



Republic of the Philippines
CITY COUNCIL
City of Manila

REGULAR SESSION NO. 80

13TH CITY COUNCIL

Begun and held in the City Council on Tuesday,
the eleventh day of November, Two Thousand Twenty-Five

ORDINANCE NO. 9187

AN ORDINANCE AUTHORIZING THE REGULATED AND LIMITED USE OF PAINTBALL APPARATUS AND SIMILAR KINETIC-IMPACT PROJECTILES BY LAW ENFORCEMENT OFFICERS IN THE CITY OF MANILA FOR HUMANE CROWD CONTROL AND PACIFICATION OF VIOLENT PARTICIPANTS DURING RIOTS AND OTHER CIVIL DISTURBANCES AND ESTABLISHING SAFETY PROTOCOLS, OVERSIGHT MECHANISMS AND ACCOUNTABILITY MEASURES, OTHERWISE KNOWN AS "THE ANTI CIVIL DISTURBANCE ORDINANCE OF THE CITY OF MANILA"

PRINCIPAL AUTHORS: **HON. ROSALINO "JHUN" P. IBAY, JR.**, **HON. MARK ANTHONY "Tol Mac" A. IGNACIO**, **HON. JOHN CHRISTOPHER "Bolong" SY** and **HON. RAYMUNDO "Mon" R. YUPANGCO**, Majority Floor Leader, **HON. DRA. IRMA C. ALFONSO-JUSON**, **HON. KUYA DOK FRANCIS MICHAEL U. ALMIRON**, **HON. ARLENE MAILE I. ATIENZA**, **HON. VOLTAIRE "Caloy" D. CASTAÑEDA**, **HON. JOAQUIN ANDRE "JD" D. DOMAGOSO**, **HON. ROBERTO "Bobby" S. ESPIRITU II**, **HON. ATTY. JAYBEE S. HIZON**, **HON. LOUISA MARIE "Lady" J. QUINTOS-TAN**, **HON. DARWIN "Awi" B. SIA**, **HON. EDWARD M. TAN**, **HON. CHRISTIAN PAUL L. UY**, **HON. LUCIANO "Lou" M. VELOSO**, **HON. ENRIQUETA "ERIKA" O. PLATON**, **HON. DON JUAN "DJ" BAGATSING**, **HON. JESUS "Taga" E. FAJARDO, JR.**, **HON. RAFAEL "Che" P. BORROMEO**, **HON. ELMER "Joel" M. PAR**, **HON. JULIANA RAE "Yanyan" M. IBAY**, **HON. FERNANDO "Doc" S. MERCADO**, **HON. ERICK IAN O. NIEVA**, **HON. KUYA RYAN B. PONCE**, **HON. PAMELA "Fa" G. FUGOSO-PASCUAL**, **HON. KAREN C. ALIBARBAR**, **HON. JEFFERSON "Jeff" C. LAU**, **HON. ATTY. ERNESTO "Jong" C. ISIP, JR.**, **HON. MC BOBBY G. LIMYUEN**, **HON. RUBEN "Dr. J" F. BUENAVENTURA**, **HON. ROD "Ninong" N. LACSAMANA**, **HON. NUMERO "Uno" G. LIM**, **HON. SCIENCE A. REYES**, **HON. CHARRY R. ORTEGA**, **HON. FOG T. ABANTE**, **HON. TIMOTHY OLIVER "Tol" I. ZARCAL**, President Pro-Tempore, **HON. EUNICE ANN DENICE G. CASTRO**, Acting Presiding Officer and **HON. ANGELA LEI "Chi" I. ATIENZA**, Vice-Mayor and Presiding Officer



EXPLANATORY NOTE

Article II, Section 5 of the 1987 Constitution declares that the maintenance of peace and order, the protection of life, liberty and property and the promotion of the general welfare are essential for the enjoyment of the blessings of democracy.

Section 16 of Republic Act No. 7160 otherwise known as the "Local Government Code of 1991", vests in every local government unit the duty to promote peace and order, ensure public safety and protect life and property within its territorial jurisdiction.

Batas Pambansa Blg. 880 otherwise known as the "Public Assembly Act of 1985", recognizes the people's right to peaceful assembly but authorizes law enforcement to employ maximum tolerance and, when absolutely necessary, the calibrated and proportionate use of force to control violent or riotous assemblies.

The Philippine National Police (PNP) Operational Procedures and DILG-PNP Joint Memorandum Circulars require that all police operations observe the principles of legality, necessity and proportionality, emphasizing the use of non-lethal and preventive methods whenever possible.

Recent incidents of riots and violent civil disturbances in the City of Manila have caused serious injuries to police personnel, physical assaults against law-enforcement officers, and damage to public and private property, revealing the urgent need for modern, calibrated and humane crowd-control tools to protect both the public and law enforcers without resorting to lethal means.

The Supreme Court, in *People v. Doria* (G.R. No. 125299, January 22, 1999) and *Rubrico v. Arroyo* (G.R. No. 183871, February 18, 2010), affirmed that the preservation of public order and safety is a legitimate governmental function, provided, enforcement measures remain reasonable, lawful and proportionate.

The United Nations Human Rights Guidance on Less-Lethal Weapons in Law Enforcement (2020) recognizes that kinetic-impact projectiles (KIPs), such as paintball and pepper-ball systems may be used in riot control under strict regulation, provided such tools are employed with restraint, accountability and medical safeguards.

Experiences in other jurisdictions, including Hongkong, Mexico and the United States of America (USA), have shown the use of paintball and pepper-ball systems for crowd control has yielded positive results.

The adoption of paintball and other calibrated, less-lethal technologies under clear human rights safeguards will enhance the capability of the Manila Police District (MPD) to maintain peace and order with professionalism, precision and compassion, ensuring that enforcement of the law shall always uphold the sanctity of life and dignity of every person.


ROSALINO "JHUN" P. IBAY, JR.
Councillor, First District
Manila

Be it ordained by the City Council of Manila, in session assembled, *THAT*:

SECTION 1. Short Title. - This Ordinance shall be known as "The Anti Civil Disturbance Ordinance of the City of Manila 2026".

SEC. 2. Definition of Terms. - For purposes of this Ordinance, the following terms shall mean:

- (a) Kinetic-Impact Projectiles (KIPs) - less-lethal munitions designed to incapacitate or disperse individuals through controlled kinetic energy, including paintball, pepper-ball, or rubber baton rounds.
- (b) Paintball Launcher - an air or CO₂-powered device that discharges paint-filled capsules designed for deterrence or identification.
- (c) Pepper Ball - a projectile containing an irritant such as oleoresin capsicum (OC) spray or Pelargonic acid vanillylamide (PAVA), powder that bursts upon impact.
- (d) Crowd-Control Operation - a law enforcement action to manage, disperse, or subdue violent assemblies consistent with legal and human rights standards.
- (e) Riot or Violent Disorder - any unlawful assembly that escalates into violence, assault, or destruction of property requiring calibrated intervention.

SEC. 3. Scope and Exclusions. - This Ordinance shall apply to:

- (a) All law enforcement personnel of the Manila Police District (MPD) and other Philippine National Police (PNP) units operating within the City of Manila during crowd control, riot control, or public order management operations; and
- (b) Any other government authorized law enforcement entity temporarily assigned to Manila for riot control purposes.

Private security groups and civilian auxiliaries are strictly prohibited from carrying or using KIPs for crowd dispersal, unless expressly deputized in writing, under direct command supervision of the PNP and subject to full compliance with the training, safety and reporting standards prescribed under this Ordinance.

In all cases, the deployment of KIPs must uphold the principles of legality, necessity, proportionality and precaution, as required by the United Nations Human Rights Guidance on Less Lethal Weapons in Law Enforcement (2020) and relevant PNP Operational Procedures.

SEC. 4. Limited Authorization for Use. - The deployment of paintball, pepper-ball and other kinetic-impact projectiles by the MPD or other PNP units within the City of Manila shall be strictly limited to exceptional circumstances and only under the following conditions:

- (a) The public assembly has degenerated into a riot or violent assemblage, posing serious, imminent threats to life, physical safety, or essential infrastructure;
- (b) All less-intrusive and non-violent means, such as verbal persuasion, dialogue, barrier deployment, strategic withdrawal, or targeted arrest of aggressors have been attempted and were reasonably exhausted, to which such method have proven to be clearly ineffective or impracticable under the circumstances;
- (c) The use of KIPs is necessary and proportionate to the seriousness of the threat and the lawful objective pursued, and shall be directed only at specific individuals engaged in violence;
- (d) Officers shall exercise target discrimination and aim exclusively at non-vital body areas (e.g., lower limbs or large muscle groups) to minimize the risk of serious injury or fatality; and

- (e) The use of KIPs shall be treated as a last resort before and only under on-scene command authorization, documented through a written or recorded order consistent with operational protocols.

SEC. 5. Permitted Devices and Approval. - Only approved law enforcement grade KIP systems, including paintball and pepper ball, launchers, that incorporates low velocity discharge mechanisms, controlled impact energy and non-toxic, washable marking compounds suitable for use in populated areas may be used by MPD personnel.

Approval requires joint evaluation by the MPD Chief, Office of the City Legal Officer, MPD Human Rights Affairs Office (MPD-HRAO) and Manila Health Department (MHD) to ensure compliance with safety, technical, and medical standards.

All approved devices shall be inventoried, tested annually, and recorded in an equipment registry subject to random audit by the KIP Oversight Board.

All approved KIP systems and their projectiles shall be subject to periodic revalidation every twelve (12) months, or sooner if required by the Oversight Board or the Chief of Police.

Revalidation shall confirm continued safety compliance, equipment integrity, and adherence to operational standards. Any device or ammunition found defective, expired, or unsafe shall be immediately withdrawn from use and destroyed under supervision.

SEC. 6. Training and Certification. -

- (a) No officer shall be permitted to operate or discharge KIPs without first completing a certified training program conducted by the MPD or accredited PNP training unit.

Such program shall cover:

1. Legal foundations and constitutional limits under BP 880 otherwise known as "The Public Assembly Act of 1985" and related laws;
2. Principles of human rights, necessity, and proportionality;
3. Device handling, loading, firing discipline, and minimum engagement distances;
4. Target discrimination and explicit avoidance of vital areas;
5. De-escalation, negotiation, and crowd control techniques; and
6. Medical first response and casualty evacuation protocols.

- (b) All operators shall undergo annual re-certification and skills assessment.

Training records shall be maintained by the MPD and made available to the City KIP Oversight Board upon request.

SEC. 7. Operational Rules. -

- (a) Authorized Distances and Aiming Standards.

KIPs shall be discharged only from the minimum and maximum distances prescribed in the Implementing Rules and Regulations (IRR) to prevent serious or permanent injury. These distances shall be established through technical testing consistent with the United Nations Human Rights Guidance on Less-Lethal Weapons (2020) and applicable medical standards.

(b). Prohibited Target Areas.

Operators shall never intentionally target the head, face, neck, spine, chest, or groin, nor fire at individuals who are clearly incapacitated, surrendering, or retreating. Only large muscle areas of the lower body may be targeted to reduce injury risks.

No paintball ammunition containing red dye shall be used, since it might be misinterpreted as blood and cause unnecessary alarm confusion, or public panic.

(c). Prohibition on Indiscriminate Use.

KIPs shall never be fired indiscriminately into crowds, toward peaceful demonstrators, journalists, bystanders, or medical responders. Use shall be directed only at specific individuals engaged in acts of imminent violence or posing direct threats to life or property.

(d). Advance Warning and Time for Compliance.

Whenever feasible, law enforcement must issue clear audible warnings before deploying KIPs, and must allow sufficient time for the crowd or target individuals to comply.

(e). Precaution and De-escalation.

Commanders and operators shall employ de-escalation tactics including dialogue, negotiation and graduated responses prior to and during operations. The decision to deploy KIPs must always reflect necessity and proportionality in light of the threat presented.

(f). Special Protection.

Extraordinary caution shall be observed to avoid harm to bystanders, children, pregnant women, elderly persons and individuals with disabilities.

(g). Accountable Command Authorization.

Use of KIPs shall be permitted only upon explicit authorization of the on-scene commanding officer, who shall ensure continuous supervision and accountability throughout the operation.

SEC. 8. Monitoring Contingent Group. –

(a) There is hereby created a Monitoring Contingent Group (MCG) to observe document and ensure transparency in all crowd control involving civil disturbances.

(b) The group shall be composed of:

- Representative from MPD District Mobile Force Battalion (MPD-DMFB).
- Representative from Independent Media Organization accredited/recommended by over site committee.
- Representative from Manila Disaster Risk Reduction Management Office (MDRRMO)

(c) The group shall assign the official photographer and videographer to document operation. All recordings shall be time-stamped, securely stored and preserved as legal evidence.

SEC. 9. Medical Support. -

(a). Mandatory Medical Presence.

Every operation involving the potential use of KIPs shall include on-site medical personnel and first-aid facilities equipped to respond to injuries resulting from less-lethal weapons.

(b). Immediate Medical Assistance.

All persons injured whether law enforcement personnel or civilians shall receive prompt medical evaluation and treatment. The commanding officer shall ensure immediate transport to the nearest hospital for those requiring further care.

(c). Medical Documentation.

Medical personnel shall document all injuries related to KIP use, indicating the nature, cause and severity of wounds. Copies of these records shall form part of the official After-Action Report and be submitted to the Oversight Board.

(d). Duty to Facilitate Care.

No officer shall obstruct or delay access to medical treatment for any person injured during an operation. Officers have a positive duty to ensure medical aid is rendered, consistent with the UN Guidance and the PNP's Human Rights Development Program.

SEC. 10. Reporting and Transparency. -

(a). After-Action Report.

Within twenty-four (24) hours after the use of KIPs, the commanding officer shall submit a written After-Action Report to the Chief of Police and the Office of the City Mayor, detailing:

1. The factual basis and justification for deployment;
2. Steps taken prior to the use of KIPs;
3. Type and number of projectiles fired and serial numbers (if applicable);
4. Identity of operators and authorizing officers;
5. List and condition of persons marked or injured; and
6. Any property damage or collateral impact.

(b). Public Disclosure.

A summary report excluding personal data shall be publicly released by the City Government within fifteen (15) calendar days after the incident. It shall include aggregate data on the operation, injuries, and disciplinary or corrective actions taken, consistent with the "Data Privacy Act of 2012" (RA 10173).

(c). Preservation of Evidence.

All used projectiles, recovered shells, video recordings, and command logs shall be preserved for independent investigation and accountability.

SEC. 11. Oversight and Investigation. -

(a). Creation of the Oversight Board.

There is hereby created a Manila KIP Oversight Board, which shall serve as an independent monitoring and advisory body to ensure compliance with this Ordinance and human rights standards.

(b). Composition.

The Board shall be composed of:

- One (1) representative from the MPD – Human Rights Affairs Office (Chairperson)
- One (1) representative from the Office of the City Legal Officer (Vice-Chairperson);
- One (1) representative from the Manila Health Department (MHD);
- One (1) representative from the Manila Peace and Order Council;
- One (1) independent legal expert nominated by the City Council; and
- One (1) civil society representative appointed by the City Mayor.

(c). Powers and Duties.

The Oversight Board shall:

1. Review and assess all KIP related After-Action Reports;
2. Conduct fact-finding or recommend formal investigations for alleged misuse or violations;
3. Render advise on revisions to training, safety, and operational guidelines;
4. Submit quarterly reports to the City Council and the Office of the Mayor; and
5. Recommend disciplinary or administrative action against erring personnel or commanders.

(d). Access to Information.

The Board shall have full access to all relevant records, including video evidence, command orders, and medical documentation, subject to lawful confidentiality limits.

SEC. 12. Accountability and Penalties. -

(a) Individual Responsibility.

Any officer or personnel who violates the provisions of this Ordinance, such as firing at prohibited areas, failing to issue warnings, or engaging in indiscriminate use shall be subject to administrative sanctions, including suspension or dismissal, in accordance with civil service and PNP disciplinary rules.

(b) Command Responsibility.

Commanding officers who authorize or tolerate unlawful or disproportionate use of KIPs, or who fail to report such use, shall be held administratively and criminally accountable under the doctrine of command responsibility.

(c) Civil and Criminal Liability.

Violations causing serious injury or death may give rise to criminal prosecution and civil damages, without prejudice to administrative penalties.

(d) City Sanctions.

The City Government may suspend or withdraw local support, funding, or logistical aid from any unit found to have repeatedly violated this Ordinance or disregarded human rights protocols.

SEC. 13. Implementing Rules and Regulations (IRR). - Within thirty (30) days from effectivity, the City Mayor, through the Manila Police District (MPD), Office of the City Legal Officer, MPD-HRAO and Manila Health Department (MHD), in coordination with the KIP Oversight Board, shall issue the Implementing Rules and Regulations (IRR) covering:

1. Device approval and safety limits;
2. Training and certification procedures;
3. Operational, medical, and reporting protocols;
4. Transparency, audit, and complaints mechanisms; and
5. Periodic review of standards.

The IRR shall be reviewed annually to integrate new policies and best practices.

SEC. 14. Funding. - The necessary funds for training, equipment evaluation, medical preparedness and oversight activities shall be sourced from existing appropriations of the MPD, Peace and Order Program and other available city funds subject to usual accounting and auditing rules.

Subsequent budgets shall include regular appropriations to sustain compliance, monitoring and reporting obligations under this Ordinance.

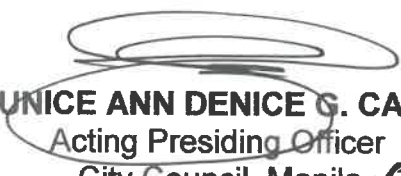
SEC. 15. Separability Clause. - If any provision or part of this Ordinance is declared invalid or unconstitutional, the remaining provisions shall continue to be in full force and effect.

SEC. 16. Repealing Clause. - All ordinances, rules, or regulations inconsistent with this Ordinance are hereby repealed or modified accordingly.

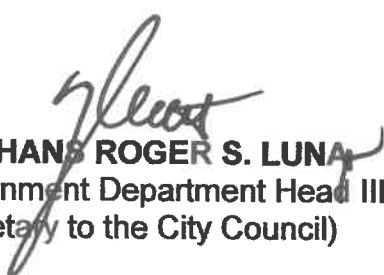
SEC. 17. Effectivity Clause. - This Ordinance shall take effect fifteen (15) days after its publication in a newspaper of general circulation and posting in at least two (2) conspicuous public places within the City of Manila, in compliance with the Local Government Code and standard legislative procedures.

This Ordinance was finally enacted by the City Council of Manila on June 3, 2026.

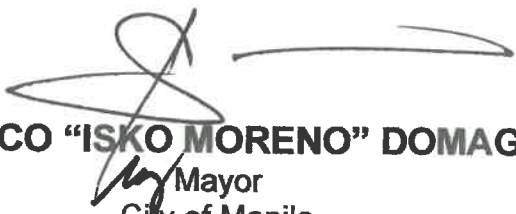
PRESIDED BY:


EUNICE ANN DENICE G. CASTRO
Acting Presiding Officer
City Council, Manila ✓

ATTESTED:


ATTY. HANS ROGER S. LUNA
City Government Department Head III
(Secretary to the City Council)

APPROVED BY HIS HONOR, THE MAYOR, ON JUL 01 2026.


FRANCISCO "ISKO MORENO" DOMAGOSO
Mayor
City of Manila

ATTESTED:


MANUELLA M. ZARCAL
Secretary to the Mayor

CLN:acl/jok/cpf/hpr/asr