the authority suspicious persons, pieces of baggage and other materials.

9. Call on the owners, proprietors and administrators of establishments to review and update their safety and security procedures by including the conduct of thorough and regular searches of persons, their baggage and their personal belongings in the entrances of their respective establishments.

10. A call on all NGOs, church groups, civic organizations and other sectoral organizations in the localities to help and assist their respective local government officials and their local peace and order councils and committees in the overall efforts against terrorist threats by actively participating in the education campaign on how the citizenry can cope and deal with such terrorist threats.

References

1. Memorandum Order No. 121 - Updating the Government's Policy on Terrorism, Particularly on Hostage-Taking Situations dated October 31, 2000.

2. Memorandum Order No. 37 - Providing for the Fourteen Pillars of Policy and Action of the Government Against Terrorism dated October 12, 2001.

3. Executive Order No. 34 - Reconstituting the National Security Council and for other Purposes dated September 17, 2001.

4. Joint Implementing Rules and Regulation to Executive Order 110 Series of 1999 dated August 18, 1999.

5. Executive Order No. 3 - Defining Policy and Administrative Structure for Government's Comprehensive Peace Efforts dated February 28, 2001.

6. Memorandum Order No 44 - Approving the National Internal Security Plan and Directing all Concerned Agencies to Comply with and Implement the Plan dated November 26, 2001.

7. Executive Order No. 23 Creating the National Anti–Crime Commission and Other Purposes dated July 6, 2001.
8. Executive Order No. 21 Creating a Coordinative and Integrative System on Internal Security dated June 21, 2001.
9. Executive Order No. 110 Directing the Philippine National Police to Support the Armed Forces of the Philippines in Internal Security Operations for the Suppression of Insurgency and Other Serious Threats to National Security dated June 15, 1999.
10. Executive Order No. 216 Implementation of Section 12 of Republic Act 6975 dated December 16, 1994.
11. Executive Order No. 125 Defining the Approach and Administrative Structure for Government’s Comprehensive Peace Efforts dated September 15, 1993.
12. Primer on the National Plan to Address Terrorism published by the Directorate on Terrorism, Operations Center, Cabinet Oversight Committee on Internal Security.
13. AFP Operational Directive 03-2001 (COMBATTING TERRORISM) dated November 15, 2001.
14. LETTER OF INSTRUCTIONS 12/02 (PACER) dated July 12, 2002.
15. PNP LETTER OF INSTRUCTIONS 35/01 (SANGLAHI) dated November 9, 2001.
16. Section 3 of Republic Act No. 8551- An Act Providing for the Reform and Reorganization of the Philippine National Police and for Other Purposes, Amending Certain Provisions of Republic Act No 6975 - An Act Establishing the Philippine National Police Under a Reorganized Department of the Interior and Local Government, and for other Purposes approved on February 25, 1998.
17. Section 12 of Republic Act No. 6975 An Act Establishing the Philippine National Police Under a Reorganized Department of the Interior and Local Government, and for Other Purposes dated December 13, 1990.
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19. Briefing Manuscript on Kidnap-for-Ransom Situation (January to June 2001/2002).
20. The Revised Penal Code of the Philippines (Act No. 3815 as amended).
21. Death Penalty Law (R.A. No. 7659).