

PH-AAA-178

Survey
report
of the

DAVAO CITY
POLICE DEPARTMENT
MINDANAO REGION
PHILIPPINES

By

POLICE COMMISSION
and
OFFICE OF PUBLIC SAFETY
AGENCY FOR INTERNATIONAL DEVELOPMENT

February 1972

S U R V E Y R E P O R T

OF THE

**DAVAO CITY POLICE DEPARTMENT,
MINDANAO REGION,
Philippines**

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F O R E W O R D

The survey of the Davao City Police Department was conducted by the Police Commission and the Public Safety Division under a sub-project agreement jointly entered into by the Police Commission and the Agency for International Development, with the City of Davao.

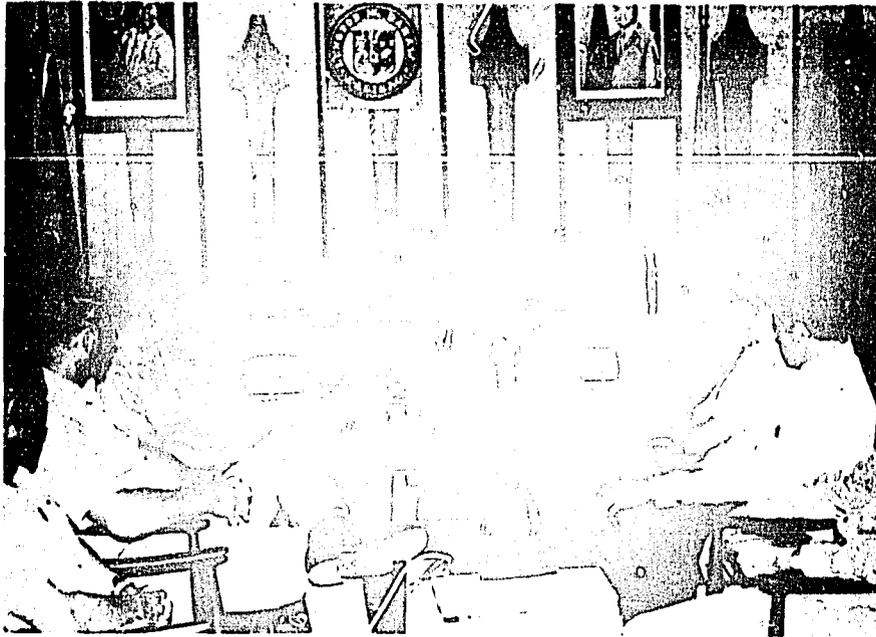
The overall objective of this project is to professionalize, strengthen, and increase the efficiency and effectiveness of the law enforcement agency of Davao City. The peace and order problem has been proclaimed one of the top priorities in the Republic of the Philippines. The project agreement includes a Community Police Improvement program directed toward those cities which are contiguous to the Police Commission Regional Training Centers, namely: Zamboanga, Cagayan de Oro, Cebu, Bacolod, Tacloban, Legazpi, Baguio and Davao.

The internal security of the nation must be given commensurate attention to meet the challenge. This concern can only be met by law enforcement agencies utilizing modern administrative and organizational practices. Qualified, trained policemen, with adequate compensation, ethics, professional conduct, and proper logistical support to meet these challenges are critically needed.

This survey was conducted utilizing a team approach to obtain the most recent information about the Davao City Police Department and its major duties, responsibilities, functions, and all other factual data and information on its overall administration.

SURVEY TEAM

Major Abelardo Tesoro . . . Police Commission Member
Manuel R. Vergara Police Commission Member
Robert Phippen Public Safety/USAID Mindanao. . Team Leader
E. Glyn Boyce Public Safety/USAID Member
Walter E. Kreutzer Public Safety/USAID Member
Edward L. Merseth Public Safety/USAID Member



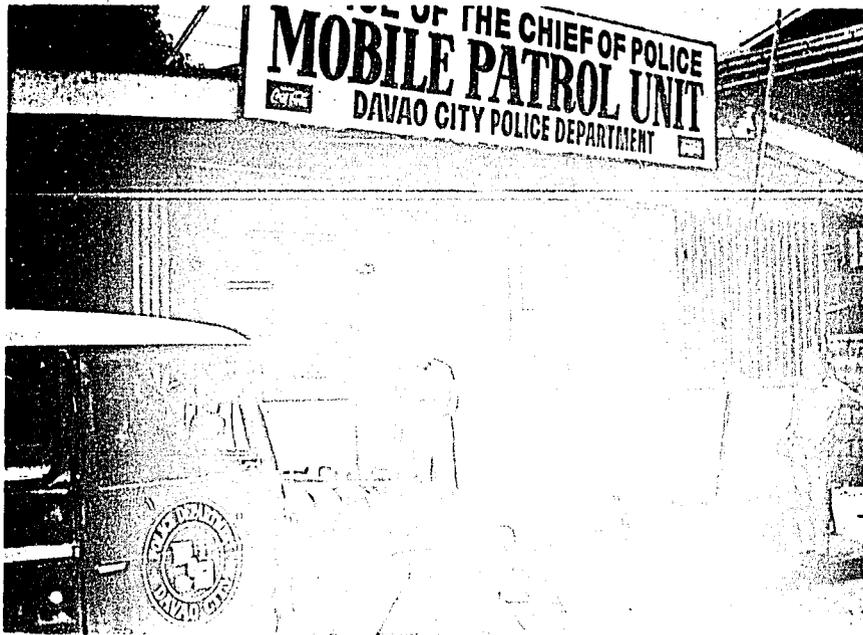
Mayor Luis T. Santos (center) greets members of the Police Commission/USAID survey team.



USAID/Public Safety Advisor, Robert Phippen (center), interviews Chief of Police Melocoton (left) and a member of his staff.



USAID/Public Safety Advisor, Walter Kreutzer (third from left), interviews Major Carriga, Chief, Administrative Bureau and staff members.



USAID/Public Safety Advisor, E. Glyn Boyce (center), interviews members of the Mobile Patrol Unit.



USAID/Public Safety Advisor, Edward Merseth (center), explains some survey observations to the Davao Police Department staff.

SETTING

Davao City is the commercial, industrial and educational center of Mindanao, and has the distinction of being the "largest city in the world," having an area of 244,000 hectares or approximately 1,000 square miles. The city has eight districts and 117 barrios.

Officially chartered as a city on March 1, 1937, it is a veritable melting pot of diverse cultures from aboriginal tribes such as Muslims, Bagobos, etc., to christians from all over the Republic. English is the official language, while Cebuano, Tagalog and other dialects are widely spoken.

The Bureau of Census and Statistics reported the City's population at 392,473 in 1970; estimates in 1972, however, place the population at 750,000. Of these, 108,044 are registered voters in 535 electoral precincts.

The city is basically an agricultural center with 104,681.62 hectares assessed at P26,073,510.00 as of 1969 committed to agricultural production. Income from agricultural products in 1971 totalled P16,935,557.56. Major agricultural products of the area are copra, coffee, cacao, rice, corn, assorted fruits, abaca, livestock, and poultry. The largest piggery in Southeast Asia, the Nenita Stock Farm, is located in the city with approximately 15,000 animals.

In addition, minerals and charcoal contribute to the City's economy. Bananas exported to Japan in 1971 totalled in excess of US\$11,000,000.

Industries such as logging and other wood production, oil, soft drink bottling plants, glue and cement factories, construction material plants and others also contribute to the economy of the city.

In 1968, five timber concessionaires produced 67,320,875.60 board feet of logs, while 18 sawmills exported 499,997 board feet of lumber. Four plywood mills exported 142,609,900 square feet of plywood to other countries. The city also has one cement plant valued at P45 million which has a maximum output of 20,000 bags daily.

In 1971, there were a total of 14,479 vehicles in the city registered by the Land Transportation Commission. Only 90 minutes by jet aircraft from Manila, the city is serviced by three airline companies with 14 scheduled daily flights to and from major points in the country. According to CAA statistics, there are 500 to 600 passengers arriving daily. Additionally, 21,500 pounds of cargoes is flown into the city each day.

Sea transportation is managed by 18 shipping companies. At least five inter-island ships or inter-ocean vessels dock at the two ports, downtown and at Sasa, daily. In 1971 the city's imports by sea totalled P85,346,000.00 while exports computed in US dollars were \$115,879,000.00.

Davao has been called the "City of Banks," because there are 18 commercial banks, five financing companies, two cooperative banks, three stock exchange agencies, and one rural bank.

Communications are handled by 14 telegraphic companies and two telephone systems. The mass media is represented by 12 radio and three television stations. There are at least six regular and 12 to 15 irregular newspapers, and one monthly magazine published in Davao.

As the educational center of the Far South, Davao has two universities, 10 colleges, 35 other private schools, 14 government-operated high schools, 168 elementary and primary schools, and one school of Arts and Trades. The student population in the poblacion in 1971 was 49,136. Government operated high, intermediate and primary schools had a total of 82,605 students. The number of school teachers in public schools totalled 3,341.

It is said that no other Philippine city has been so generously endowed by Mother Nature with scenic beauty spots as Davao. It also has its own unique flora and fauna not found in other Philippine cities. During the past five years, Davao ranked first in Mindanao and fourth in the nation as a tourist attraction for foreign visitors. In 1971, 55,000 tourists visited the city.

In that year private enterprises in the city earned approximately P4 million from tourism alone. The Bureau of Tourists and Travel Industry maintains an office in the city to aid the tourist industry.

Davao's most famous attraction is the majestic Mt. Apo, rising 9,676 feet above sea level. It is the tallest mountain in the Philippines. The Bago Inigo Farms, the Manambulan and Bago Oshiro Experimental stations, the numerous stock farms and agricultural plantations, several beautiful beach resorts, and the Shrine of the Infant Jesus of Prague are also among the many tourist attractions.

For entertainment, Davao has a number of night and supper clubs, approximately 50 restaurants of which more than a dozen offer international cuisine, 12 motion picture theaters, and numerous bars and cocktail lounges. The city has two golf courses, one 18-hole championship course, considered the best in the Far East.

There are several first class hotels in the city, three of these -- Davao Insular, Apo View, and the Imperial Hotel -- are international in cuisine and facilities meeting the standards set by international tourism trade.

Davao has also been called the "City of the Old and the New"; it has modern buildings, old public markets, modern automobiles and muslim vintas.

The city is also famous for durian fruits, abaca products, rice production, its fishing grounds and Cavendish bananas.

LOCAL POLITICAL BRIEF

The newly elected Mayor Luis T. Santos began his term of office under a series of unique circumstances which may affect his ability to initiate new concepts and redirect the management of the city government. The mayor is an independent; his vice mayor and minority of the City Council are members from the Liberal Party; while the majority of the City Council are members of the Nacionalista Party.

The first month of the new city administration was characterized as being a, "troubled period." There have been a series of conflicts between the Mayor and the City Council. As of the first week of February, however, this situation appears to be stabilizing and may in time resolve itself.

To have an effective, functioning city administration and, in particular a police department capable of meeting its legislative requirements, both the Mayor's office and Council, regardless of their individual political beliefs, are obligated to work for the common good of that city. To do otherwise would insure the failure of the city, its administration, and the services it is attempting to provide.

POLICE ADMINISTRATION AND ORGANIZATION

Organization

In the total consideration of police organization, we must at a minimum consider two basic management principles, these are:

1. Unity of Command.

- a. Only one man be in complete command of each situation, and
- b. That only one supervisor be in direct command of each policeman.

Singleness of purpose is lost when more than one superior undertakes independent command of an operation performed by several subordinates or when a subordinate receives orders from more than one superior.

2. Span of Control.

- a. The ability of one man to direct, coordinate and control immediate subordinates, or the number of subordinates one person can effectively supervise.

When we closely examine the current organizational chart (Table I), we see the chief's span of control totals fourteen (includes six precincts). Attempting direct supervision over each of these major police functions is indeed commendable.

However, considering the size of the Davao Police Department, we must recognize this span of control is beyond any one person's physical limitations.

It is easy to visualize how this condition causes a complete breakdown in teamwork and a lack of coordination of effort between various police commands. We call this condition "empire building" -- where each individual commander independently builds his own organization without benefit of detailed coordination and submitting his proposals to the top police administrator for executive decision making, i.e., units do not keep in touch with others. A recommended organizational chart is shown as Table II.

Currently, as the team views the organization, there are approximately eleven "empires" existing within the structure of the Davao Police Department. Each section or unit has been allowed extreme latitude in managing their own operation. Effective coordination and control is almost totally absent.

Chain of Command - The span of control may be reduced by the use of additional levels of supervisory officials, thus lengthening the chain of command. The utilization of an intermediate level of authority relieves the Chief of much of the burden of command and gives him more free time to inspect the department and plan improvements.

It is vitally necessary, therefore, in order to provide the best police service, to immediately implement a plan to reorganize the department into three distinct bureaus, namely:

Administration: Personnel; Plans and Training; Budget and Payroll; Internal Controls; Public Information.

Operations: Patrol; Traffic Control; Crime Investigation.

Services: Records and Communications; The Police Building (Housing); Jail Management.

We have discussed management principles and proposed specific organizational guides. When these recommendations are implemented, it must be recognized a final essential principle be applied to ensure the success and total effect of the entire plan.

Delegation of Authority - Each commander must be held responsible for the performance of tasks assigned to him, and consequently, must be given the necessary control over personnel and material in his unit to enable him to discharge this responsibility. This necessity justifies the rule of command that:

A person cannot be held responsible for the accomplishment of an order unless he has delegated to him the authority necessary for its accomplishment.

When this rule is observed, the giving of an order (placing a responsibility) is a delegation of essential authority.

RECOMMENDATIONS

1. Adopt the organizational chart as illustrated in Table II. Police Manual Rule 1.
2. Require each police employee have only one supervisor to whom he is responsible and clearly understands who that person is. Police Manual - Rule 1, Section 3.g.
3. Assure that each supervisor is responsible for no more than the number of employees than he can effectively supervise. Police Manual - Rule 1, Section 3.f.

4. Assure that no responsibility will be assigned a person unless he has the authority necessary to fulfill it. Police Manual - Rule 1, Section 3.c.
5. Each employee be required to possess a copy of the Police Manual of the Philippines. The City of Davao should assist in financing this proposal on a proportional basis.

**ORGANIZATIONAL CHART
 DAVAO CITY
 POLICE DEPARTMENT
 (CURRENT)**

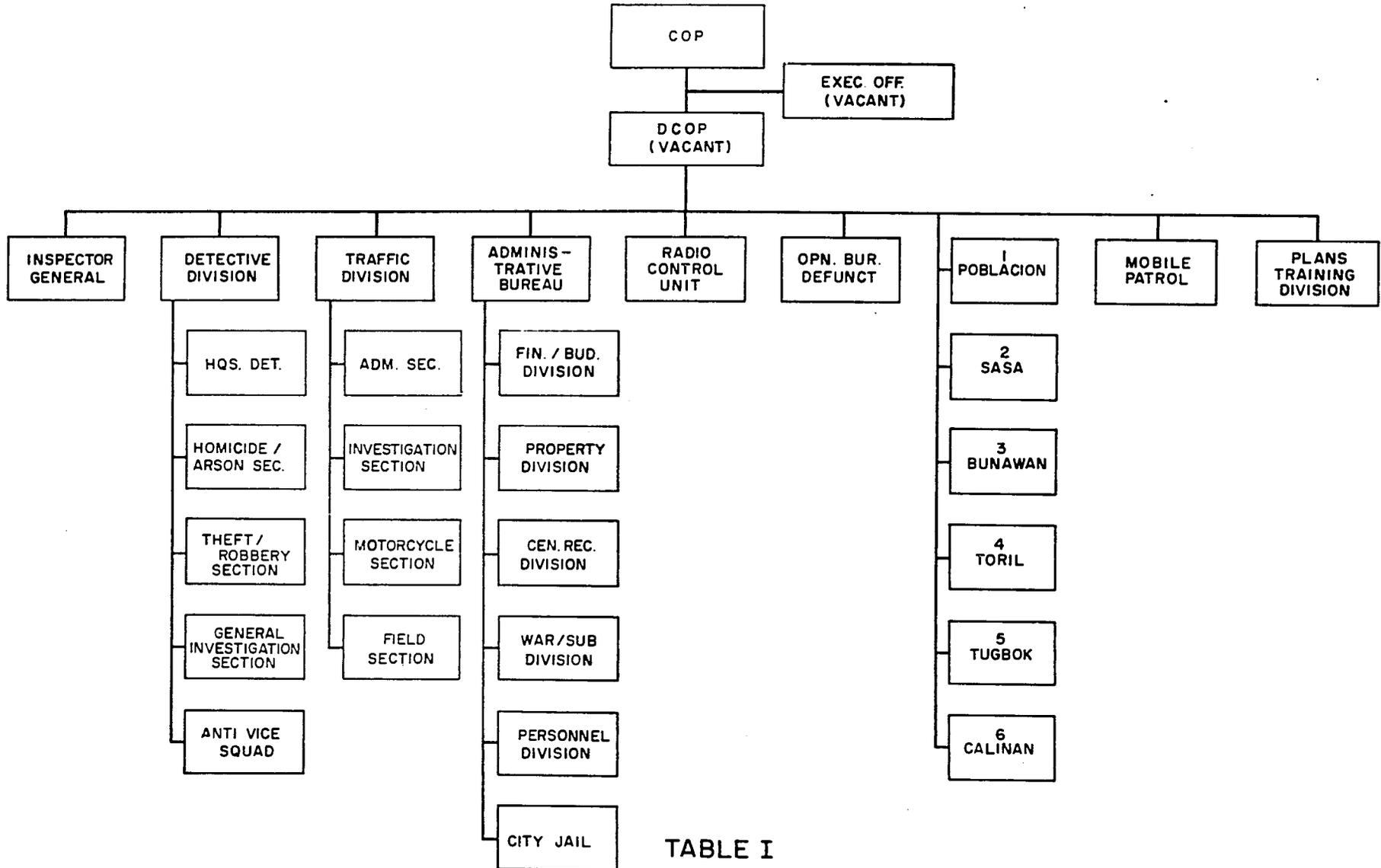


TABLE I

ORGANIZATIONAL CHART DAVAO CITY POLICE DEPARTMENT (RECOMMENDED)

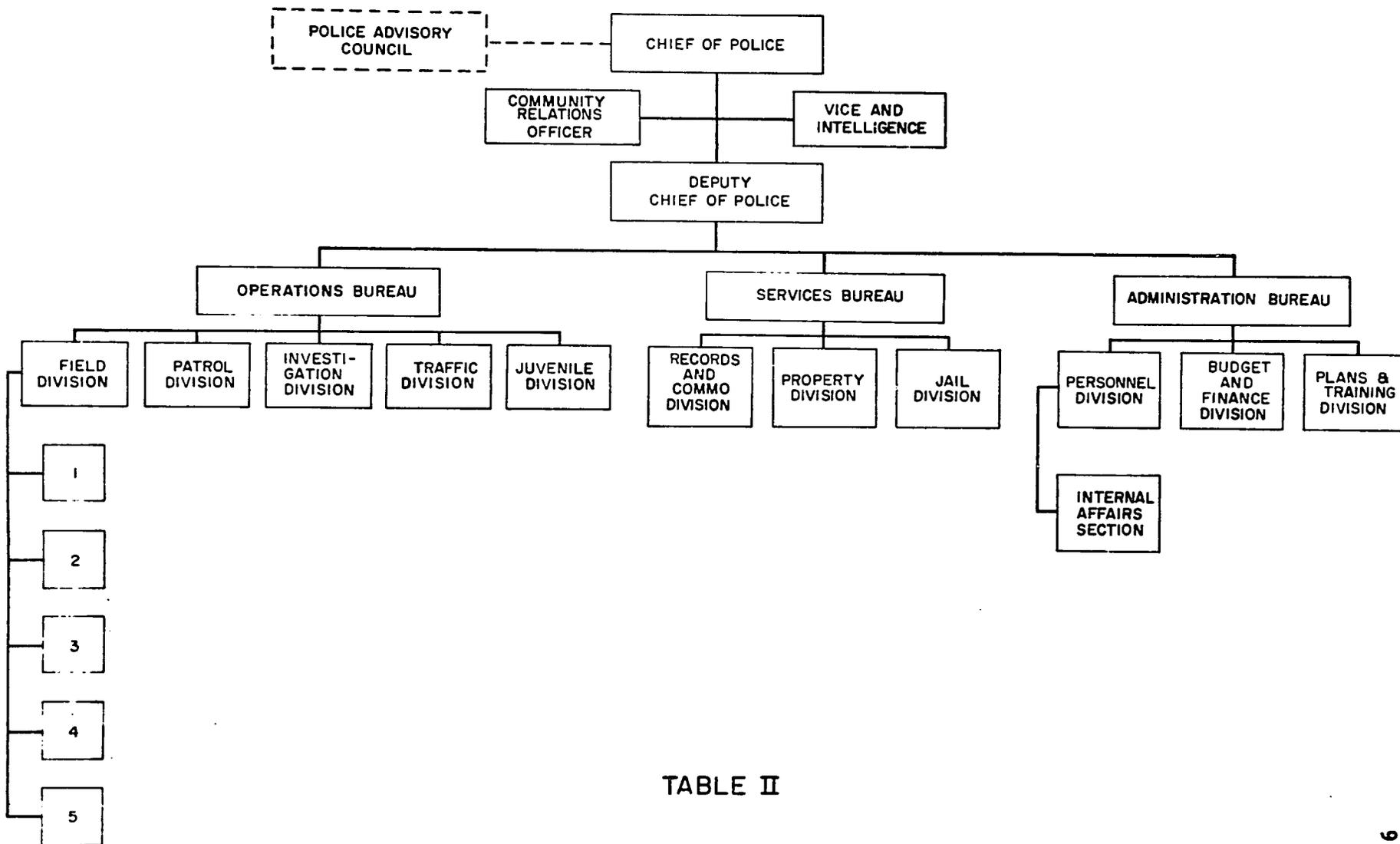


TABLE II

POLICE ADMINISTRATION AND ORGANIZATION

TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72

[Empty rectangular box]

30 Jun 73

1 - 5

[Empty rectangular box]

31 Dec 73

[Empty rectangular box]

30 Jun 74

[Empty rectangular box]

Administrative Functions - The administrative function includes the tasks of management, which facilitate and make possible the effective accomplishment of line or field operations (primary functions) and services (auxiliary functions). The principal task of the chief is to see that the resources of his department are so directed that its objectives--preservation of the peace, protection of life and property, and enforcement of the law--are achieved economically and effectively. Success depends on the performance of administrative duties; some of these should remain within the office of the chief or closely tied to it, while others may be freely assigned to operating and service units.

Managerial Duties - A police department must have sound management if it is to operate effectively. Managerial needs are present in every organization--the undertaking must be financed, buildings and equipment must be provided and wisely used, and personnel must be recruited and prepared for their tasks. Budgetary appropriations have to be obtained for projected work programs, and this implies that specifications for both men and equipment must be prescribed if suitable resources are to be secured.

The best man has to be selected for appointment and promotion, regardless of the agencies involved in the process; fair but strict discipline is essential; the unfit have to be eliminated; and recruit and in-service training must be provided. Officers should be rated on the basis of performance and ability if promotions and assignments are to be wisely made.

Provision must also be made for the officers' welfare. Morale-destroying influences have to be discovered and eliminated, and morale-building relationships between superior and subordinate officers must be established. Satisfactory public relations must also be maintained if department objectives are to be realized.

Coordination of Efforts - There should be full coordination of effort and unity of enterprise throughout the department. The Chief of Police and each subordinate command or supervisory officer has a responsibility for coordination. A commander's responsibility is for coordination of personnel within his own span of control but he has, as well, a responsibility for coordination with other element commanders and supervisors. He normally will accept the first but sometimes rejects or neglects the other. This may come about inadvertently or by design or failure to recognize their supportive roles in the greater effort.

Coordination is an essential product of command. When coordination cannot be achieved between two officers of equal rank, responsibility for coordination goes upward to the next appropriate level of command. In the case of failure to coordinate (cooperate) between two

command officers in the police chief's immediate span of control, the chief must serve as the coordinator in an exercise of his command prerogative.

Working Hours - Leave Benefits - Currently, Davao Police are required to work 8 hour shifts, 7 days per week. Fifteen days leave with pay and fifteen days sick leave per annum are provided.

Generally the basic policies on conditions of employment are established by City Councils. Police administrators can and should make recommendations that encourage the recruitment and retention of quality manpower. Police personnel are generally recruited from the local labor market. Therefore, conditions of employment must be at least as favorable to policemen as commercial employers provide.

Contrary to Davao City governmental and commercial practices, a 48-hour week is not standard for the police. The Davao policeman is required to work seven days per week. Because police work is necessary around the clock, duty schedules must be devised to provide manpower when most needed. Days off must be adjusted accordingly. The practice of establishing three platoons should be modified by the establishment of special shifts that concentrate manpower during peak activity hours. Whether men rotate shifts or have permanently assigned shifts depends on the local situation, and the decision should be made in consultation with the representatives of the men.

It is likely that some motivational and morale problems are directly related to the condition of employment that require a person to work seven days a week. People work for a variety of reasons. Their jobs permit them to satisfy their off-the-job needs; they earn the money to buy food, clothing, shelter, and other things which a steady income can provide. But most people expect their jobs to provide them with other satisfactions.

Satisfying Jobs Social and Psychological Needs - These include the need for a feeling of accomplishment, the need to have pride in one's skill and knowledge, the need for social relationships with others of similar backgrounds, the desire to be helpful to others, the desire to be helped by others when needed, the feeling of being accepted by one's associates and superiors, the knowledge of where one stands with the boss. When these needs are met on the job, the employee has high morale; the organization has good esprit de corps.

Discipline - One factor of personnel management that has received little attention with the Davao Police Department is the matter of discipline. Positive steps to motivate a work force do not always succeed with every individual. Standards of conduct and work output must be established and enforced. Most will conform under adequate leadership. The problem arises only among a minority. Effective handling of this minority, however, is essential if standards are to be maintained.

Setting Standards - The police administrator, in planning the establishment of revision of rules regarding personal conduct, should aim for what the majority of employees will agree are reasonable regulations. Rules which are not reasonable will not be obeyed by employees or enforced by supervisors.

Rules should be set forth in writing and communicated clearly to each member of the force. While rules should be clear and complete, some facets of personal conduct are too obvious to be included. Everyone knows that practical jokes on the job are wrong, for example, and will expect punishment if caught. This type of rule merely clutters an operations duty manual and lessens the chances that personnel will read it.

Disciplinary Action Procedure - In any large group, sooner or later some employee will fail. Management should consistently follow a set procedure known to all employees, in order to cope with the failures. It is important employees recognize the fairness of the procedure. A fair procedure includes the following steps:

1. Thorough investigation of the possible offense. This is ordinarily done by supervision, although in some instances, such as when a complaint is filed by a citizen, the investigation might be initiated by a higher officer.
2. Prompt action is necessary. If the officer is absolved of wrong doing, he should not be placed under the pressure of an investigation longer than necessary. If he is guilty and will be punished, the punishment should be commensurate to the offense.
3. A hearing is essential. The employee should know fully any charge against him; he deserves the opportunity to be heard. If he wishes representation, he should be allowed to bring an attorney and witnesses.
4. While the hearing might be informal and extra-legal nevertheless, it should be held. The employee may, however, be allowed to appeal to higher authority such as the Police Commission.

5. The hearing and the initial recommendation should be made by a responsible supervisor. Some departments assemble a board of officers to hear the case and make recommendations.

Office of the Chief of Police

The quality of performance of a peace officer depends upon the personal and organizational discipline existing within the police department. Discipline, dedication and professional attitude are achievable only under a leadership that is dedicated, impartial, fair and firm. Paraphrasing a quotation of a world recognized police administrator, O. W. Wilson said, "The image of policemen and the quality of their service to the public is indicative of the quality of leadership."

During the management survey of the Davao City Police Department, it was learned there had been 19 chiefs of police in a period of thirty-five years. (See Table III). All the chiefs of police, except the incumbent, were non-career policemen.

Chief Federico Melocoton is the first career policeman appointed as Chief of Police of Davao City. He has been a policeman since 1934, beginning as a patrolman in the Manila Police Department and then appointed as Deputy Chief of Davao City in 1938. He remained in that position until January 1972, when he was appointed Chief of Police. He will be sixty-five years old on June 11, 1972, and eligible for retirement from the service.

It was observed by the team that inspite of his training and experience and his desire to lead the department effectively and efficiently, his efforts have apparently been thwarted by factors which have resulted in minimal performance by the department.

He has inherited a police force composed of a high percentage of aging men; a department that is ill-equipped and poorly managed; personnel who show signs of partiality, some who lack minimum Police Commission qualifications and training, and others have become accustomed to an attitude of laxity. However, many policemen were found with development potential, dedication to duty, and a sincere desire to serve. The morale of the department has been lowered by the persistent demands made upon it through political interference.

The city charter, ordinances, and national regulations provide the means for an adequate police service, if the laws are simply implemented. To have an effective and active police department, the responsible city administration must assure a police leadership that is qualified, experienced, and dedicated. It must then support this leadership with the necessary facilities, equipment, qualified personnel, and funds.

To complete the police administrator's picture and to facilitate the proper administration of any police department, the preparation and publication of a department manual is essential.

RECOMMENDATIONS

1. Immediate work should begin on the formulation of a police administrative and operations manual under the direction of the Chief of Police.
2. The Chief of Police should conduct a weekly staff meeting. Attendance of Division and Bureau Commanders should be required.
3. The Chief of Police should conduct a monthly staff meeting with attendance required by all ranks of Sergeant and above.
4. The Chief of Police should encourage all personnel, particularly key personnel, to join community service clubs. Community support and understanding would be enhanced.
5. The Chief of Police or his delegate should attend every council meeting.
6. The Chief of Police must play a direct role in the planning, preparation and presentation of the department budget. The budget is the instrument which records work plans in terms of appropriations needed to implement them.

OFFICE OF THE CHIEF OF POLICE
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72

1, 2, 3, 5

30 Jun 73

4, 6

31 Dec 73

30 Jun 74

TABLE IIICHIEFS OF POLICE OF DAVAO CITY - 1937 to 1972

1. Alejo Ong
2. Federico A. Melocoton (Acting)
3. Pedro Manigue
4. Manuel Jaldon
5. Isaac Robillo
6. Francisco Villamor
7. Ismael Veloso
8. Jose Z. Tiapon
9. Jose Maneja
10. PC Maj. Dante Q. Nagtalon
11. PC Capt. Fidel Igual
12. Rafael Mascariñas
13. Monebrio F. Abellana
14. Rafael Mascariñas
15. Monebrio F. Abellana
16. Luis T. Santos
17. Lucio C. Dumapias
18. Mariano S. Solis
19. Federico A. Melocoton - Encumbent

Deputy Chief of Police

Rule II, Section 3, of the Police Manual prescribes the duties of a Deputy Chief of Police. It was found that the incumbent during the survey had occupied this position for approximately 32 years. However, he had not been given the corresponding authority to function in this capacity. Apparently, he filled an authorized position on the table of organization or was the temporary caretaker of the department when called upon. On several occasions, junior officers were designated as Officers-in-Charge during the leave, sickness, or temporary incapacity of the Chief of Police. This in effect relegated the position to one of little responsibility or authority. The position of Deputy Police Chief must be given appropriate authority and responsibility as prescribed by law, ordinance, or Police Commission rules and regulations, (Sec. 3, Rule II, Police Manual). The Deputy Chief of Police must be fully utilized with clearly defined functions and duties.

Paragraph 2, Section 7, Rule VI of the Police Manual provides: "The purpose of assignment is to insure a systematic and effective utilization of all the members of the force. This must be the prime consideration in determining the assignment of any member of the force."

RECOMMENDATIONS

1. The Office of Deputy Chief of Police be immediately activated by the appointment of a qualified person who meets the standards established in Rule IV of the Police Manual.
2. The duties of this office be completely described and outlined in the Department Administrative Manual.

DEPUTY CHIEF OF POLICE
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72

2

30 Jun 73

1

31 Dec 73

30 Jun 74

Police Inspector General

The position of Police Inspector General was occupied by Police Captain Domingo Luna. Prior to this assignment, the Captain had been a Precinct Commander for fourteen years. At the time of the survey, this position is without staff or published procedures.

Properly managed, the Davao Police Department may not require this administrative position. The principles of supervision provide for inspection as a function of command. Each person should be supervised and inspected by the person to whom he is responsible.

Admittedly, executive control must be provided with the means to evaluate the quality of work of the total organization. One effective means, however, is through constant, on-going inspection by supervisory personnel. The goal of inspection is the development of a police capability able to perform assigned duties according to sound management standards. While inspectional functions do not create quality they do, in a sense, control quality in that inspection provides the means to measure the efficiency and effectiveness of personnel and their output.

Inspection as a function of command requires the placement of authority and responsibility on the commander over the behaviour and effectiveness of his men. It therefore follows that effective inspectional responsibility should be that of each commander in the chain of command reaching finally to the Chief of Police. This practice will enhance career development among officers and men. Assignment of even a few men to this special duty would require manpower which could be used to increase the patrol operational capability.

RECOMMENDATIONS

1. Should an executive decision be made to retain this administrative function and prior to it becoming operational, it is imperative a written operation procedure be drafted. The police chief and his staff should jointly confer on this matter, submitting in detail the specific duties and exact functions of the Inspector General.

Care must be given to ensure the standard operating procedure will not weaken, dilute or suppress the functions of any police supervisor, thus assuring and maintaining the chain of command supervisory principle.

POLICE INSPECTOR GENERAL
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72

30 Jun 73

1

31 Dec 73

30 Jun 74

Mayor's Police Unit

This unit is composed of 15 sworn policemen assigned to the Mayor's office. The unit has no defined function or written operating procedures. It was reported that the choice of these men was based on their close association with the Mayor. Regardless of the reason, it is evident that this assignment depletes the manpower base of the Police Department by 15 men.

The Mayor's Police Unit is divided into two teams: Orange Team and Police Ranger Patrol. The first team processes applications for business and occupational permits, performs an intelligence gathering function and conducts raids. Processing applications for business and occupational permits is a function of the Licensing Division of the Mayor's Office and is not a police function. While intelligence gathering and conducting raids are police functions, they should be managed within the police department under the supervision of the Chief of Police who is in turn supervised by the Mayor.

The second team engages in operations directed against illegal fishing, smuggling, and gambling outside the poblacion. These operations are conducted without the knowledge of Precinct Commanders who are responsible for all police activity in their respective jurisdiction. This practice, undoubtedly, causes misunderstandings, and if continued may result in diminished police effectiveness and duplication of effort.

RECOMMENDATIONS

- .. Eliminate the unit known as: "The Mayor's Police Unit."
2. Return these personnel to the police department for reassignment to functional commands.
3. Should the city mayor desire assignment of police personnel, a written request be directed to the chief of police describing the need to permit proper selection.
4. Consideration should be given to rotate police assigned to the Mayor's Office every 3 to 4 months.
5. Police Commission approval must be obtained prior to assignment of policemen to the mayor's office.

MAYOR'S POLICE UNIT
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

1-5

31 Dec 72

30 Jun 73

31 Dec 73

30 Jun 74

ADMINISTRATIVE BUREAU

Introduction

Currently, the Administrative Bureau is responsible for the maintenance of all departmental records, correspondence, control of property, police training, personnel, budgeting, finance and the serving of warrants or subpoenas. The bureau is typical of such functionality units found throughout the Republic. It is housed in the main police building. The bureau, upon first examination, is in obvious need of filing cabinets, storage facilities, some typewriters, proper typewriter stands, desks and tables, and general office equipment that is normally associated with the business of efficiently receiving, transmitting, processing and storing and retrieving of documents.

Administrative Staff

The administrative staff is composed of:

- 1 Major (detached service to Welfare Action Foundation)
- 1 Captain as Acting Chief (concurrently in charge of the Property Division)
- 1 Sergeant
- 1 Patrolman
- 1 Driver - a civilian who acts in the capacity of a typist-clerk

Taxation and Budget Principles - A city is obliged to efficiently and effectively collect taxes legally due thereto. To do otherwise would deprive the citizenry of the benefits of living within that city. There is a negative cycle of events which occurs when a city does not collect its legally due taxes. The cycle of events is:

1. Taxes are not collected.
2. Service cannot be provided.
3. People are unwilling to pay their taxes.
4. If taxes are not collected, the cycle repeats.

This cycle cannot be allowed to develop. If for some weakness in the system it has occurred, it must then be broken.

"Financial budgets are the oldest means we have for controlling operations. Governments started using rudimentary budgets about two centuries ago; their aim was to secure a balance between incoming taxes and operating expenditures -- a problem that continues to haunt public administrators".¹

¹ The Process of Management, Newman, Summer and Warren, Prentice Hall 1967. p.24

The police department budget is a plan of action to expend in the most judicious manner, those funds allocated to the police department by the city administration to provide a specified level of public service. A number of the budget items are fixed, that is, they are based upon previous experience that indicates the amount of money that will be required, i.e., wages, life insurance, retirement; other items are based upon past experience and some may be at best described as an "educated guess", specially if the item is new to the budget.

Discussions were held with senior police officials concerning the budget, financial situation and the actual availability of funds to meet the minimum operating requirements of the police department. It was ascertained that budget items for the following were then (February 1972) exhausted with no additional funds available:

1. Office supplies and materials.
2. Supplies and materials, gas and oil.
3. Supplies and materials, uniforms and insignias.
4. Supplies and materials, tires and batteries.
5. Repair of equipment.

If this situation is to continue, two alternatives are available to the officers and men of the Davao City Police Department:

1. Purchase items necessary to keep vehicles and equipment running from their personal funds.
2. Cease to function as an element of the city government.

A third and more practical alternative, however, does exist. This would be for the city government to allocate funds realistically based upon a past experience factor that would also include an estimated inflationary increase in costs. It would then be the responsibility of the police department to report, at a minimum, quarterly to the city government the status of the operating budget utilizing an observing expected strategy. The strategy would be based upon a past experience factor, that is, one expects that each budget item will be expended at a certain monthly level or rate. These expectations are then observed and the difference examined. So long as the difference between observed and expected are below expectations; the department is operating within the budget. If certain line items begin to show signs of greater expenditures than anticipated, these are then studied to determine the cause for the greater than anticipated expenditures. If corrective measures are not possible, and additional funds are required prior to the end of the fiscal year; this data must be immediately brought to the attention of the Mayor and the City Council for their management determination. There are, in most cases, logical reasons why budget items are expended at a rate faster than anticipated. The following

format is suggested as an aid to the police department in observing expenditures on a monthly basis. Through the cooperation of the City Treasurer and the Budget and Finance Department, a sound level of fiscal awareness is possible.

RECOMMENDATIONS

1. An example of a suggested format to be used to compute current line item balances and expenditures is illustrated as follows:

(Sample Form)

Operations Accounts

For the month of _____
(month, year)

and year to date

Pro-rated budget _____ (This would be a figure showing the percentage of the time which has past since the beginning of the fiscal year). That is 8.3% of the time per month, i.e., July through June 100%

: Expenditure for	: Total Expenditures	: Total Budget	: Percentage
: the month of	: to date for the	: for the	: Expended for
: _____	: Fiscal year _____	: Fiscal Year	: the fiscal
:	:	:	: year
:	:	:	:
:	:	:	:
:	:	:	:
:	:	:	:

2. A realistic funding level should be established for the police department which will enable the department to provide a specified level of service to the city. If law and order is considered a high priority fact of the city government, the administrators of that government, mayor and city council, in turn must invest sufficient funds to support the police. The elected officials, however, should expect and then require that the department be skillfully managed by the staff.

Successful police performance can only be achieved through sufficient funding, a professional attitude, impartial enforcement, and a desire on the part of the officers and men to serve the community.

ADMINISTRATIVE BUREAU
TAXATION AND BUDGET PRINCIPLES
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72

1

30 Jun 73

2

31 Dec 73

30 Jun 74

Police Budget

Police budgeting and finance is handled by the Budget and Finance Division under Police Lieutenant Juan R. Chan.

Budget proposals are prepared by P/Lt. Chan and submitted by the Chief of Police to the City Mayor during the first week of March of each year. These proposals outline the salaries and wages of policemen and other operating and miscellaneous expenses of the force, determined through staff conference. These, and budget proposals of other departments in the city government are studied by a Board formed by the City Mayor which is composed of the City Secretary as Chairman, the City Treasurer, the City Auditor, the Superintendent of City Schools, a City Judge and a City Fiscal.

However, it was observed that in this deliberation of the city budget proposals, the police department is not represented. Hence, the police budget proposals could not be fully explained or adequately defended. There is, therefore, an imperative need for the department to be represented by the Chief of Police or his authorized representative as former Chief Luis Santos, now Mayor, did. He appeared personally before the City Council or any body formed to study budget proposals so the police budget could be made more responsive to the needs of the service.

In a budget proposal of ₱2,512,200.00 presented by former Chief of Police Mariano Solis for fiscal year 1971-72, only ₱2,123,433.50 was approved. This is only 12.99% of the total city budget of ₱16,337,504.40, still below the minimum of 17% prescribed in Section 3 e(1), Rule XVII of the Police Manual and the budgetary index rate of 17.7% (1967) for city police departments.

RECOMMENDATIONS

1. Increase the police budget to at least 17.7% (national index rate for city police departments) of total city budget, excluding capital outlays.

ADMINISTRATIVE BUREAU
POLICE BUDGET
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72

30 Jun 73

1

31 Dec 73

30 Jun 74

Police Personnel

Police Strength - As provided in the current Police Plantilla carried in Resolution No. 770, series of 1971 of the Davao City Council, the police department has 404 authorized police positions and 21 civilian positions. The number of authorized police positions is more than the minimum of 392 prescribed in Section 19 of the Police Act considering that the 1970 census population of Davao was 392,473. However, of the authorized 404 positions, 37 are still vacant--1 police lieutenant, 2 police sergeants, 10 patrolmen first class and 24 patrolmen. This gives the department an operating strength of only 367 officers and men, or one policeman for every 1,069 inhabitants.

Distribution of Ranks and Positions - The distribution of ranks and positions does not conform with the arithmetical ratio established in Section 7, Rule I of the Police Manual as shown in the following comparison table:

<u>Rank/Position</u>	<u>I</u> <u>Per</u> <u>Plantilla</u>	<u>II</u> <u>Per</u> <u>P/Manual</u>	<u>III</u> <u>Excess</u>	<u>IV</u> <u>Shortage</u>
Chief of Police	1	1		
Dep. Chief of Police	1	1		
Police Lt. Colonel	1	1		
(Chief, Sec. Service)	(1)			
(Chief, Opns. Bureau)	(1)			
Police Major	4	2	2	
(Legal Assistant)	(1)			
Police Captain	8	5	3	
Police Lieutenant	23	10	13	
Police Sergeant	29	20	9	
Police Corporal	37	40		3
Pat. 1st Class	98	80	18	
Patrolman	199	241		42
	401 (3)	401	45	45

NOTE: The position titles of "Chief, Secret Service Division," Chief, Operations Bureau, and Legal Assistant are not embraced in the uniform standard ranks and positions prescribed under Section 6, Rule I of the Police Manual in relation to Section 18 of the Police Act (RA 4864). They should be considered merely as position items to be filled up by assignment or designation and not by appointment in the same manner as the position items of the Chief of the Administrative

Bureau of the Chief of the Traffic Division designated. This would thus provide greater flexibility on the part of the Chief of Police to align his personnel to position items they are best suited in consonance with the modern concepts of police administration.

Regarding the present distribution of ranks in the department, the same may be adjusted to conform with the ratio established in Section 7, Rule I of the Police Manual by converting the excess positions to the deficient positions once the former are vacated by death, retirement, resignation, transfer or lawful dismissal of the incumbents. This can be facilitated by not filling the excess positions of 1 police lieutenant, 2 police sergeants and 10 patrolmen first class which are still vacant. They should first be converted to the deficient patrolman positions. Conversion of the other excess positions as shown in Column III of the foregoing table should be done as vacancies occur therein.

Other present vacant positions of 24 patrolmen, as well as newly converted patrolman positions, should then be filled by appointing recruits who are preferably eligible and who meet the minimum qualifications prescribed in Section 9 of the Police Act, and in accordance with the guidelines embodied in Rule IV (Selection) of the Police Manual.

The 3 police corporal positions that would result from the conversion of excess positions should be filled, preferably, by promotion in rank in accordance with Rule VI of the Police Manual.

Qualifications Profile - Eight (8) members were issued original appointments after the effectivity of the Police Act although they do not meet the minimum qualifications prescribed in Section 9 of the said Act. The services of these members should be terminated immediately as their appointments are unlawful. They should be replaced by appointees who meet the minimum general qualifications prescribed in Section 9 of the Police Act and who possess appropriate civil service eligibility.

One non-eligible member was extended temporary appointment on 10 August 1964. Upon the expiration of his present temporary appointment, the same should not be extended or renewed as he does not possess the educational qualifications prescribed in Section 9 (4) of the Police Act, having finished only first year of college study.

In addition, one officer was promoted on 2 September 1971 although he finished only high school. While he possesses eligibility appropriate to the position to which he was last promoted, his disqualification is on the educational requirement which is not included in the exceptions under Par. B of PolCom Memorandum Circular No. 8, series of 1972. Hence, he should be reverted to the position he was holding when the Police Act took effect and to remain thereat until he acquires the required educational qualification.

Educational Profile - The educational profile of the force is made up of 90 college graduates (some of whom are holders of more than 1 degree or graduates of more than 1 course), 142 college undergraduates, 94 high school graduates and 36 high school undergraduates. The rest finished only elementary education.

All the members who have not reached the college level of education joined the force before the effectivity of the Police Act.

Physical Profile - The average Davao City policeman is 42 years old, weighs 146 pounds and stands 5 feet 5.9 inches. He is, therefore, 7 years older, .4 inches taller and 6 pounds heavier than the average Filipino policeman, nationwide, CY 1970.

Eligibility Profile - Of the 367 members, 295 or about 97% possess appropriate and/or higher police service eligibilities. While thirty six (36) others possess eligibilities, these are not, however, appropriate to their present positions. All the rest (35 members or 9%) are non-eligible.

Non-eligible members, including those whose eligibilities are not appropriate for their present positions should be required to take the police service examinations to be given from time to time by the Police Commission. Logistical and other support should be given to these members to improve their chances of hurdling the said examinations.

Training Profile - Only 166 members or about 45% have attended formal police training--30 at the Police Commission, 88 at the NBI, 46 at the PC and 2 at the International Police Academy. One hundred fifty eight (158) others have also attended relevant police training and/or police seminars. Only 142 members, representing 12% of the force, have not had any police training or attended any police seminars.

All untrained and qualified members, including those whose previous training duration is not more than 4 weeks (Polcom Memorandum Circular No. 5, series of 1968, issued pursuant to Memorandum Circular No. 148 of the Office of the President dated January 23, 1968) should be sent to the Polcom Academy for training. Boarding and lodging expenses are shouldered by the Police Commission.

Compensation - The monthly salary rates now authorized and paid to the members are higher than the minimum prescribed in Section 20, paragraphs (b), (c) and (d) of the Police Act as shown in the following comparison table:

<u>Rank/Position</u>	<u>Present Monthly Rate</u>	<u>Minimum Per P/Act</u>	<u>Difference (+)</u>
Chief of Police	P1,000	P1,000	
Dep. Chief of Police	950	430	P 520
Police Lt. Colonel	850	410	440
Chief, Sec. Service	850	390	460
Chief, Opns. Bureau	850		
Police Major	610	370	240
Legal Assistant	610		
Police Captain	530	350	180
Police Lieutenant	470	330	140
Police Sergeant	420	310	110
Police Corporal	380	290	90
Pat. First Class	340	270	70
Patrolman	300	250	50

The salary subsidy for the month of October, 1970 was already received by the members on August 3, 1971. Of the amount of P63,038.32 released to the department, only P56,815.95 was actually paid to the members, giving the department a savings of P6,222.37. Records submitted show that the subsidy was distributed as follows:

<u>Designation</u>	<u>No. of Position</u>	<u>Total Amount Paid</u>
Police Captain	7	P 48.08
Police Lieutenant	23	1,992.04
Police Sergeant	23	3,524.88
Police Corporal	35	5,996.40
Pat. 1st Class	91	16,831.70
Patrolman	<u>177</u>	<u>28,422.85</u>
	356	P56,815.95

From the above table, it appears that the highest officers to receive subsidy were police captains. The other officers, from the deputy chief of police down to police majors, did not receive any subsidy although they were included in the list of members subsidized by this Commission. Non-payment of subsidy to these officers could be due to the fact that their salaries as of the end of September, 1970 were already more than the minimum rate as adjusted pursuant to RA 6141 and Polcom Memorandum Circular No. 14, series of 1970.

Regarding the then Chief of Police, Mariano Solis, he was not subsidized for the month of October 1970 as his qualifications were still being studied by this Commission when the application for subsidy of the forces for the said period was processed.

As of this date, the subsidy for the months of November and December, 1970, in the total amount of P125,076.68, has already been released to the department.

Board of Investigators - The Board of Investigators, organized pursuant to Section 15 of the Police Act, is composed of the following:

City Treasurer Maximino Asistido - Chairman
 City Councilor Domingo Vidanes - Member
 PC T/Sgt. Jose Almazan - Member

The personnel in the Office of the Board, consisting of 1 Legal Assistant, 2 Stenographers, 1 Docket Clerk, 1 Bailiff, and 1 Laborer, are all paid from funds under the Office of the City Treasurer. The salaries of these personnel, as appropriated under the current city budget, amount to P26,880.00.

Since the organization of the Board, it has already received 87 administrative cases--62 cases were directly filed with the Board; 2 indorsed by the Police Commission; and 23 referred by the Chief of Police. The status of these cases as of the date of inspection is as follows:

1. Decided by the Police Commission (Exoneration)	2
2. Pending decision by the Police Commission	5
3. Referred to the Chief of Police for Disciplinary action	13
4. Under Study for report/recommendation to the Police Commission	46
5. Dismissed by the Board for lack of jurisdiction (civilians charged)	2
6. Referred to the Police Commission for resolution (Motion to Dismiss)	1
7. Under study for Board Resolution	3
8. Under investigation by the Board	<u>15</u>
TOTAL	87

The Board has also received 17 claims for benefits--14 for sickness and disability, 2 for death and 1 for permanent disability. Of the 14 claims for sickness and disability benefits, 2 were granted; 2 withdrawn; 3 under investigation and 7 set for investigation. Regarding the claims for death benefits, one was granted while another was withdrawn. As to the lone claim for permanent disability benefits, the same was denied as the claimant was also claiming for benefits under the Workmen's Compensation Act.

- 66. Require all the qualified, non-eligible members to take the police service examinations given periodically by the Police Commission.
- 77. Send qualified and untrained members, including those whose previous training duration is not more than 4 weeks (Polcom Memorandum Circular No. 5, series of 1968) to the Polcom Academy for training.
- 88. Establish a standard work week under normal operational conditions, that does not exceed eight (8) hours off duty per day for six (6) days out of each seven (7) day work week.

By the very nature of the type of service performed by the police, it is essential that police are operationally on a 24-hour basis, every day of the week. To provide day(s) off to the policemen, it is therefore required that relief shifts or replacements be scheduled to cover absences during off duty periods.

Best Available Document

ADMINISTRATIVE BUREAU
POLICE PERSONNEL
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72

4, 5

30 Jun 73

2, 3, 7, 8

31 Dec 73

1, 6

30 Jun 74

Correspondence Processing

The administrative staff is presently responsible for receiving all correspondence addressed to the Department and the Office of the Chief of Police. This correspondence is logged in, reviewed by the major in charge of the bureau, and routed to the appropriate unit having responsibility for the correspondence. In reality, only subpoenas are now logged because of the lack of personnel to perform this task.

It was reported that approximately 60 to 80 pieces of mail are received daily. Documents are received, reviewed by the major in charge of the bureau, and routed to the division or person having the action. There is no follow-up system or procedure to assure that correspondence is in fact acted upon by some division in the department. There is no system of correspondence filing that will enable quick and ready access to correspondence filed.

RECOMMENDATIONS

1. All incoming mail and correspondence originating outside the department directed or addressed to the police department be first delivered and received by the Office of the Chief of Police. A member of the Chief's staff then reviews the correspondence, makes a record of data received, then effects distribution in accordance with policy established by the police chief.
2. Establish a system by which all correspondence coming into the police department be logged in with the essential data recorded for future reference. The following form is suggested:

Corres- pondence number	Date Received	From	Subject	Routed to for Action	Action Taken No Action Required	Date Mailed

3. A sufficient secretarial staff be provided to assure correspondence is received, appropriate responses made and storage maintained. Correspondence should be expunged annually or on a schedule established by the Bureau of Records Management.

4. All outgoing correspondence addressed or directed to outside entities be dispatched through the Office of the Chief of Police. Here it is reviewed and logged out in accordance with policy established by the police chief. It is then sealed and delivered to the administrative bureau for stamp placement, weighing and delivery as appropriate.
5. The last six months of correspondence that can be located be physically sorted by originating agency or entity. Those documents of sufficient quantity from an agency should then be subdivided by subject matter. This physical distribution would then provide a practical analysis of the type and volume of incoming correspondence and how it should be filed. Correspondence, both incoming and outgoing, should be filed together. No index card or other identifying data would be necessary, since in most cases, the author of the correspondence is generally known by the person inquiring for the document.
6. Effect the return of the administrative bureau chief from his detached service assignment.

ADMINISTRATIVE BUREAU
CORRESPONDENCE PROCESSING
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72

1, 2, 4, 6

30 Jun 73

3, 5

31 Dec 73

30 Jun 74

Mail Delivery

Departmental mail is picked up at the post office every three to five days. This causes an undue burden on those persons processing the mail as it is received as an uneven work flow. Mail should be picked up daily and it should also be posted daily to insure the timely response to requests for service. To meet this requirement, it is recommended that the mobile patrol unit assigned to the day shift in the area of the post office be tasked to pick up the mail daily, provided that an arrangement can be made with the Postmaster to make the pick up during the time the post office is closed.

It is the general practice in some countries to have a special window in the post office that services selected entities in this manner. The mail that is normally pigeonholed is turned over to the messenger, in this case, a policeman, who simply brings an unlocked mail bag to the post office. The post office official inserts all mail and locks the bag. The bag is then transported to the police department and is ready for processing upon the arrival of the day shift personnel.

Sufficient stamps and a scale should be provided through city funds to enable the majority of all mail to be stamped at the police department and then mailed either at a local mail box or at the post office on a daily basis.

RECOMMENDATIONS

1. Establish a system of receiving and posting mail on a daily basis coordinating a police mobile unit and post office department officials.
2. Maintain a sufficient supply of stamps and a mailing weight scale to permit expeditious and daily posting of official mail.

The Police Building

The Police Department is housed in a building that is also occupied by the City Council, the Court of First Instance, and the Regional Philippine Government Auditor. The building has the potential of being functional police facility if a series of events occur.

1. The regional auditor is relocated to other quarters;
2. The Court of First Instance is relocated to other quarters; and
3. The City Council is relocated to other quarters.

This would then allow the total building to be utilized as a police facility which would bring the Traffic Division, the Mobile Patrol Division, the Secret Service Division together under one roof. The current practice of decentralization inhibits supervision and tends to allow each individual division to operate as a separate independent agency.

Currently, there is no janitorial service provided to the building, and it is amazing to see that the building is as clean as it is. Personnel cannot function effectively and efficiently in a degrading, depressing atmosphere. All areas need painting and repair. There is an immediate need for two janitors working on the 3:00 to 11:00 shift to clean thoroughly and daily the police facility. All junk and debris should be cleared from the building as these present an immediate personal injury and fire hazard. Much of this junk is classified as "records," but the ability to find anything is questionable.

The city administration, if capable to clear the building of the other offices aforementioned, should then engage the services of a competent architect with experience in building police facilities to design, utilizing the existing building, a serviceable police facility.

Comfort rooms are not provided for male and female employees.

RECOMMENDATIONS

1. Request the Regional Auditor to relocate themselves to permit the use of this space to house police offices.
2. Relocate the Court of First Instance thus permitting the Police Department to place the Radio Communication Center in this location.

3. Install comfort rooms for male and female headquarters personnel. Incidentally, public comfort rooms should be installed in the area to facilitate citizens who frequent the municipal building precluding the use of rear of buildings as is the current practice.
4. Make regular janitorial services available to the police offices to effect regular disposal of garbage and trash.
5. The City Council should allot special funds to paint and repair all police offices. Most office areas are in poor and run-down condition.
6. Construct a new police facility allowing centralization of all police services within a single building.

ADMINISTRATIVE BUREAU
THE POLICE BUILDING
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

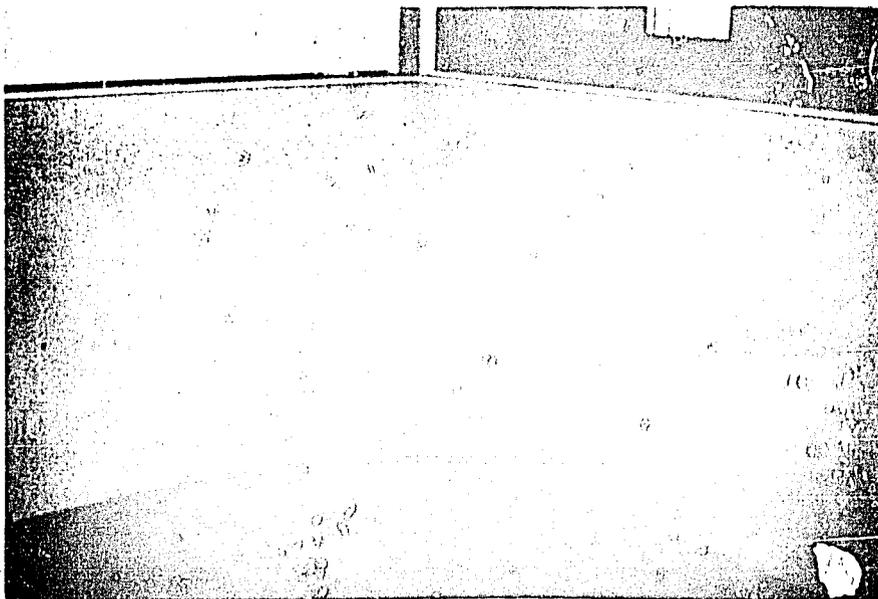
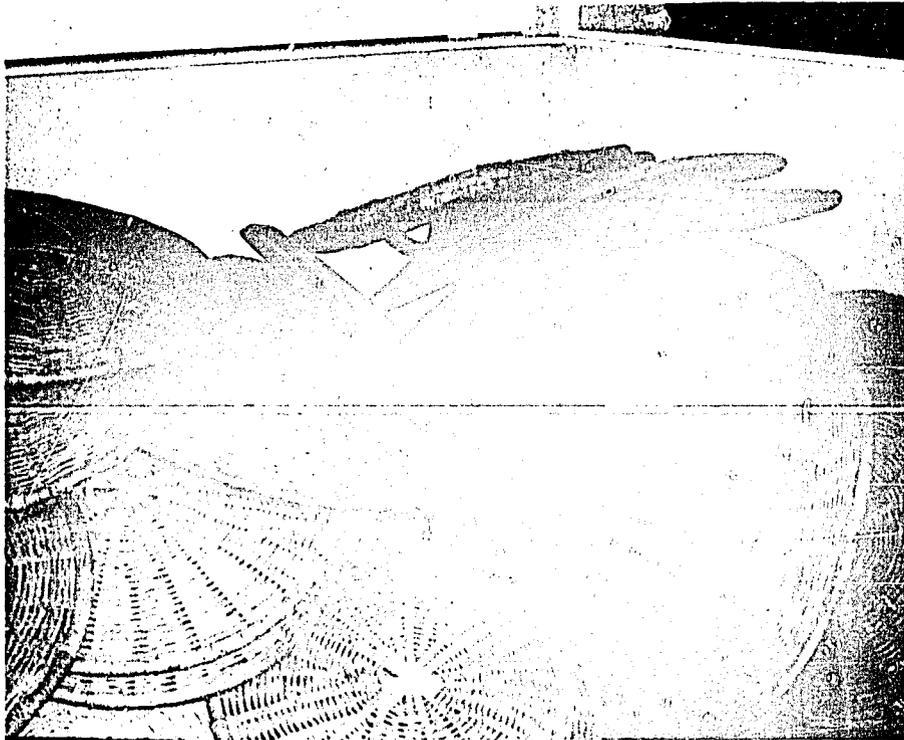
Recommendations:

1 31 Dec 72

2, 3, 4 30 Jun 73

5 31 Dec 73

6 30 Jun 74



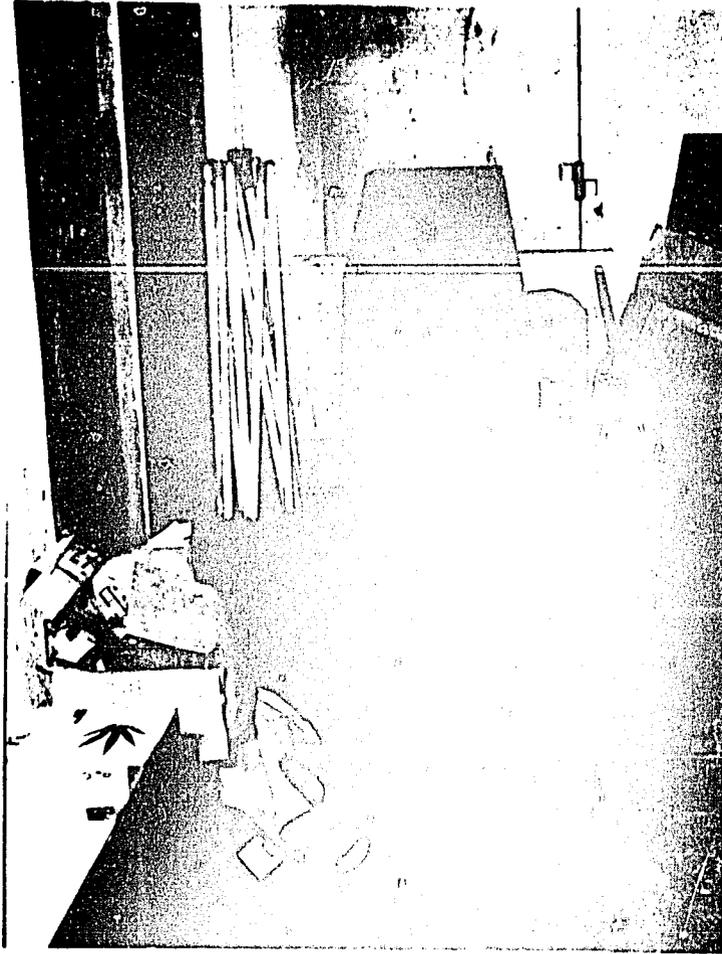
A corner of the Police Headquarters before and after the removal of shields making office space available.



Administrative Bureau files overflowing.



Improper storage occupies valuable space in the Administrative Bureau.



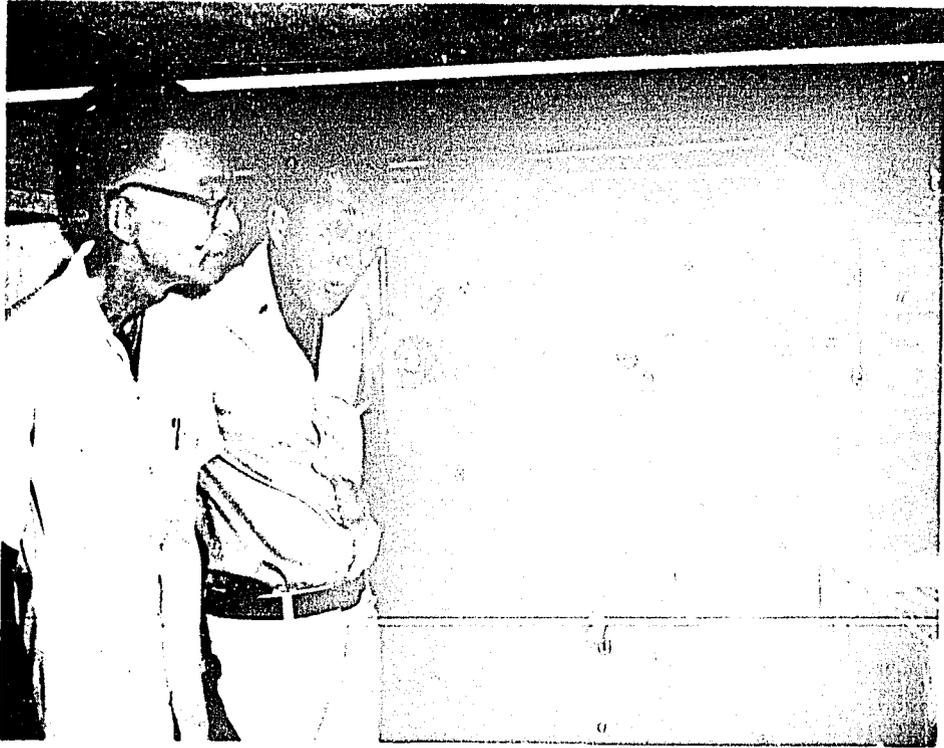
Office space in the Administrative Bureau
utilized for storage of disposable property.



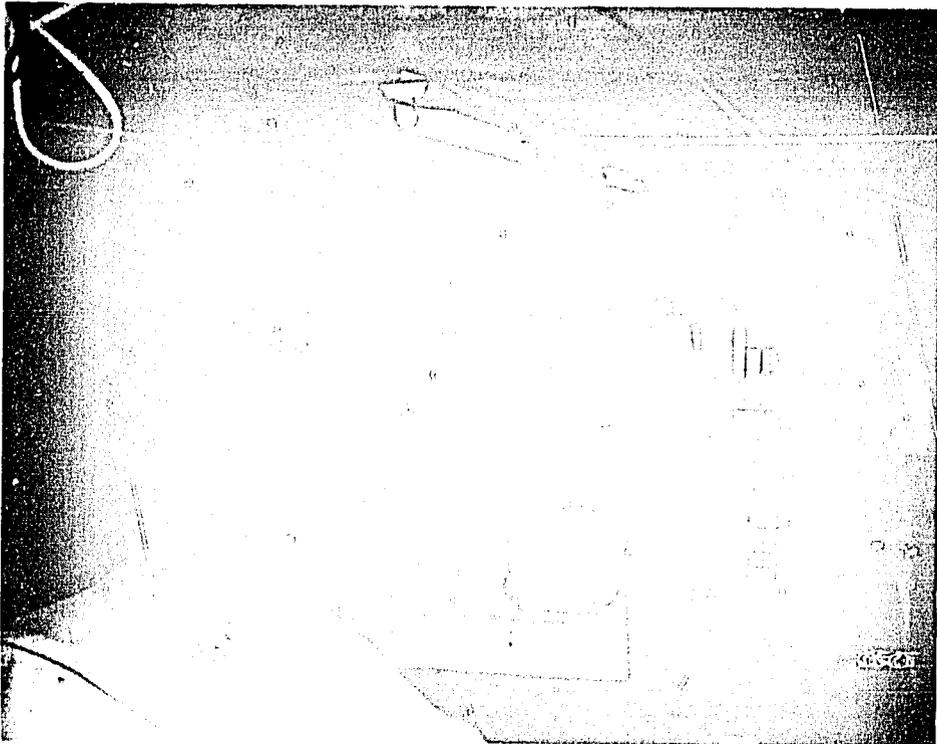
Policeman fingerprinting a clearance applicant outside the Central Records Division.



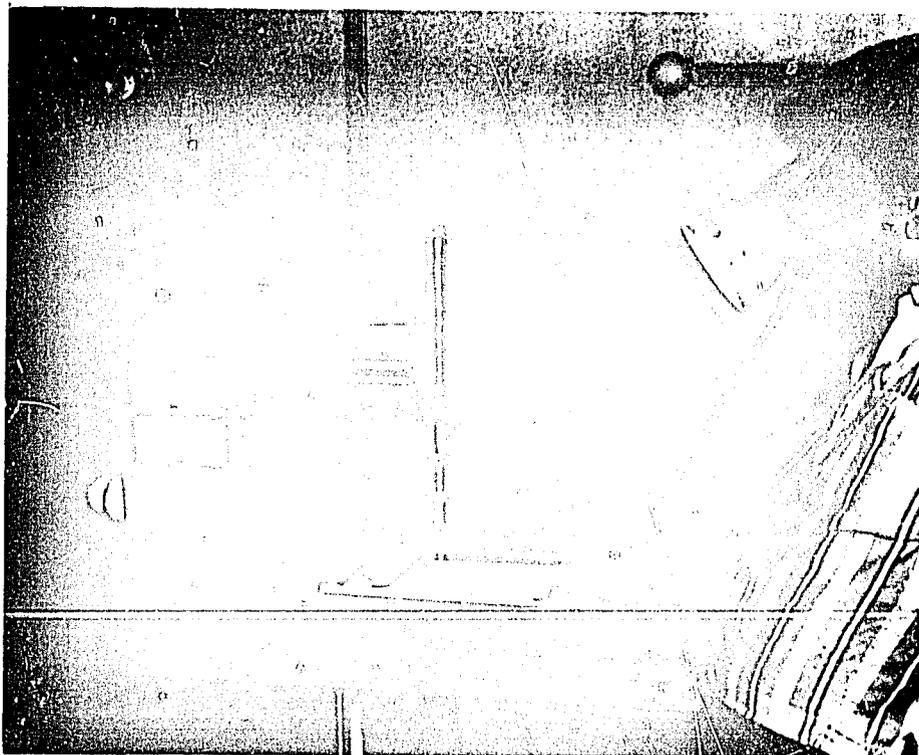
Applicants waiting for clearances outside of the Records Division.



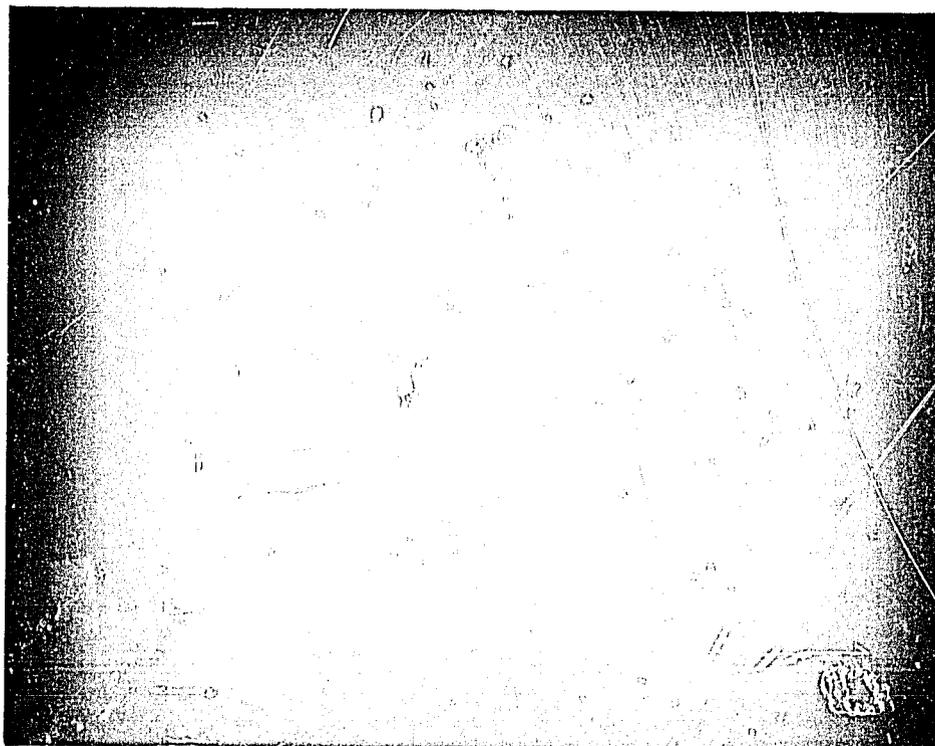
Congested second floor area of the Records Division. Note the inability of the officer to stand erect due to the low ceiling.



Congested second floor section of the Records Division.



Darkroom Enlarger



Unkept area used for processing photographs.

Plans and Training Division

The Plans and Training Division has recently been added to the police department organizational structure. The division has a police major as division chief, with no other staff and apparently no functional responsibilities. The division was apparently organized in conformity with Rule 1 of the Police Manual.

The Major in charge of the division has submitted two papers dealing with planning recommendations; the first dated January 21, 1972, the second dated January 24, 1972. In the case of the first, it was recommended the "Criminal Records and Communications Division" and the "Warrants and Subpoena Section" be combined. The survey team does not concur with this recommendation. The Warrants and Subpoena Division, if it were combined with any division should logically be merged to the Secret Service Division. The responsibility of criminal investigation as such should be expanded to encompass the serving of warrants. The problem of serving subpoenas is somewhat of a unique task to a police department, however, it should also be in the hands of the Detective Division.

The current practice of only one person being aware of an outstanding warrant reduced significantly the effectiveness of the police department to effect an arrest. The fact that a warrant is outstanding should have the widest possible circulation within the police department so that the warrant may be served. The team concurs with the memorandum of January 24 recommending the re-creation of a central complaint office, the merging of the radio communications and central records. There has been a tendency, however, within the police department to over specialize. While functions are combined, no additional personnel are required. Actually, fewer people should be needed to perform the service.

RECOMMENDATIONS

1. Adopt and publish a written operational procedure, documenting the entire function of this office in complete detail.
2. Organizationally, place this office and its functions under the direction of Administrative Bureau.

ADMINISTRATIVE BUREAU
PLANS AND TRAINING DIVISION
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72

1

30 Jun 73

2

31 Dec 73

30 Jun 74

OPERATIONS BUREAU

Introduction

The preceeding chapters dealt with leadership, administration, financial matters, personnel, and various principles of police organization.

We now address the functional tasks to be performed by members of the department assigned to provide direct service to the general public. To accomplish this fundamental police purpose, the Police Department performs certain operations. These tasks are designated as primary, line or field operations; and they may be grouped according to their immediate purpose.

Patrol: To repress criminal activity, regulate conduct and perform a number of services for the public.

Traffic Control: To prevent accidents and congestion.

Crime Investigation: To apprehend criminals, recover stolen property and gather and prepare evidence for the prosecution of criminals.

RECOMMENDATIONS

1. An Operations Bureau be formed and activated, composed of a Commander responsible for Patrol, Traffic, Investigation, Juvenile, and Field Divisions.
2. A task force composed of staff members appointed by the Chief of Police should draft a proposed detailed Standard Operating Procedures for presentation to the Chief for approval and execution.

**ADMINISTRATIVE BUREAU
PLANS AND TRAINING DIVISION
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS**

Recommendations:

31 Dec 72

1

30 Jun 73

2

31 Dec 73

30 Jun 74

OPERATIONS BUREAU

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RECOMMENDATIONS

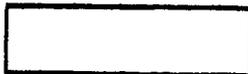
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OPERATIONS BUREAU
INTRODUCTION
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72

2

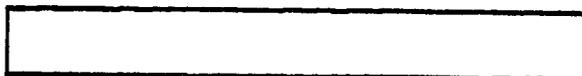


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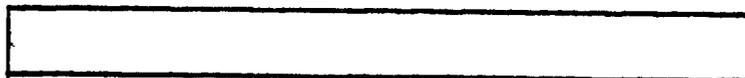
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31 Dec 73



30 Jun 74



Mobile Patrol Unit

Office Facilities - The Mobile Patrol Office is situated several hundred meters from the police headquarters building. The building and land is owned by the University of Mindanao and used by the police department, rent free.

Personnel - The Mobile Patrol Unit is commanded by Sergeant Ernesto Macasaet. A total of thirty personnel are assigned to the Mobile Patrol Unit.

1	Sergeant
4	Patrolmen First Class
25	Patrolmen

Four personnel are assigned to Administration and work the first shift, 7:00 AM to 3:00 PM. The four are the Chief, Assistant Chief, Intelligence Officer, and a clerk typist.

Four personnel are assigned to the first shift, patrol detail, 7:00 AM to 3:00 PM: 1 Desk Officer; 1 Station Reserve; 1 Team Leader (Mobile); and 1 Member (Mobile).

Eleven personnel are assigned to the second shift, patrol detail, 3:00 PM to 11:00 PM: 1 Desk Officer; 1 Station Reserve; 3 Team Leaders (Mobile); 3 Drivers; and 3 Members (Mobile).

Eleven personnel are assigned to the third shift, patrol detail, 11:00 PM to 7:00 AM: 1 Desk Officer; 1 Station Reserve; 3 Team Leaders (Mobile); 3 Drivers; and 3 Members (Mobile).

The average length of police service for personnel assigned to the mobile patrol unit is 6.8 years.

Vehicles - The Mobile Patrol Unit is assigned four Toyota Land Cruiser vehicles. One is a 1966 model, one a 1967, and two are 1968 models. All are operational and radio equipped.

Vehicle Maintenance - There is no established system for the maintenance of department vehicles. Individual policemen frequently buy inexpensive spare parts and sometimes even gasoline, just to keep the vehicle in operation. The failure to provide sufficient funds or a system for routine preventative maintenance as well as repairs results in:
1) reduced vehicular life and far more expense in the long run;

2) reduced services necessitated by out of service time for vehicles; and, 3) poor safety and morale for those officers using the equipment. For vehicles requiring major repair, it is necessary that the work go to bid resulting in extraordinary delays.

The City of Davao should immediately explore the possible alternatives of: 1) establishing a city maintenance shop responsible for the servicing and repair of all city vehicular equipment, 2) contracting with a local auto repair shop for routine maintenance and major repair.

Sufficient additional vehicles should be obtained to insure that service will not be adversely affected by equipment failure or scheduled maintenance. Usually one "spare" vehicle should be available for every five or six vehicles in regular service.

Organization - Patrol should be organized for the purpose of facilitating the attainment of police objectives. Organization can be defined as the arrangement and utilization of resources of personnel and material in such a way as to make easier and to expedite the attainment of specified objectives in an efficient, effective, economical, and harmonious manner. Organization is not an end in itself--it is a facilitative device, a tool of management. The Davao Police organizational structure must be supportative of the process involved in the attainment of the agency's objectives. A redesigning of the Davao Police Department organizational structure is imperative. Organization cannot be construed ever to be unchangeable; it must have the quality of flexibility. Desirable changes are major.

Line Functions and Activities - The Davao Police Department should be goal-oriented. It is established and supported for the purpose of obtaining optimal levels of public and personal security within carefully prescribed ethical and legal parameters. Those components of the police department (patrol and traffic) that directly confront and attempt to eliminate the impediments to goal achievement are operational in nature.

The patrol force cannot be denied its role as the primary operational element. The police mission involves: 1) Prevention of criminality; 2) Repression of crime; 3) Apprehension of offenders; 4) Recovery of property; 5) Regulation of non-criminal conduct; and 6) Performance of miscellaneous services. Each is a patrol obligation.

There would be no need for secondary or supportative operational units (traffic and investigation) if the patrol force could be 100 percent successful in its crime preventive and controlling efforts--an obviously impossible goal. Time and area restrictions normally imposed on patrol field units, developing needs for specialized training and experiences,

and other factors combine in such force, however, that there is an inevitable "spin-off" of resources from the patrol component to provide for the creation of specialized elements to handle aspects of traffic, criminal and other investigations, and other field-related responsibilities.

The current organizational and functional assignment of the Mobile Patrol Unit does not serve to facilitate the police objectives of the Davao Police Department. Control, coordination and use of the total resources now invested does not best serve to meet its objectives efficiently, effectively and economically. All arrests are referred or indorsed to either Precinct 1, or the Secret Service Division.

A most cursory preliminary investigation is usually conducted by mobile patrol units. PolCom report forms (e.g., case report and arrest report) are not used.

The Mobile Patrol Unit is organizationally placed at the division level, immediately responsible to the Operations Bureau Commander, while performing patrol functions in the same geographical area as Precinct #1.

The Patrol Division Commander (headquarters) should be responsible for the total patrol mission within the geographical boundary of the poblacion (Precinct No. 1). He should have under his command all available resources to accomplish the mission for which he will be held responsible. Much duplication will be eliminated. Command and supervision will improve. Lines of authority will be more direct and clear and coordination will improve. Within headquarters, the patrol, investigative, and traffic divisions should be organizationally responsible to the Operations Bureau Commander. Each rural precinct commander likewise, should be responsible to the Operations Bureau Commander. Each division, divided thus, assumes all the responsibilities now placed on Precinct No. 1, eliminating the organizational need for Precinct No. 1. All personnel and material resources of Precinct No. should be redistributed among the divisions of the Operations Bureau.

Patrol Administration - The patrol force is the backbone of any police department and should comprise its largest unit. Approximately 50% of the police personnel should serve in this element.

Patrol personnel, serving in uniform, should be distributed throughout the city in continual contact with the public. Patrolmen are the eyes and ears of the police administrator. Solutions to police problems depend heavily on the information gathered and reported by uniformed officers, and, to a lesser extent, on that provided by other officers.

The patrol force is the action arm of the police department. Its field functions are multiple. They range the action spectrum from conducting preliminary investigations of murder, robbery, responding to reports of sudden disaster, herding cattle off highways, arbitrating domestic disturbances and searching for lost children, to transporting sick and injured persons to medical facilities. In fact, a patrolman "combines the knowledge and qualities of priest, physician, lawyer, banker, social worker and family friend."

Because the field work of the patrol force involves multiple duties, the more effective the patrol division, the less extreme is the pressure on the other more specialized operating divisions. Nonetheless, since the patrol force cannot be 100 percent effective in its crime fighting and investigating roles, other operating divisions are necessary to the extent that the patrol division fails to prevent crime and apprehend criminals. Therefore, any efforts made to strengthen the other divisions at the expense of the patrol division will lead to an endless cycle, for the weakening of patrol only increases the burden on the special units.

With the patrol force deployed throughout the community and able to respond rapidly to call for services, one or more men in radio-equipped patrol cars should arrive first at the scene of a crime or disaster. But merely reaching the scene of an incident should not mark the end of a patrolman's mission; it is just the beginning. The measures a patrolman takes to confront a situation, the discretionary decisions he makes, the way he interacts with citizens, the skill and imagination he applies to conducting investigations, questioning suspects, interviewing complainant and witnesses, and the techniques he follows in searching crime scenes and preserving physical evidence are the hallmarks of the job. The work of a patrolman is of far-reaching importance, and the quality of service rendered by the whole department is largely dependent upon his competence.

Constantly in view, patrolmen are the public symbols of their department and the city of Davao. Those who perform in a slovenly or ineffective manner, appear inattentive to duty, disregard their appearance or speak discourteously or disrespectfully to any citizen impair the reputation of the whole force. Those who are well groomed, conduct themselves with dignity and are fully committed to their community convey an impression of excellence. So the manner of selecting, training, directing, supervising and disciplining policemen bears upon the effectiveness of the patrol force as well as the whole department.

Activities of the Patrol Force - The principal activities of the patrol force are preventing crime, suppressing disturbances, arresting offenders, and giving aid, relief and information to all citizens as circumstances

require. These activities are inherent in responding to calls and actively patrolling the streets, particularly those where crimes frequently occur.

General Activities - There are at least nine general classes of police patrol activities: (1) patrol and observation; (2) supervision of public gatherings; (3) provision of miscellaneous field services; (4) response to calls; (5) investigation; (6) collection and preservation of evidence; (7) arrest of offenders; (8) preparation of reports; (9) presentation of court testimony.

Patrol - Patrol is supposed to cause the potential offender to believe that there is no reasonable opportunity available to violate the law successfully. This is the concept of deterrence. Basic to the concept is the assumption that to increase the threat of apprehension raises the risk in committing the crime and so reduces the likelihood, thus, is a principal objective of police patrol.

Observation - Observation should be a principal function of every police officer; many collateral activities depend on what he observes. For example, the extent and accuracy of his observations influence his ability to discover insecure premises, unwholesome conditions, observation assists him in performing his first and most important task--the prevention of law violations.

Supervision of Public Gatherings - The patrolman is frequently assigned to attend or be near public meetings and assemblies. Usually his mission is to maintain order and prevent violence. Sometimes, however, an assembly must be dispersed, either for obstructing traffic, trespassing unlawfully on private property or behaving in a disorderly manner. Great tact must underlie his actions in order to avoid an open clash between the police and citizens. In all such cases, the patrolman must be mindful that free speech and peaceful assembly are important constitutional rights that should not be denied. Such rights, however, do not subsume license for illegal action that may require enforcement action.

Miscellaneous Field Activities - The patrolman performs a wide variety of public services while on duty. Many requests for service come from citizens who telephone headquarters. Many, however, are initiated by alert officers who observe situations that require attention. Others are initiated by citizens personally contacting the officer on patrol and requesting help.

Response to Calls - The patrolman is dispatched to every conceivable type of emergency, including suicides, illnesses, childbirth, fires, explosions and catastrophes. He must be able to render first aid and know what is required in each particular situation to ease conditions. When sent to the scene of a crime, he should arrest the perpetrator or pursue him, if apprehension seems likely, locate witnesses, safeguard

physical evidence, and recover stolen property. He is also called upon to render a wide variety of services that have only remote relationship to crime or criminals yet may protect life and property.

The better acquainted and more respected the patrolman is with the people on his beat the more likely citizens are to come to him for advice and help.

Investigations - The patrolman conducts many investigations. Some are the preliminary and continuing investigation of complaint mentioned above, others grow out of "on-view" observations. And, there are those which include gathering evidence on vice activities; investigating door-to-door salesmen, beggars, and other suspicious persons; checking vehicles with defaced or no license plates; or stopping vehicles driven in an unusual or suspicious manner. Patrolman should complete minor investigations and report major cases to the special divisions concerned when necessary.

With competent patrolmen on the street performing at peak efficiency, and all branches of the department coordinated, the force works as a unit. This is a sound basis for superior quality police service. The role of the patrolman in connection with vice and juvenile delinquency control and investigation will vary depending upon department regulations. A standard administrative practice is to assign patrolmen to handle only those specialized duties that do not interfere with their essential patrol activities.

Collection and Preservation of Physical Evidence - At the crime scene, evidence must be preserved as nearly as possible in the condition in which it is found; it must not be tampered with, removed, or destroyed. The ability of the patrolman to recognize what constitutes promising evidence and how to safeguard it is a basic factor in the prosecution of offenders.

Arrest of Offenders - Arrest is a primary patrol duty. Research discloses that the patrolman is more likely to make an arrest which is "hot" at or near a crime scene than he is to take suspects into custody following a considerable lapse of time after a crime's occurrence. Research also indicates that response time--the speed with which police can arrive at a crime scene--is important to arrest probability.

Preparation of Reports - Accurate and up-to-date records and statistical data are the basis for evaluating and planning the entire police operation. Since reports of patrolman are the primary source documents for many studies and decisions which police administrators make, field officers must complete them carefully. But the department's procedure for preparing reports must be such that men are encouraged to submit

reports; the "system" must not discourage reporting. Time and energy should be given to designing and implementing a reporting system that will encourage complete reporting yet minimize the number of hours patrolmen are away from their assigned areas.

Presentation of Court Testimony - Patrolmen are often witnesses in criminal cases and sometimes the only witnesses. Policemen must be prepared for withering cross-examination. Essential to being an effective witness is the complete and thorough knowledge of the facts. The importance of keeping an orderly notebook, recording what seems relevant to each investigation. The patrolman's testimony carries great weight with the court; hence, it must be presented truthfully, concisely, and effectively.

Patrol Administrative Issues - The Davao City Police executives must confront several administrative issues as they reorganize to patrol the city. One is selecting the patrol method best suited to provide essential services that, at the same time, assures maximum usefulness of personnel. After the Chief and his staff have decided which patrol method seems best suited to the varying city requirements, patrol personnel must be assigned to the time periods (shifts or watches in proportion to need for manpower and must be distributed throughout the city in proportion to need for their services. In addition, the need for supplementary patrol must be assessed. Finally, careful attention must be given to the provisions of excellent field supervision.

Selecting the Means of Patrol - Hard facts are lacking about what patrol method is most likely to produce optimal results under various circumstances. So, with little more than seasoned professional sense to guide you, you must decide what method will bring about the highest level or order on the streets of your city.

Foot Versus Auto Patrol - Foot patrol should be replaced by automobile patrol except in areas where the full time of the patrolmen is devoted to inspectional or regulatory duties. In other Philippine cities, however, analysis of the need for foot patrol has shown that most can be replaced by auto patrol with greater efficiency and economy in operation.

There are several advantages to motorizing patrol officers. They can patrol a greater area, overtake offenders in automobiles, and respond rapidly to emergency calls. Also, the auto protects the patrolman from inclement weather and permits him to carry a first-aid kit, fire extinguisher, a riot gun, report forms, and other equipment and supplies. In addition, the auto can transport other officers as well as prisoners. By means of two-way radio, the officer is in constant communication with headquarters.

There is, however, one major disadvantage to auto patrol. It arises from loss of contact between the officer and the people on his beat. This major disadvantage may be surmounted if the officer is indoctrinated in the proper use of the patrol car. He should learn that the car is simply highly specialized equipment intended to help do a better job of patrol.

Motor and foot patrols need not be mutually exclusive in all cases; the same area may be covered by both. Even in those areas where foot patrol is deemed necessary, it is prudent to supplement this coverage by including the area within the beat of a radio-equipped patrol car. The patrol sergeant supervising foot patrolmen should make his rounds by car, thus, increasing his opportunities to observe and to supplement foot patrol with the more flexible and responsive patrol car.

Patrol Numerical Strength - As a general rule, about 50 percent of a department's sworn members should be assigned to the patrol force. This figure is by no means a scientific index.

In general, the problem of what constitutes adequate patrol personnel is resolved by making a subjective judgment about what number of men is necessary to guard persons and property throughout a city against criminal attack and careless motorists. So the number of police patrol personnel becomes a matter of fiscal balance between the level of police service that a city wants and is willing to pay for. Within these broad limits, the city's appropriations body decides the degree of its needs and allocates to the police department monies to support the cost of patrol service. The number of patrol position is really determined at budget time. Once set, it becomes the Chief's responsibility to maximize the effectiveness of every man and use of all equipment, regardless of its adequacy. It becomes the Chief's responsibility as well to collect data designed to help describe police personnel and equipment requirements at the appropriations session.

The amount and kind of crime current in the city of Davao should be two principal factors in determining how many policemen are required. Place of occurrence and time of commission also have a bearing on the decision, as will the traffic congestion and accident picture.

Any estimate of required patrol strength should take into account the actual commitment of patrol force personnel for purposes other than basic patrol.

The police should not assign on-duty personnel to perform extraordinary special services. For example, some forces must commit men to serve the Mayor's office, the Commission on Elections, the court, the port or airport, private groups or clubs, individuals and as chauffeurs.

The police should not assign on-duty personnel to perform extraordinary special services. There should be sufficient budgetary allocations made to cover such details with off-shift men working overtime if the police must perform any such services. Where such practices are firmly entrenched, it will take a courageous Chief and Mayor to disengage the force from them. But it should be done.

Clearly, any estimates of police patrol-force staffing requirements must involve analysis based on police records. The skill and imagination of the department's planning and research staff, coupled with the adequacy and accuracy of police records and a program for extracting key data from records, will be directly related to the utility and defensibility of a manpower requirement study.

Distribution of the Patrol Force - Distributing the personnel available for patrol according to a carefully conceived plan based on need for services and the presence of hazards seems an elementary concept. Failure to follow this concept discloses either administrative ignorance that there are hourly and geographical fluctuations in the police work load or indifference to the opportunity for increasing efficiency by distributing the force on the basis of need.

Police Hazards - Needs for police service arise from the presence of hazards throughout the jurisdiction to be patrolled.

There are four kinds of identifiable police hazards: (1) persons; (2) property; (3) places; and (4) situations. To counteract hazards, officers should take three kinds of action: (1) conduct timely and thorough investigations of all incidents, regardless of their nature, that are reported by the public; (2) check out suspicious circumstances discovered through their own vigilance; and (3) furnish continuous, routine city-wide patrol service to minimize the effect of the more intangible hazards.

Chronological Distribution - From data based on experience factors, the police should know how crimes are committed, when they are committed, and, in general, who commits them. But none of this information is so exact that an officer may be sent to a place at a given time and be expected to arrest someone leaving a building. However, statistics will provide the police sufficient information to guide the assignment of policemen to general area and time periods so they are more likely to make arrests than at some other times and places.

Data for determining the proportional need for police services will come largely from the records of the department, since past experiences and operations are the best criteria for estimating future needs.

Geographic Distribution - The actual area of each beat should be a direct reflection of the relative need for police service; the smaller the size of the beat or patrol sector, the more concentrated the "action", while beats large in size have a less intensive requirement for patrol concentrated in one small area.

Walking Beats - Before finalizing a distribution plan, it would be timely to review the possible need for foot patrols in those areas where conditions may warrant such close coverage. These would be the major business districts and areas where occurrences requiring police actions are frequent, such as districts where large numbers of people congregate, and where recreational centers, and bars predominate. If there are to be some foot beats, their layout is relatively simple. It involves determining the man-hours needed to cover the streets and to inspect the police hazards predominating the area. The balance of the patrol force should be motorized and assigned to the various patrol beats into which the area of the city is divided on each shift.

Review the Plan - Once a revised patrol distribution plan has been prepared and implemented, it should not become static and inflexible. Rather the plan should be regularly reexamined in light of up-to-date statistical data to determine that both the times and the areas of greatest crime are properly reflected in the distribution of the patrol force. The review should be a continuing process, with changes being made as conditions dictate.

Patrol Force Supervision - Supervising a widely dispersed field force poses many management problems. One is minimizing the effects of decentralization, a condition in which most patrol officers have no supervision. Another is assuring that every officer carries out his mission consistent with departmental procedures and policies. These problems illustrate how important it is that patrol division supervisors are mature, forceful, tireless and able to inspire confidence. It also highlights the importance of having an ongoing staff development and supervisory training program.

The sergeant is the most important patrol force supervisor. He is the man who is held responsible by higher ranking patrol commanders for getting the job done.

There must be emphasis on direct and constructive supervision not only in operational divisions but throughout the police department. Continuing inattention to duty by subordinates should result in disciplinary action. But before behavior problems are submitted for resolution by formalized tribunals, supervisors should make every effort to exercise supervision which is positive in nature. This is important because constructive supervision, rather than supervision which is negative in

nature, can do much to counter the rigid, static "system" which characterizes the Davao Police Department. Under well trained, understanding and capable leaders, police morale be materially elevated and the city should receive a maximum of productive hours from all police personnel.

RECOMMENDATIONS

1. The Mobile Patrol Unit should be functionally integrated into a headquarters patrol division utilizing manpower resources from Precinct No. 1 and designated Patrol Division. (Police Manual Rule 1, Section 5.)
2. Relocate mobile patrol unit to the central police headquarters building.
3. High priority should be given to supervisory training for all ranks of sergeant and above. College and university training should be encouraged and incentives devised for all personnel.
4. Assign at least fifty percent of all police personnel to the patrol force, applying this principal in all precincts as well.
5. Distribute the patrol force according to a carefully conceived plan based on the need for services and the presence of hazards. (The development of accurate data will depend upon a total revamp of the department records keeping practices).
6. Provide a system of scheduled maintenance and repair for all police vehicles. The establishment of a city garage or a contract with a private garage are alternatives that should be evaluated.
7. Patrol personnel should be trained to conduct in-depth preliminary investigations, gather and preserve evidence, make arrests, and prepare all related reports. This will essentially effect a change in the current philosophy and practice. Far too many cases are being referred to the investigative unit. Cases should be referred to the Investigation Division only when the arrest of a suspect is not imminent or additional witnesses and evidence may require prolonged investigation. This principal and practice applies to all precinct patrol operations.
8. Compile a Davao police operations manual for distribution to all police personnel. The manual should set forth operating procedures and personnel rules and regulations including a disciplinary procedure. A loose leaf binder is recommended for ease in amending.

9. Temporary Operating Permit (TOP) citation books should be issued to all uniformed personnel. It is unreasonable to expect the traffic division to carry the load of traffic enforcement. The department should take immediate steps to qualify all uniformed personnel under the provisions of the LTC/PolCom Memorandum Circular, dated January 29, 1971.
10. Provide first line supervision for all patrol personnel at the time and place the task is being performed.
11. Every report completed by police personnel should be reviewed and approved by a supervisor before being forwarded to central records at the end of each shift.
12. Bicycle patrol should be evaluated to supplement motorized patrol. The bicycle is inexpensive, noiseless and can be ridden in places not designed for cars yet require police patrol.
13. Except under unusual circumstances, no more than two officers should be assigned to a mobile patrol unit. Three officers assigned to one mobile unit is a misuse of manpower.
14. The use of civilian drivers should be eliminated. A practical problem is they tend to conduct themselves as policemen, yet are untrained and unqualified. The present practice of some civilian drivers being permitted to carry a weapon issued by the department should be eliminated.
15. Patrol division shifts should be commanded by a lieutenant designated as shift or watch commander. In the absence of the operations bureau commander, deputy chief of police and chief of police, usually on the morning and evening shifts, the patrol division shift commander is responsible for all police activities. The designation of officer of the day should be eliminated.
16. The patrol shift or watch commander should exercise staff supervision over records and communications units of the services bureau in the absence of their commander.
17. Patrol personnel should report for duty thirty minutes prior to the shift hour for briefing, inspection, and roll call for training.

18. Extend shift assignments from two to six months. Rotation each fifteen days does not permit the employee sufficient time to become acquainted with his patrol area nor sufficient time for a personal adjustment to shift work.
19. Provide sufficient budgetary support for additional radio patrol vehicles and maintenance. The minimum required will depend upon the establishment of new patrol sectors based upon patrol hazard analysis.

OPERATIONS BUREAU
PATROL DIVISION
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

10, 11, 13, 17

31 Dec 72

1, 2, 3, 4, 8, 9,
12, 14, 15, 16, 18

30 Jun 73

5, 6, 7, 19

31 Dec 73

30 Jun 74

TRAFFIC CONTROL DIVISION

The Traffic Control Division is commanded by Major S. M. Olivar. There are 50 personnel assigned to the Division. The office facility is located on the same block as the police headquarters, facing the street behind the headquarters building.

Personnel

Five personnel are assigned to administration; seventeen to office duties; six to the traffic mobile patrol unit; fourteen to intersections and signal lights; six to the motorcycle unit; and two on leave status. Approximately 14 percent of the Davao police personnel are assigned to the Traffic Control Division.

Vehicles

One 1966 Toyota jeep is assigned to the Traffic Control Division. Four motorcycles are operational, but in poor mechanical condition. Four additional motorcycles are the personal vehicles of individual traffic officers for which there is no compensation for their use. In fact, the individual officers using their personal motorcycles are responsible for all maintenance, even to include operational requirements for gasoline and oil.

Registered Vehicles

In 1971, there were 10,583 private vehicles and 3,478 vehicles for hire or a total of 14,061 vehicles registered in the City of Davao. There are, of course, far more vehicles operating in the city that were registered elsewhere. There are 13 bus transportation companies operating in Davao City.

The Accident Picture

During 1971, there were 1,568 accidents reported to the Davao police, including 994 property damage, 542 injury, and 32 fatalities. Of those, 520 cases were forwarded to fiscal's office. No records were available of conviction rates.

Program Development

The basic line functions of traffic control are accident investigation, traffic direction, and enforcement. These, to be effective, must be supported by adequate performance of nonline functions involving records, planning, and training, as well as others. In order to convert activities into a program, it is necessary to know the what, when, and where of the problem, and to establish and work toward reasonable and attainable goals.

The responsibility for developing a program lies, of course, at the top level of police traffic management. The man at the top must have available to him a mass of information on the kind and extent of the circumstances that are creating the traffic accident problems. Thorough investigation of accidents, with good reporting, will produce a mass of factual data. To be useful, however, the data must be processed and put into significant form -- tables, graphs, summaries, percentages, and rates. The police must be able to predict when, where, and how accidents are likely to occur, in order to prevent them. The first requirement then, is complete accurate reporting.

Police Traffic Supervision

A well-rounded police traffic program cannot be described by the word enforcement alone, as enforcement is only one of the jobs to be done by the police. Traffic supervision may be considered a keeping order on the streets within existing regulations, in order to make their use safe and expeditious. Its objectives are to: (1) diminish losses from accidents; (2) determine accident facts as a basis for both prevention and service to involved citizens who need objective, impartial evidence to obtain justice in civil settlements; (3) assist accident victims by first aid to and transportation of injured persons, and by protection of property in vehicles; (4) obtain compliance of motorists and pedestrians with traffic laws and ordinances and driver license regulations; (5) assist the traffic engineer by providing significant information; (6) serve as the city government's inspection, investigative and reporting field force to discover problems and propose corrections that will help achieve safer and more efficient motor vehicle and pedestrian travel, and vehicle parking; and (7) give information and assistance to motorists and pedestrians.

Traffic Accident Investigation

Officers engaged in traffic accident investigation must take any appropriate steps to prevent accidents from becoming more serious. These may involve placing lights to warn approaching vehicles; giving first aid, providing for transportation of injured persons, putting out fires, and taking precautions against their starting or spreading; preventing pilferage or loss of goods from vehicles or persons involved in the accident; directing traffic and controlling bystanders; and seeing that the roadway is left in good condition.

The Davao police are seriously ill-equipped to provide these basic services. No emergency vehicles are available to transport the injured. The injured are sometimes moved for emergency care by police vehicles which are not designed for transporting the seriously injured. More often, the injured are transported by jeepney. Undoubtedly, accident victims have unnecessarily died or serious injuries have been aggravated for the lack of adequate transportation. Few police personnel have had any first aid training. No emergency equipment is available to be used by police personnel to warn approaching

vehicles of accident roadway obstructions. Nor does the department have access to the services of a tow truck to remove disabled vehicles that sometimes obstruct traffic for hours or even days. The practice is to request a passing truck to remove the obstruction.

Traffic Law Enforcement

Traffic law enforcement by the police means all police acts or operations that relate to preventing traffic law violations, and observing, detecting, and taking appropriate action against motorists and pedestrians who commit violations. Enforcement action is not produced by patrol activity alone. A necessary part of enforcement is the investigation of accidents. If enforcement of any type is justified as a deterrent, on the basis that it can and does prevent accidents, then taking enforcement action after an accident has occurred, against persons whose violations caused the accident, is the most reasonable and fair type of enforcement. Traffic law enforcement has the primary objective of deterring violators and potential violators of traffic laws and regulations.

One of the important deterrents thus supplied is psychological -- fear of fine, imprisonment, or loss of driving privilege, and loss of prestige, or embarrassment, due to social pressures. Still another is in the positive area of good citizenship or good parenthood -- doing what is right and setting an example for others, particularly children. The first goal is to secure a high level of voluntary compliance, the second is to take appropriate enforcement action against those persons who do not obey the laws, either inadvertently or deliberately. There is a direct relationship between the level of traffic enforcement and the accident rate.

Available traffic data for the Davao police is insufficient to develop indices. Consequently, selective enforcement is not applied. Selective enforcement, the principal quality measure, is simply the application of enforcement effort against the types of violations which are causing accidents at the times and places when and where the accidents are occurring.

Selective enforcement is necessary to:

1. Make most effective use of available personnel.
2. Minimize the incidence of traffic accidents.
3. Gain public support.

Enforcement of traffic regulations in the City of Davao is far below what reasonable can be produced, even under some very trying conditions which the unit is now required to function. Even though the unit is not organized to most effectively use available personnel; even though it is poorly equipped; even though funds are so limited the department cannot afford the ₱1.50 to provide each field officer a (TOP) citation book, the lack of enforcement activity stems more from attitude rather than from a lack of resources. For example: political interference has contributed to a less than objective and impartial enforcement policy. This philosophy permeates down through police ranks to the officer on the beat. It is

evident, as one moves through the business district, that parking is an area of enforcement which has received so little attention, for so long, that an act of enforcement would no doubt shock an erring motorist.

The enforcement index of Davao City, due to the lack of complete data, could not be accurately determined. However, a liberal analysis measured less than 3. The enforcement index, the principal quantity measure of enforcement, is a representation of the proportional relationship of the number of citations and arrests for hazardous moving violations which have resulted in convictions with penalty to the number of vehicle accidents in which persons were injured or killed.

A generally accepted norm for enforcement efforts is an index of 20. This figure is not proposed as an absolute but is the point at which many agencies dealing with traffic accidents and hazardous violations have found that enforcement results in some measure of control over the incidence of traffic accidents. In effect, this says that the conviction with penalty of about 20 drivers and pedestrians for hazardous violations is required for each fatal and nonfatal injury accident occurring in the city to stop or begin to reverse a rising frequency of accidents.

RECOMMENDATIONS

1. The Traffic Division should organizationally be placed under the Operations Bureau and designated Traffic Division.
2. The Traffic Division should exercise functional control and supervision over the traffic work of all precincts. Through the authority of the Operations Bureau Commander, the Traffic Division exercises functional control to include preparation of reports and conformance with regulations covering enforcement. There is neither direct nor staff command or supervision. Actual control is effected through precinct command.
3. All uniformed personnel who qualify under the joint LTC/POLCOM Memorandum Circular dated January 29, 1971 should be issued Temporary Operating Permit (TOP) books. Adequate attention is not being paid to traffic enforcement including parking violations, by any unit. The department should make every effort to qualify uniformed personnel from both traffic and patrol divisions.
4. Develop statistical data from accident and enforcement records that will permit the administrative head and staff of the Traffic Division to keep constantly informed on traffic conditions, trends, and the quality of the program and take continuing action to reduce the accident rate.

5. Develop a continuing broad traffic education program using every news media available as well as the public and private schools. Any new traffic enforcement programs should be preceded by suitable public education.
6. Develop the position of city traffic engineer. Currently, little or no coordination exists between the engineering office and the police. Enforcement and education cannot succeed without an aggressive, sound and a well-coordinated traffic engineering program.
7. Cause the city engineer to make traffic-flow maps and other engineering data readily available to the Traffic Division for reference.
8. Make thorough engineering studies of all hazardous locations and conditions before remedial action is decided upon.
9. Assure that all regulatory measures and installations of traffic signs, signals, and markings are based upon thorough engineering studies.
10. Assign sufficient personnel to supervise limited time and no parking areas.
11. Discontinue the use of two-wheeled motorcycles. They are not being used for enforcement. The equipment is too expensive to maintain for transportation only. Hazards outweigh the advantage for their use as enforcement vehicles.
12. Develop an enforcement program based on a selective basis, providing concentration on the violations most frequently involved in accidents at the time and locations of most frequent occurrence in accidents.
13. Maintain the traffic enforcement index at a minimum level of 20.
14. Employ civilian typists to type reports and perform other office duties thereby relieving uniform personnel to perform police duties.
15. Provide training in traffic functions to all traffic and precinct uniform personnel to effectively and efficiently handle traffic responsibilities.
16. Investigate accidents at the scene of the accident whenever possible.
17. Adopt the uniform accident report recommended by the Police Manual, Rule XV.

18. Eliminate the practice of settling traffic accident cases amicably between parties. When sufficient evidence exists, the case should be filed for prosecution, regardless if damages are paid or not.
19. Initiate a continuous enforcement program against persons, business establishments and construction companies who obstruct sidewalks and streets in violation of city ordinances.
20. Begin a continuous program to centerline streets and paint crosswalk. Coordination should be effected between the police and engineering departments.
21. Institute remedial measures and long-term planning to alleviate the present and future traffic congestion within the central business district.
22. Budget for a continuous program of street maintenance and repair.
23. Provide automatic traffic signals at all major and congested intersections to relieve traffic officers to perform other traffic functions.
24. Provide essential logistical support for the Traffic Division to perform its functions effectively, as follows:
 - a. Additional radio vehicles.
 - b. Office equipment to include typewriters, adding machines and filing cabinets.

OPERATIONS BUREAU

Traffic Division

TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72

15, 16, 18, 19

30 Jun 73

1 - 4, 17, 20

31 Dec 73

5 - 10, 12 - 14;
21 - 24

30 Jun 74

11

Precincts

Precinct 1 is housed in the same building as is the main headquarters of the police department. It is composed of 58 men; 6 officers and 3 civilian drivers. Of the 58 men, 3 are sergeants; 5 corporals, 18 PFCs and 32 patrolmen.

The Deputy Chief of Police, who was acting Chief of Police, was concurrently acting as Precinct Commander. Captain Domingo Luna who was the Precinct Commander for fourteen years was reassigned as Police Inspector General on January 2, 1972. Hence, the Deputy Chief of Police took command of the precinct.

At the time of the survey, 10 men assigned to the precinct were on sick leave or leave of absence, and five additional men had been terminated because of non-eligibility.

In reviewing the strength of the police department as of February 19, 1972, there were 404 authorized police positions with 367 on board. The department is approximately 10% below authorized strength. Additionally, there are a total of 35 non-eligibles in the police department. This has reduced the effective strength of the department to 332 against an authorized strength of 404 or 88% of its authorized strength. The police department in general and the precinct in particular cannot adequately function with this many personnel effectively deleted from its rolls.

Several discussions were held with the personnel of the police department concerning the actual population of the precinct. At no time during the survey was it possible to determine: (1) the population of the precinct; or (2) an agreed upon population of the city. The Bureau of Census reported in 1970 that the population was 392,473 against a city estimate of 750,000, a difference of 357,527.

Shifts

It is the practice of the precinct to change the shift assignment of personnel every 15 days. It has been found that physically and psychologically, people working in shifts adjust more satisfactorily by being allowed to remain on the same shift over an extended period.

Physical Plant

On examining the precinct, it was observed that there are no facilities for storage of rifles, shotguns, or other weapons commonly called, "long arms". These weapons are simply stacked behind the precinct desk officer's area.



Precinct Commander, Desk Officer and Recorder
of Precinct 1.

Assignments

A review of the Disposition of Personnel sheet dated January 30, 1972 for the period February 1 - 15 discloses that for the most part precinct personnel are assigned as guards. For the first platoon, two persons for the total poblacion are assigned to walking patrols; for the second platoon, the afternoon shift, one person is assigned a walking beat; and for the third platoon, early morning shift, none are assigned. There is, however, a cover shift for the period 8:00 PM to 4:00 AM of eight policemen who are apparently responsible for walking patrols. If guard service is to be provided, it should be provided by a contractor capable of providing this type of physical security. In the case of the court, if the police are required to act as bailiff, then a bailiff to the court should be assigned, but only when the court is in session. The effective available personnel for street enforcement in Precinct 1 is so minimal as to be nearly non-existent. The very nature of the town requires that there be sufficient foot patrols on the several major thoroughfares within the poblacion.

Assignment Analysis

An analysis has been made of the distribution of personnel on board, by type of assignment and shift. (See Table IV). It will be noted that 34% of the personnel are assigned to fixed posts, 24.5% to walking beats, and 17% as investigators. When excluding the 8:00 PM to 4:00 AM shift personnel, these figures change significantly: to fixed posts - 40.9%; walking beats - 11.4%; and investigators - 20.5%. Additionally, 61.4% of the staff, excluding the 8:00 PM to 4:00 AM shift, are assigned fixed post or investigative assignments. These figures graphically illustrate the need to redirect the precinct personnel.

Precinct 1
Distribution of Personnel on Board
By Type of Assignment
and Shift, February 1972
(Excludes 15 on leave, sick, suspended, terminated)

Type of Assignment	: TOTAL		:FIRST PLATOON		:2ND PLATOON		:3RD PLATOON		:8:00 PM - 4:00 AM	
	: No.	%	: No.	%	: No.	%	: No.	%	: No.	%
Total	: 53	100	: 19	100	: 13	100	: 12	100	: 9	100
Commanding Officer	: 1	1.9	: 1	5.3	:	:	:	:	:	:
LT (OIC)	: 5	9.3	: 2	10.5	: 1	7.7	: 1	8.3	: 1	11.1
Record Clerk	: 3	5.7	: 1	5.3	: 1	7.7	: 1	8.3	:	:
Guard (Fixed Post)	: 18	34.0	: 8	42.0	: 5	38.4	: 5	41.8	:	:
Patrol (Walking)	: 13	24.5	: 2	10.5	: 2	15.3	: 1	8.3	: 8	88.9
Exhibit Custodian	: 1	1.9	: 1	5.3	:	:	:	:	:	:
Driver	: 3	5.7	: 1	5.3	: 1	7.7	: 1	8.3	:	:
Investigator	: 9	17.0	: 3	15.6	: 3	23.2	: 3	25.0	:	:

Excluding 8:00 PM to 4:00 AM Shift

	<u>Number</u>	<u>Percent</u>
Commanding Officer	1	2.3
LT (OIC)	4	9.0
Record Clerk	3	6.8
Guard (Fixed Post)	18	40.9)
Patrol (Walking)	5	11.4)
Exhibit Custodian	1	2.3) 61.4%
Driver	3	6.8)
Investigator	<u>9</u>	<u>20.5</u>)
Total	44	100.5

Investigation Section

The investigation section of the precinct is composed of 10 men working in equal numbers on each shift with the exception of the police lieutenant in charge who works the first shift. There is a significantly high percentage of the total departmental personnel committed to the investigative function, both in the Secret Service Division and the precincts. As these specialized entities expand, the patrol manpower is dissipated.

Procedures

Approximately 80% of all incidents coming to the attention of the police are reported by the victim physically coming to the precinct to make the complaint. After the complaint has been registered on the police blotter, a precinct investigator evaluates the case, "prepares the paper", which in reality is simply taking statements from the victim, suspects, etc. If the suspect is known, these documents are forwarded to the fiscal and the case is terminated at this point. If on the other hand the victim does not know the name of the suspect or the suspect is not available, the case is then forwarded to the Secret Service Division where it is processed.

RECOMMENDATIONS

1. Eliminate Precinct No. 1 as currently organized. Establish divisions for Patrol, Investigation, Traffic and Juvenile Control at headquarters responsible to the Operations Bureau Commander. Headquarters Divisions will be responsible for police operations in the poblacion, the present geographic boundaries of Precinct No. 1.
2. Reassign all Precinct No. 1 personnel to other departmental units with priority emphasis being given to the patrol function at headquarters and in precincts.
3. A precinct commander should hold the rank of Lieutenant at minimum.
4. Precincts to serve areas outside the poblacion should be retained and retitled.
5. An evaluation should be made of each precinct in relation to staffing, population, incidence of crime and their existing resources. Police services in rural areas must not be neglected.
6. Establish a Field Division Commander at headquarters. The Field Division Commander will be responsible to the Operations Bureau Commander for police services in all precincts.

7. Provide a secure area, accessible to authorized personnel, for proper storage of weapons.
8. The practice of assigning policemen to fixed posts should be carefully evaluated. Fixed post assignments should be for only limited duration and with exceptional justification.
9. Fixed post assignments should be replaced with line foot beat patrols.

OPERATIONS BUREAU

Precincts

TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72

[Redacted]

30 Jun 73

1 - 9

[Redacted]

31 Dec 73

[Redacted]

30 Jun 74

[Redacted]

SECRET SERVICE DIVISION

The Davao Police Department does not have an organizational chart, therefore, this report cannot reflect the position of this division within the Department.

The Division is still designated as "Secret Service Division" rather than Investigative Division as required by the Police Manual.

The location of the Division is removed from the headquarters and the rest of the department. It is in an old, dilapidated building on the water front.

Organization

The Secret Service Division presently consists of the following units:

1. Assistant Chief - serves as the Executive Officer and Administrative Officer of the Division. Serves as Chief SSD in the latter's absence. Present acting assistant is a lieutenant.
2. Night Supervisor - acts as Chief SSD during night time. Position filled by Captain.
3. Homicide and Arson Section - At the present time a sergeant is the officer-in-charge. This section has jurisdiction over all cases of paricide, murder, homicide, infanticide, other deaths or injuries, suicide, discharge of firearms, abortions and arson.
4. Theft and Robbery Section (TRS) - The section is headed by a lieutenant and is organized into three specialized units:
 - (a) The anti-porch climbing team
 - (b) Anti-armed robbery unit
 - (c) Pickpocket-snatching unit

This section has jurisdiction over all cases of robbery and theft as defined in Penal Code Articles 293 to 311, as well as all cases of estafa and swindling.

5. General Investigation Section - The GIS is headed by a lieutenant and has investigative jurisdiction over all other crimes not handled by HAS, TRS or the Field Inspection Unit.

6. **Field Inspection Unit** - This unit was created on February 5, 1972. It is headed by a detective who is officer-in-charge. The FIU is responsible for Vice Control, Juvenile Control, Narcotics Control and dissident youth activities and/or leftist movements.

Personnel

A total of 59 members are assigned to this division, or 16% of the force. The duly appointed Chief of the Secret Service Division is Nicolas Villamor. He has been relieved from his command and assigned to the Office of the Chief of Police. He was not available to the survey team.

The acting Chief of the Secret Service Division is Major Tony T. Teves. He was appointed to this position on January 3, 1972. Major Teves is an attorney and has been a member of the department since April 1968. During this time Major Teves has served as Department Legal Officer (a position he still holds), Chief Radio Control Unit and served 8 months as Commander of Precinct #4.

The Assistant Chief of the Division is Lieutenant Rafael Panal. Lieutenant Panal has been assigned since January 3, 1972 and is a college undergraduate.

The remainder of the division personnel are assigned as follows:

- | | |
|---------------------------------------|--|
| 1. Administration (6) | 1 Major
1 Lieutenant
1 Captain
3 Detectives |
| 2. General Investigation Section (13) | 1 Lieutenant
4 Corporals
7 Detectives
1 Patrolman |
| 3. Homicide and Arson Section (8) | 4 Sergeants
4 Detectives |
| 4. Theft and Robbery Section (23) | 1 Lieutenant
1 Sergeant
2 Corporals
19 Detectives |
| 5. Field Inspection Unit (5) | 5 Detectives |
| 6. Members on Leave | 3 Detectives |
| 7. Members suspended | 1 Detective |

A profile of Secret Service personnel is as follows:

The Division has:

- 1 Major
- 1 Captain
- 3 Lieutenants
- 5 Sergeants
- 7 Corporals
- 37 Patrolmen

Only one member does not have civil service eligibility. There are five LLB degree holders, one attorney, eighteen college graduates, including one masters degree holder.

This division is over-staffed. As stated above, 16% of the force is assigned to the Secret Service Division. It should in fact not exceed 10% or in the case of Davao never more than 40 men should be so assigned.

There is too much specialization which has resulted in an unequal distribution of the workload and inefficiency.

The approximate average case load by unit per month is:

Homicide and Arson	10 per month
Theft & Robbery	50 per month
General Investigation	20 per month
Field Inspection Unit	16 per month

There are no investigative personnel assigned to the precincts. Each precinct conducts its own criminal investigations.

The work hours and shifts for investigative personnel seemed to be irregular. The detectives work seven days a week. There is a desk officer 24 hours a day and several investigative personnel are assigned to night duty. Assignments and hours of duty are permanent except for desk officers who rotate every 15 days.

Investigators work in pairs on all cases. This is a waste of manpower as most cases could be investigated more effectively by one man.

There is no need for a captain to be permanently assigned as the night supervisor. Supervision of detectives working nights should be staff supervision by the commanding officer of the Patrol Division or line supervision by the Investigation (Secret Service) Division desk officer.

In Davao City, one team (two investigators) should be assigned from 6 PM - 2 AM, after 2 AM there should be no need for a permanently

assigned crew. A call schedule should be developed. The members assigned to this division are selected by the Chief of Police. There is no test procedure or formal interview.

The Division does have a "Standard Operating Procedure," dated February 2, 1972. This is Memo Circular #1, which has been made available to all members of the division.

All photographs and fingerprints are handled at headquarters, not at the division.

Equipment

All members of this division are armed. There are three Walther .9mm, one Colt .45 and the rest are .38 Spl. Revolvers. As is usually the case, there is a shortage of ammunition. In addition, the division has six shotguns, three carbines and one AR-15.

The Secret Service Division at the present time has four old jeeps, one of which is radio equipped. It was learned that the present allowance for gasoline is often not sufficient and the members must buy gas at their own expense.

Only twenty members are equipped with handcuffs. This piece of equipment is vital to a criminal investigator and all members of this division should be so equipped.

This division is using very old, worn-out filing cabinets that are totally inadequate for storage of information and reports. Because the division is located so far from the central records division, they must have more filing cabinets.

Other than the one radio equipped vehicle, the division has no communication equipment. It should have all vehicles radio equipped and also should have some "walkie-talkie" equipment.

The typewriters being used in this division should be replaced. They are very old and in constant need of repairs. This is a very important piece of equipment due to the large number of reports required in criminal investigation. At the present time there are seven such typewriters which is not an adequate number.

The Secret Service Division has no camera equipment. Many criminal cases required that photographs be taken and this division should have such a capability.

Physical Facility

As mentioned at the beginning of this section, the Secret Service Division is presently housed on the waterfront in an old, dilapidated building. The location is far removed from the rest of the department. There is no parking space except on the street in front of the building.

The building is too small for the present size of the division.

Much of the office space on the main floor is being used to stack records and reports and to store property and evidence. This is not only insecure but an eyesore and a fire hazard. Records should be maintained in the Central Records Division, those that must be kept at the division must be kept in filing cabinets.

Property and evidence should be properly identified and marked and stored in a central property section which the department does not have.

There are no lockers for clothing and equipment of the investigators.

The division does not have any private interview rooms. At least one such room should be made available for investigators.

The facility does provide one holding cell. If this cell is to be retained some improvements must be made. The lighting and ventilation are unsatisfactory and there is no running water nor toilet facility.

Crime Picture

Full crime statistics are presented in another section of this report, however, the following will give a general impression as to the case load of the Secret Service Division, and clearance for two years--1969-1970.

<u>Classification of Crimes</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>
Crimes vs. Person	1,487	1,467	1,631
Crimes vs. Property	2,734	2,747	3,554
Crimes vs. Chastity	44	69	98
Crimes vs. Morale-Order	267	379	434
Other Crimes	134	263	313
TOTAL	<u>4,666</u>	<u>4,865</u>	<u>6,562</u>
Total Cases Cleared	1,153	2,749	

Cases cleared for 1971 were not available

VICE CONTROL, JUVENILE CONTROL AND NARCOTIC CONTROL

All of these functions are presently the responsibility of the newly created "Field Inspection Unit."

This report will recommend the elimination of the Field Insepction Unit and the creation of a separate Vice and Intelligence Unit and a Juvenile Division. Narcotic control should be a function of the Vice and Intelligence Unit.

1. Vice Control

Vice control is important to both the police and the community because of its relationship to organized crimes and political corruption.

The Vice and Intelligence Unit of the Davao Police Department should consist of about six members and a lieutenant as officer-in-charge. This unit should report directly to the Chief of Police due to the high sensitivity of this work. The chief must have adequate control in order to insure that the unit's objectives and procedures are in line with those he has set forth, and that there are no internal problems of integrity.

This unit should be responsible for the enforcement of laws relating to prostitution, obscenity, illegal liquor, gambling and narcotics.

Specialization within the Vice Unit is usually not desirable. However, a specialized unit should be organized for narcotics repression. The field of narcotics and dangerous drugs requires special and extensive knowledge.

The Vice Unit should work as a team and its hours of operation should be completely flexible at the discretion of the officer-in-charge.

Vice Control personnel should be subject to transfer at any time at the discretion of the officer-in-charge, subject to approval of the Chief of Police.

2. Juvenile Division

The Davao Police Department should create a Juvenile Division within the Bureau of Operations. This division should be commanded by a captain. Further, staffing of the division should depend upon such factors as:

- a. the number of offenses perpetrated by juveniles;
- b. available manpower;
- c. work loads of entire department; and
- d. city's ability to fund this division.

The primary role of this element should be the prevention of delinquency.

The general functions of a Juvenile Division should be:

- a. assisting the chief in forming and implementing policy in dealing with juveniles;
- b. reviewing complaints and follow up action;
- c. reviewing all reports dealing with police contacts with juveniles; and
- d. maintaining liaison with other agencies dealing with children.

The special functions of a Juvenile Division include:

- a. completing follow-up investigations of specific types of complaints against children;
- b. screening all reports dealing with police contacts with children;
- c. adjusting cases when the best interest of the child and the community can be served without resorting to court action;
- d. processing youths who are a danger to themselves or to the community;
- e. working closely with the investigation unit regarding major offenses committed by children; and
- f. providing for prevention and repression of delinquent behavior by youth.

In selecting the staff for the Juvenile Division, the following criteria should be used:

- a. all appointments to this division should be made by the Chief of Police upon recommendation of the division commander;
- b. members selected should ideally be college graduates, but in all cases must have at least two years of college;
- c. juvenile specialist must possess the ability to understand and get along with children;
- d. policewomen should be employed in crime prevention or juvenile work. They are particularly effective in establishing rapport with girls, women and young boys.

RECOMMENDATIONS

1. Change the division title to Investigative Division to conform with the Police Manual, Rule 1.
2. Develop a new functional chart for the division.
3. Eliminate the position of night supervisor. This is a waste of a captain's position and experience. Supervision may be assigned the division desk officer of the patrol division commander at night.
4. Eliminate the specialization within the Theft and Robbery section. There is no apparent need for an anti-porch climbing team, anti-armed robbery unit and pickpocket unit. The members of this section may be assigned related cases, but should not be over-specialized.
5. Discontinue the Field Inspection Unit. It will no longer be needed as its responsibilities will be placed within other divisions and units, i.e., Vice Unit, Juvenile Division and Intelligence Unit.
6. The present personnel complement of 59 is excessive. Investigative personnel should not exceed 10% of the total force. All police units should be proportional.
7. The position of Chief, Secret Service Division, should be eliminated. This position should be designated as Commanding Officer, Investigation Division.
8. Provide that all members of the Investigation Division are identified with the title of Investigator or Detective and rank indicated, for uniformity of designation.
9. A permanent commanding officer of the Investigation Division should be appointed as soon as possible.
10. Clerical positions should be staffed by civilian employees; thus relieving sworn personnel for police operations.
11. The division should have three units as follows: (1) Crime against Persons Unit; (2) Crimes against Property Unit; (3) General Assignment Unit.
12. The Investigation Division should be responsible for criminal investigations in the poblacion and functional control over investigations in all precincts.

13. Eliminate the position of a night supervisor between the hours of 0800-0600 hours. Assign this responsibility to the division desk officer or the patrol division commander.
14. Except in unusual circumstances, investigators should be assigned to work alone, not in pairs.
15. Assignment to this division should be made by the Chief of Police upon recommendation from the division and bureau commanders.
16. Provide this division with an adequate number of radio equipped vehicles.
17. Provide the Investigation Division with a portable communications capability.
18. Assure all members of the division are equipped with handcuffs.
19. Provide the Investigation Division with an adequate number of filing cabinets.
20. The Records and Communications Division should provide a 24-hour photographic service to this division.
21. All old unworkable typewriters should be replaced and the division should be provided with an adequate number of typewriters. The following recommendations pertain to the present facility housing the Investigative Division.
22. The office space should be neat and clean, and should not be used as storage space for evidence and property.
23. At least one private interview room should be provided for investigators.
24. Assure all property and evidence be properly identified, tagged, bagged, stored in the departmental property section, not at the division headquarters building.
25. If the present holding cell is necessary, it must be improved. There must be a working toilet and adequate water. Adequate lighting must be provided as well as proper ventilation.
26. This division should be provided with an adequate toilet facility to include running water for police personnel and the public.

27. Eliminate the "Field Inspection Unit," as its duties should be assigned to the Vice and Intelligence Unit, Control and Juvenile Division.
28. Create a Vice and Intelligence Unit under the direct control of the Chief of Police. The Vice and Intelligence Unit should be responsible for the enforcement of laws relating to prostitution, obscenity, liquor violations, gambling and narcotic laws. They should also maintain current intelligence on persons and activities related to organized crime and subversive groups. Operationally and organizationally, this unit is completely independent from the Investigation Division. This unit should be a relatively small unit, of hand-picked high caliber men, with a lieutenant designated as officer-in-charge.
29. Provide a system of control whereby the Vice and Intelligence Unit's activities are continually monitored by the Office of the Chief of Police.
30. Selection of members of the Vice and Intelligence Unit should be based on interest, ability and above all, integrity. Assignments should be made only by the Chief of Police.
31. Assure each patrolman is still held responsible for vice conditions on his beat.
32. Provide an expense fund for vice and intelligence operations.
33. Assure that every expense fund expenditure be accounted for with:
 - a. a signed receipt from expending member;
 - b. specification of amount spent;
 - c. reason for expenditure and recording the case file number;
 - d. results of expenditure.
34. Vice and Intelligence records should be kept separate from other records. On completion of cases, all reports should go to the Central Records Division.
35. The Vice and Intelligence Unit must have city-wide jurisdiction.
36. Provide adequate budgetary support to this unit.
37. Provide adequate number of vehicles and radios to this unit.

OPERATIONS BUREAU
SECRET SERVICE DIVISION
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

15 31 Dec 72

1-9, 11-14, 17, 22, 30 Jun 73
24, 27-36

10, 16, 18-21, 31 Dec 73
23, 25-26

37 30 Jun 74

RECOMMENDATIONS

Juvenile Division

1. Within the Bureau of Operations create a Juvenile Division. This division should be commanded by a captain.
2. In staffing this division, assure that only highly qualified members are selected; qualified by aptitude, education and a desire to help children.
3. Provide positions for policewomen within the Juvenile Division.
4. Assure that the primary goal of this division is crime prevention and the control of juvenile delinquency.
5. The City of Davao should strongly urge the Justice Department to establish a juvenile court in Davao City.
6. Provide adequate detention facilities for youthful offenders; assure that such a facility is separate from the adult jail.
7. Juvenile records should be kept in the central records file.
8. Provide adequate and continuing in-service training for Juvenile Division personnel.
9. Assure that all proper community agencies are utilized in dealing with juvenile delinquency problems.
10. Establish a system of preventive patrol for the Juvenile Division.
11. Provide an adequate number of vehicles and radios to this division.
12. Provide adequate budgetary support to the Juvenile Division.

OPERATIONS BUREAU
JUVENILE DIVISION
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72

30 Jun 73

1-4, 7, 8, 10,
12

31 Dec 73

6, 9

30 Jun 74

5, 11

SERVICES BUREAU

Introduction

There are many functions for which a police agency must assume responsibility that are in one way or another supportative of departmental administration and operations, thus, of department goals. They cannot be construed as police tasks except as they are performed directly or arranged for by the police.

The Services Bureau provides technical, special and other supporting tasks and services for administration, line and other nonline elements of the department.

RECOMMENDATION

1. The present organizational structure be changed and we propose the inclusion of a Services Bureau inserted as shown on Table ~~III~~. II.

SERVICES BUREAU
INTRODUCTION
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72

30 Jun 73

1

31 Dec 73

30 Jun 74

Records and Communication Division

The Central Records Division is presently divided into the following sections:

1. Identification Section
2. Clearance Section
3. Criminal Records Section
4. Photography Section
5. Statistics Section

The following is the staff:

- 1 Captain (Chief, in charge of the division)
- 2 Lieutenants
- 1 Sergeant
- 1 Patrolman, First Class
- 3 Patrolmen
- 1 Policewoman

Identification Section	1 Lieutenant 1 PFC
Clearance Section	1 Patrolman 1 Policewoman
Criminal Records Section	2 Patrolmen
Photography Section	1 Lieutenant
Statistics Section	1 Sergeant

The entire Central Records Division is allocated a floor space at headquarters measuring only 8 ft. x 40 ft. How 5 sections and 9 personnel plus the Office of the Division Chief can be accommodated in a space this size is beyond imagination. Stored also in this section are records representing an accumulation of many years.

RECOMMENDATIONS

1. Increase the floor space presently occupied by this division by at least 75%.

This recommendation is based on the frequent use of this office by the Public, Photographic Laboratory area, fingerprinting applicants for clearances and the number of employees plus office equipment.

2. The functions of the Central Records Division and the Radio Control Unit be integrated and designated, RECORDS AND COMMUNICATIONS DIVISION, responsible to the Services Bureau Commander.
3. Develop a DAILY ACTIVITY LOG form for use by police personnel of the rank of Sergeant and below.

SERVICES BUREAU
RECORDS AND COMMUNICATIONS DIVISION
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72

30 Jun 73

1-3

31 Dec 73

30 Jun 74

Records Section

The Criminal Records Section is in reality a depository of completed cases. The division head has started utilizing the suggested system in Chapter 15 of the Police Manual. Index cards are filed alphabetically and cases filed by a central records number. It is noted, however, that there are Traffic Division number, Secret Service Division number, and no numbers for cases originating from the precincts. Each of these additional numbers causes confusion.

There also appears to be some confusion in the minds of some staff members between what is meant by a complaint number and a case number. Staff personnel should review PolCom Manual, Rule 15, Section 8(a), Case Records. "All incidents mentioned in Section 4 of this Rule and reported to the police shall have a complaint assignment sheet.

Each complaint assignment sheet shall assign a different number. There are therefore two numbering systems: Complaint assignment sheets become the primary document for analysis of crime occurrences, while the investigation report becomes the prime document for the continuation of the investigation process." Every incident coming to the attention of the police should be logged-in and given a complaint number. Each complaint that does in fact require a criminal investigation is then given a case number. Since the Davao City Police Department functions from six highly dispersed precincts, a traffic control division, secret service division and mobile patrol division, it is recommended that each individual entity maintain a separate Daily Records of Events, Rule 15, Figure 9, PolCom Form #8. Each log would start with the following number annually:

C1-001	Precinct 1
C2-001	Precinct 2
C3-001	Precinct 3
C4-001	Precinct 4
C5-001	Precinct 5
C6-001	Traffic Control Division
C7-001	Secret Service Division
C9-001	Mobile Patrol Division

Each division or precinct would maintain the log in conformity to Fig. 9 of Rule XV. When a criminal case number is required, this would be acquired through that entity having responsibility for issuing case numbers. Normally, the entity having this responsibility is the communications unit of a police department. The current practice of attempting to provide data at a central location on all complaint

numbers unduly taxes the existing system and makes it questionable as to whether or not this practice can continue. The daily report of events should be maintained on either legal size or regular size paper. Since each event has a number, there is a small probability that pages will be lost. If they were lost, however, there are additional copies for reproduction of the lost pages. The following is the recommended distribution of the daily report of events from each precinct, Secret Service, Traffic and Mobile Patrol Divisions:

Original - Central Records (for crime analysis)
 First carbon - Precinct
 Second carbon - Office of the Chief of Police --
 Mayor to review and return

RECOMMENDATIONS

1. The Police Department should make every effort to reduce the volume of records that have reached an age where they are no longer essential to the police service. Discussion should be held with the Records Bureau Management and a disposal plan prepared. It is therefore recommended that a Records Management Committee be formed in the Police Department in conformity with the rules and regulations of National Bureau of Records Management and all documents examined and retention dates set.

The plan developed should then be presented by the Administrative Bureau Chief to the Police Chief for approval and execution.

2. Require staff personnel to study and conform to the Police Manual, Rule 15, Section 8(a), titled "Case Records."
3. The commanding officers of the Patrol Division, Investigation Division, Traffic Division and each Precinct maintain a separate "Daily Records of Events" log conforming to the Police Manual, Rule 15, Section 8(g), implementing PolCom Form #3. Distribution procedure should be established by policy of the Chief of Police.
4. Uniform report forms as outlined in the Police Manual, Rule 15, should be reproduced and used throughout the department.
5. Detailed instruction on the purpose and use of all report forms be the subject of immediate in-service training programs.

6. This section should be titled Records Section. Presently the term criminal records would include only those records that are criminal in nature and could not cover such items as non-criminal incidents reported and investigated.
7. The Records Section should be responsible for the following functions: Identification, statistics, photography, clearances, property and the proposed identification-evidence technician. These functions should not have a designated status of sections or divisions.

SERVICES BUREAU
RECORDS AND COMMUNICATIONS DIVISION
RECORDS SECTION
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72

30 Jun 73

1-7

31 Dec 73

30 Jun 74

Identification Section

The Identification Section is responsible for fingerprint and processing of criminal and civilian fingerprint cards. There is currently an estimated 20,000 units backlog in processing of fingerprints. It was reported when NBI fingerprint cards are provided, a fingerprint card is processed and forwarded to that agency in Manila. However, there were indications that this procedure is spasmodic.

<u>Fingerprint Card Processing</u>	<u>Average Per day</u>
Civilian fingerprints processed	50 - 100
Criminal fingerprints processed	3 - 4 (warrants of arrest)

It was reported that each precinct and the Secret Service Division fingerprint persons arrested and submit the fingerprint cards to the Records Division.

During the survey, it became obvious that the overall division has completely outgrown the current available floor space. There is a second floor built over the original space making it impossible for anyone over 5'9" to stand upright in the upper floor.

The following are series of recommendations and rationale which may go beyond the scope of the Identification Section but are applicable to the division.

RECOMMENDATIONS

1. Each fingerprint card taken at a precinct, Secret Service Division, Mobile Patrol Division, or Traffic Division should be accompanied by a blank 3 x 5 card with the right thumb impression placed on it. This card will then be used by the Identification Section in making the index card.
2. The problem of responding to the citizen demands for a police clearance is universal throughout the Philippines. In the City of Davao, it has reached a point that there is now an undue burden placed on the city. It is fully recognized that clearances must be provided. Currently, the system of processing clearances and searching them is simply a name check utilizing a fingerprint card. It is recommended, therefore, that the employment and travel clearances utilize only a 3 x 5 index card

with a right thumb impression on the back. The index card would conform to Chapter 15 of the Police Manual, Figure 19, Master Name Index Card, and 19(a), Cross Index Card. From this index card, the current name check could be accomplished. As civilian fingerprint cards are found in the old system to be positively connected to the new index card, the new index card would then be updated with the previous entry and the old fingerprint card destroyed. This would cause the following to occur:

- a. Expansion of the 3 x 5 index card file.
- b. Reduction of the civilian fingerprint cards file alphabetically.
- c. Use of 8 x 8 card files for criminal fingerprint cards.

Those persons requesting a naturalization clearance would be processed as before, utilizing a standard 8 x 8 fingerprint card, PolCom Form #15. This card would then, however, receive a complete processing, fingerprint classification and total fingerprint card search. The procedure suggested should reduce, over a five to seven year period, the number of fingerprint cards filed alphabetically by 50%. This would then allow the redirection of this physical resource, the fingerprint card files.

3. Immediately provide a means to supply sufficient manpower on temporary duty if necessary, to clear the 20,000 unprocessed fingerprint card backlog.
4. Provide a systematic means for routinely transmitting fingerprint cards to National Bureau of Investigation.
5. Provide additional floor space for maintenance of records and assigned personnel to work.
6. Create a Position of Identification-Evidence technician within the Records and Communication Division. This specialist will provide technical services related to identification and evidence matters to all line units.

SERVICES BUREAU
RECORDS AND COMMUNICATIONS DIVISION
IDENTIFICATION SECTION
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72

30 Jun 73

1-4, 7

31 Dec 73

5, 6

30 Jun 74

Statistical Section

Statistics of the Police Department are currently being compiled by one member of the staff. The statistics for January to December 1970 was submitted to the Police Commission. The 1970 rate per 100,000 population based upon 1,865 crimes reported would be 1,216. Comparing the rate per 100,000 with Annex Y of the 1970 Police Commission Annual Report, an adjusted rate would be 851 offenses per 100,000 population. This compares to 720 offenses per 100,000 population nationwide and 1,888 offenses per 100,000 population in the Manila metropolitan area. The violent death rate which included murder, homicide, parricide is 193 offenses reported during 1970 or 48 offenses per 100,000 population contrasted to a national figure of 55 per 100,000.

Of interest was the modest variation in the analysis of offenses, PolCom Form #21, Part B, which shows a variation in the volume of offenses committed during 1970. The range per day on 4,436 offenses reported was from 13.6% to 14.9% with nearly an even breaking point in offenses reported day-time and night-time. (See Table V)

The city has submitted the January to September crime statistics reports to the Police Commission prior to the arrival of the team. A review was made, however, of only the months of October and November 1971. The month of October showed a far greater variation by day of the week of offenses committed than November or the total report for 1971. The range for the month of October was 11.0% to 18.6% offenses reported per day against November of 11.5% to 16.8%. (See Table VI and VII)

No arrests data was available for the team for the year 1970. A brief review was made of the arrests data to offenses reported for the period October to November 1971. (See Table VIII)

The crime data collected through the use of the Police Commission Crime Statistics Forms should provide the basic data a police chief would normally require for the logical distribution of his forces by day of the week and by time of day. Additionally, the data should provide some indication as to types of persons involved in criminal offenses. In the case of Davao City, it would appear through the review that crime does have some seasonal variations and trends, however, these trends are subtle and would require extensive review. While the arrests statistics are minimal, it is of interest to note that for the month of October 1971, 77 arrests were made. For the month of November, however, only thirty arrests were made or a 57% decrease in the volume of arrests. The arrest pattern does indicate for the month of October that the offenses were made in the age group

of 16 to 30; while for the month of November, the range expanded to 16 to 35. More should be done with the crime statistics data than simply collecting and forwarding to the national government. The primary purpose of creating a crime statistics form was to provide the police with the minimum data essential for efficient local analysis.

No current spot pin maps or other visual aids were observed during the period of the survey. This and other devices should be utilized as aids by command to make decisions in terms of personnel distribution and shift distribution.

RECOMMENDATION

1. Under the direction of the Records and Communications Division Chief, a series of bar graphs, charts and pin-spot maps should be developed to illustrate the crime picture. This pictorial analysis could then be used by the Police Chief and subordinate commanders for future deployment, saturation and planning purposes. These are also valuable for document preparation, briefing department personnel and city officials.

SERVICES BUREAU
RECORDS AND COMMUNICATIONS DIVISION
STATISTICAL SECTION
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72

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30 Jun 73

1

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31 Dec 73

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30 Jun 74

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TABLE V

ANALYSIS OF DAY OF THE WEEK OFFENSES COMMITTED

1970

January to December

	<u>Total</u>	<u>Sun</u>	<u>Mon</u>	<u>Tue</u>	<u>Wed</u>	<u>Thu</u>	<u>Fri</u>	<u>Sat</u>
Number	4436	650	620	632	602	653	659	620
Percent	100%	14.7	13.9	14.3	13.6	14.7	14.9	13.9

Day Night

Number	2174	2262
Percent	49.1	50.9

TABLE VIANALYSIS OF OFFENSES COMMITTED
(DAY OF THE WEEK)

October 1971

	<u>Total</u>	<u>Sun</u>	<u>Mon</u>	<u>Tue</u>	<u>Wed</u>	<u>Thu</u>	<u>Fri</u>	<u>Sat</u>
Number	415	77	49	60	56	46	66	61
Percent	100%	18.6	11.8	14.5	13.5	11.0	15.9	14.7

	<u>Day</u>	<u>Night</u>
Number	216	199
Percent	52.0	48.0

TABLE VII

November 1971

Number	422	54	71	65	58	60	66	48
Percent	100%	12.8	16.8	15.4	13.7	14.2	15.6	11.5

	<u>Day</u>	<u>Night</u>
Number	208	214
Percent	49.3	50.7

TABLE VIII

RATIO

ARRESTS TO OFFENSES REPORTED

October-November

1971

	<u>Offenses</u>	<u>Arrests</u>	<u>Ratio</u>
October	443	77	17.4
November	449	30	6.7

Radio Communication Section

Personnel

There are six civilian radio operators and one technician assigned to the Radio Control Unit. The radio operators are supervised by the technician who is responsible to the Chief, Operations Bureau. The position of Chief, Operations Bureau, has been vacant for some-time, resulting for practical purposes in no supervision of the communications unit.

Radio Equipment

Although records indicate that 20 radios are assigned to the police department, only three mobiles and two base stations are actually in police service. The remaining 15 units are either employed in non-police functions or are deadlined for lack of spare parts.

Operations

The Radio Control Unit does not have supervision on a 24-hour basis. A radio technician should not have the responsibility of supervising a services unit functionally directing and controlling field operations.

The Radio Control Unit is not organizationally related or integrated into the central records system. Consequently, the Radio Control Unit is not able to swiftly and efficiently learn about crime, store and retrieve pertinent information about crime and suspects, deploy personnel and take other significant administrative and operational actions.

Records and Communications

A well administered police department requires that records and communications systems be integrated. Each is dependent upon the other for success.

Organization of an Integrated System

Because of the constant, never-ending need for records and communications services, certain organizational and staffing problems arise in their adequate provision. An appropriate resolution of these problems lies in the integration of records and communications services, rather than in the independent approach taken by the Davao Police Department. The records and communications element should be organized to provide singular command and responsibility for all relevant activities within each time period rather than a command position for each type of work performed.

Since the work performed during one tour of duty requires extensive coordination among the units, the use of multiple commanders and supervisors would limit the effectiveness of such coordination. This is not to say that some person should not be responsible for supervision of each phase, but that there should be an overall supervisor on each shift responsible for all related activities of the records and communications system. He, in turn, should be responsible to the services element commander. This method provides for the coordination so necessary to an integrated system.

The Police Communications Element

The major responsibilities of the communications services component of a records and communications division logically divide into the following five categories of communications services:

1. Field and emergency
2. Investigative
3. Administrative
4. Intersystem or point-to-point
5. Internal

As with records, communications services should be considered a general operation of the records and communications element, though the individual dispatcher or telephone operator may be required to specialize while working in certain assignments.

Personnel Considerations

Supervisory personnel of a records and communications element should be assigned on the basis of supervisory competence or potential, not because of technical expertise in machine operations, filing procedures, radio repair, electronics, or related fields and processes.

The grouping of duties and responsibilities of the staff members allows for a reasonable degree of individual specialization by the operational staff, but avoids most of the dangers inherent in overspecialization. This places the supervisory and command personnel in the desirable position of being administrative generalists, who need not be highly skilled in any one area but should be capable of coordinating and supervising all areas of work. Administrative flexibility is enhanced by this approach; broad-based supervisory generalists may be transferred more easily to other assignments.

Excess specialization should not be permitted as it may limit the effectiveness of the integrated system where there must be full coordination of effort and maximum administrative and operational flexibility.

The Police Communications Center

The operational responsibilities for receiving all citizens' requests for police service and the associated dispatching should be assigned to the records and communications center. This center will serve two functions:

- a. To receive citizens' complaints and requests for police service; and
- b. To provide dispatching and related information services for all police field units.

The flexibility and versatility of a combined complaint and dispatch facility will provide coordination and control not otherwise available. Centralizing these activities within a properly designed headquarters building will permit communications personnel to perform the following functions under normal circumstances:

1. Provide information to the public.
2. Receiving walk-in and telephone complaints.
3. Receiving and dispatching radio messages to police mobile units.
4. Obtaining requested information from records files without delay.

Depending upon the volume of communications and walk-in traffic, it is not unreasonable to assume that communications personnel also may be expected to perform the following additional duties:

1. Maintaining the daily bulletin and radio log.
2. Controlling the movement of unauthorized persons within the building.
3. Providing booking and personal identification service assistance.

Unless the police building is redesigned and properly equipped, the number of employees required to provide these services will be increased, thus costing more to perform the same level of service.

RECOMMENDATIONS

1. Integrate the radio control unit with the records unit within a Records and Communications Division.
2. Locate the communications complaint clerk within the central records office layout, or immediately adjacent to it, or tied

to it by a suitable system for the speedy transfer of records, preferably on the ground floor.

3. All dispatchers, complaint clerks, and radio technicians should be assigned to the Records and Communications Division under the Services Bureau.
4. Devise broadcast procedures to ensure the dispatch of an adequate force in a manner to insure safety to the officers and the accomplishment of the mission.
5. Provide a central police switchboard to receive all incoming calls with extensions for each office. Individual phone numbers for various divisional offices should be eliminated. Extensions between offices should permit direct dialing.
6. The complaint clerk should be responsible for completing the Daily Records of Events (PolCom Form No. 8) on each shift.
7. Dispatching should be strictly controlled and centralized from the radio center adjacent to the records operation. No dispatching should be done by any line unit, except precincts.
8. Obtain an easily remembered emergency police telephone number (e.g. 777) which terminates at the headquarters complaint desk. Thus, permitting direct dialing for the fastest police response on both the PLDT and city systems. This phone service should be one-way into the desk and should not be available for outgoing calls.
9. Police radio codes should be used. A code provides security as well as permitting the most to be said while consuming the least amount of air time. Radio discipline must be strictly enforced.
10. Immediate police supervision must be available in the dispatch room to provide technical direction. The radio operator dispatches with the authority of the Chief of Police. Police supervision of the Records and Communications Division evaluates the priority of called for services for radio car dispatch; exercises line supervision over communication personnel and exercises functional supervision over field units of the Operations Bureau. These would include, for example, preparation of reports, conformance with regulations covering use of the radios, and adherence to fleet maintenance schedules. There is neither direct nor staff command or supervision. Actual control is effected ultimately through operations command on advice from the services bureau, which monitors procedures, recognizes weaknesses, and recommends correction.

11. Assure that all incidents listed in Section 4, Rule XV of the Police Manual are recorded on a Complaint/Assignment Sheet (PolCom F. No. 1) and registered by a case number. The case report number is the primary number for all police reports. It is issued at the time a complaint or call is received by the department and follows a case through to its completion. Contrary to Rule XV, Section 8a(1), of the Police Manual, the complaint and case number are the same.

The case number identifies each case and all other papers and reports relating to it and serves as a basis for filing. Case numbers are issued consecutively and to all types of police incidents whether founded or unfounded. If any police action is taken, no matter how small or seemingly insignificant, a case report number should be issued and a report required. Case report numbers are given to vehicular accidents, crime and other incidents and all reports are to be filed according to case number, without regard to type of case or persons involved. Case report numbers should appear on the Daily Records of Events (PolCom F-No.8) and provide a means of insuring that all reports are submitted promptly. No deviation from this should be permitted.

12. Prepare plans for community-wide and lesser disasters, for extensive manhunts, and for blockading sections of the community or the entire jurisdiction. (Rule XVII, Section 3, Police Manual)
13. Police personnel assigned records and communications duties should wear regulation uniform while on duty. (Rule II, Section 2, c., Police Manual)
14. Provide adequate budgetary provisions for communication services. (Rule XVII, Section 3, e, (1), Police Manual)

SERVICES BUREAU
RECORDS AND COMMUNICATIONS DIVISION
RADIO COMMUNICATION SECTION
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72
8, 9, 10, 11, 13

30 Jun 73
1-4, 6, 7, 14

31 Dec 73
5, 12

30 Jun 74

Property Division

The staff of the Property Division is composed of:

1	Captain as Chief
1	Sergeant
1	Patrolman

The Property Division is responsible for all property issued to the police department. Each policeman is issued the following equipment:

1	Hat
1	Hat Device
1	Badge
2	Collar devices
1	Revolver

Each policeman is issued yearly the following:

1	Shirt
1	Pair of Pants
1	Belt
1	Pair of shoes
2	Pairs of socks

In discussing the equipment situation and through observations made during the time the team was in Davao, it is apparent there is little, if any, uniformity in equipment, clothing, or leather issued to police personnel. It is estimated that 90% of all police citizen contacts are visual, that is, the citizen sees but seldom talks to a policeman. From this visual contact value judgments are then made. If the policeman is dressed poorly, the citizen tends to envision this image as being that of the total police department. If, however, a police officer is neat, clean and well informed, the citizen tends to think in positive terms of sound organization, good management, policemen knowing their business. The responsibility for good grooming is that of a police officer; the responsibility for proper uniform, equipment, and leather is that of the city.

RECOMMENDATIONS

1. It is recommended each police officer be issued the following uniform as an initial issue:

5	Shirts
5	Pairs of Pants
5	Pairs of Socks
2	Belts
2	Pairs of Shoes
1	Complete set of Police leather

As clothing then wears out on a piece by piece basis, each piece of worn out clothing should be replaced. Initially, it is recognized that the expenditure for the city would increase. However, after the initial outlay, the actual funding would tend to reduce to a modest level. Police supervisors can then demand that personnel be properly uniformed and well groomed. Uniform leather and weapon are also essential to a well managed police department.

2. A police weapon must be decided upon and conform with the Police Manual, refer to Rule 11, and uniform leather should be provided to include the following: holster, belt service, handcuff case, handcuffs, shell case and four keeper straps.
3. The practice of not recognizing that clothing wears out and is an expendable item should be discontinued. To hold a man after twenty years of service accountable for a shirt issued upon entry into the police service is unrealistic.
4. It is recommended a department wide inventory be conducted annually of all police property such as tables, chairs, cabinets, storage cabinets, etc., and those items as determined to be beyond economical repair written off the police department inventory using the procedures of the Philippine Government. The inventory should also contain recommendations for repair, repainting, resurfacing, etc.
5. Each division, bureau or unit retains its own physical evidence and there is no central evidence depository. This practice tends to make each operating division a bodega. A central evidence room should be established with sufficient space to store all physical evidence and the Property Division be charged with the responsibility of administering the evidence storing function.

SERVICES BUREAU
PROPERTY DIVISION
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72

30 Jun 73

1-5

31 Dec 73

30 Jun 74

Warrants and Subpoenas Division

Warrants and Subpoenas Division is part of the Administrative Bureau and is responsible for serving of all warrants and subpoenas received through the mail, directly from the Court of First Instance, City Courts or Fiscal. The following were reported to be the average volume received on a daily basis:

<u>Government Units Submitting Warrants and Subpoenas</u>	<u>Average Daily Volume Received</u>	
	<u>Warrants</u>	<u>Subpoenas</u>
City Courts	3 - 5	30 - 35
Court of First Instance	2 - 3	7 - 8
Other Jurisdictions	5 - 7	10 - 11
Fiscal	---	10 - 30

On the basis of the data provided, from 10 to 15 warrants and 40 to 60 subpoenas are received daily by the police department. Each subpoena received is logged in by the administrative staff and then forwarded to the Warrants and Subpoenas Division.

Division Staff

Major	1
Corporal	3
PFC	3
Patrolman	10

Each warrant received is indexed with the card being filed by soundex number. It was reported that the eight men assigned to serve subpoenas serve approximately ten subpoenas per man a day. The seven men assigned to warrants effect approximately three to five arrests per day. There is no mobile equipment assigned to this division.

After extensive discussions, it was observed that no one in the police department except the man holding the warrant is aware that a particular warrant is outstanding, or that a specific person is wanted. Currently, there are approximately 400 warrants held by the police department. The warrants are retained for thirty days and then returned to the sender if not served. Approximately 15 to 20 unserved subpoenas are returned weekly to the courts. It is the practice to return subpoenas if unserved 24 hours prior to the trial date.

There is no indexing made of subpoenas. Again, the only person aware of the subpoena is the person holding the document. A discussion was

held with the staff concerning the problems associated with serving warrants and subpoenas. The most serious difficulty with the current system is the lack of basic demographic information, i.e., complete name, date of birth, place of birth, home or business address, telephone number, if any, height and weight. It was learned that in most cases in serving warrants, it was necessary to first contact the complaining witness and to ask this person the whereabouts of the suspect. This procedure in terms of manpower expended necessitates at a minimum that two persons be contacted in an attempt to serve a single warrant.

RECOMMENDATIONS

1. The Department of Justice, the local CFI, Municipal Court, and Fiscal should be contacted through the appropriate channels and be made aware of the problem of identifying information on warrants and that a procedure be instituted to obtain at the time of the preliminary investigation with the Fiscal, as much of the demographic data as possible which would then be placed on either a subpoena or a warrant. In most cases, this data is available from the victim and it is simply a matter of recording the data and then making it available to the police. This action would have the effect of potentially doubling the man hours of time available for each warrant officer to serve warrants.
2. A listing of those persons wanted that have demographic data, such as address and place of employment, should be summarized on a weekly basis and distributed to all operating divisions. This would effectively have all members of the police department looking for the wanted persons on the listing.
3. The ability of a warrant or subpoena server to function without a vehicle is commendable, but highly impractical. While the subpoena server is not necessarily dealing with suspected criminals, those persons effecting arrests through warrants are at a minimum and should be working from unmarked radio equipped police vehicles. To transport persons in custody by common carrier, bus or jeepney, is a potentially dangerous arrangement.

SERVICES BUREAU
WARRANTS AND SUBPOENA DIVISION
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72

[Redacted]

30 Jun 73

1, 2

[Redacted]

31 Dec 73

[Redacted]

30 Jun 74

3

[Redacted]

Jail Division

While the local jail has in the past and even now continues to be an institution of no concern to the average citizen, its effect upon our criminal justice system is demonstrably massive.

The local jail has for far too long, simply and temporarily, placed out of the public view, the sick, the drunk, the poor, the degenerate and other social deviates. The police administrator cannot by himself right the abuses this system has perpetrated, but he can and must use all of the resources at his command to manage his jail responsibility properly and to initiate reforms that will have an impact on the aggravated social and human problems that plague our jails.

The responsibility of jail management is separate from law enforcement and ideally should be administered by professional corrections personnel rather than by police personnel. The police optimally should be completely free from the demands of manning and maintaining jails. The prevailing system is in drastic need of overhauling and there is no good reason for advocating less than the best system available to replace it.

The artificial environment of the jail setting, the bleak surroundings, the monotonous routine of jail life, and the regimentation and de-personalization that characterize it more often worsen attitudes than improve them. Sometimes institutions foster conspicuously deleterious conditions--idleness, corruption, brutality and more deterioration. The ultimate test of whether or not a jail is doing its job lies in the answer to the question, what happens to the people confined there?

The individual who undergoes jail confinement forms one basic impression of the experience and emerges with an attitude that reflects that impression. This attitude is conditioned by the personnel and practices to which he is subjected.

Arbitrarily maintaining social distance between staff and inmates is detrimental to correctional goals, inmates who are cut off from normal contact with jailers as individuals also become more susceptible to the manipulation of fellow inmates.

Treatment is also a state of mind; a state of mind that can be seen in the behaviour and attitudes of the jail staff; in the policies and procedures of the responsible administrator; and in the looks, atmosphere and operation of any detention facility.

The City of Davao has no jail of its own. City prisoners are being confined in the provincial jail of Davao del Sur and Davao del Norte. This facility is an old dilapidated building, that should be condemned, located some distance from police headquarters. The overcrowded condition and filth in this facility is unbelievable.

There are three cells allocated for the city jail prisoners; the city bartolina, the celda and a female cell.

The city bartolina, which measures 8 feet by 12 feet, presently holds 29 prisoners who are either sentenced or detention inmates including minors ranging from 14-16 years old. This cell is so overcrowded that the prisoners take turns sleeping on the two bunks and cement floor, while the others stand or sit.

The total number of city prisoners was 115, broken down as follows:

<u>By Classification</u>		<u>By Category</u>	
Insular	30	Trustees	27
Nat'l Trng Sch for boys	1	City bartolina	29
Sentenced	18	Celda	55
Detention	<u>66</u>	Females	<u>4</u>
Total	115		115

In addition to the 115 city prisoners, there are 120 prisoners of Davao del Sur and 207 of Davao del Norte, or a total of 322 prisoners confined in a facility built in 1920 to house 120 prisoners!

The celda, or main cell block, is composed of seven cells, three on one side for city prisoners, four on the other for provincial prisoners. A common corridor was the length of the cell block. The locks and bolts of all seven cells have been destroyed by rust, therefore, the cell doors serve no purpose and the prisoners are at complete liberty to roam the entire cell block. The celda is located on the ground floor and is entered through two iron grill doors.

The over-crowding in this main cell block is unbearable. When the survey team first asked to enter the main cell block, the officer in charge stated he was hesitant as he could not guarantee our safety!

The second floor of the building is a grouping of improvised shacks where provincial prisoners languish in misery. These shacks were made by the prisoners out of cardboard and odd pieces of wood. The shacks are built from floor to ceiling. Some of these prisoners

even have their own locks for their shack. Human waste falls on the cement floor and adds a putrid smell to the already miserable conditions.

The only cell that was not overcrowded was the women's cell located on the ground floor with four inmates.

The prisoners in this facility are living in sub-human conditions. There is no adequate water supply. The prisoners get a small amount of water to wash their hands, but there is insufficient water for bathing. Due to the lack of water and cleanliness, the smell that engulfs the building and the prisoners is vile. There is an electric water pump on the premises, but it is broken and has never been repaired. This pump, as well as the entire building is the responsibility of the provincial authorities. The jail has four toilet bowls that have been out of use and are clogged with human waste. The prisoners now wrap their feces in newspapers and throw it into the prison yard. The inmates urinate inside their cell areas on the floors. The filth just continues to increase. The prisoners complained to the survey team that at night they cannot sleep because the worms and maggots get into their sleeping places!

The above described filth is the breeding ground of disease, which is also prevalent in the Davao jail.

On January 3, 1972, Dr. Carlos R. Pacheco, officer-in-charge of the Eastern Mindanao Skin Clinic, Davao City, discovered that city prisoner Austerio Dionisio is suffering from Hansen's disease (leprosy). The doctor recommended the immediate transfer of the prisoner to a sanitarium. In a letter dated January 21, 1972, the city jail commander, Lieutenant Mesias, wrote to the criminal court, 16th district, urging the transfer of the prisoner. This prisoner was exposing all of the other inmates to this highly contagious disease. As of February 10, 1972, however, this prisoner is still in the jail.

Many of the rest of the inmates are sick but there is no provision for periodic medical help nor for fresh air and exercise.

The inmates sleep on the cement floor and no blankets or mats are provided. They eat with their hands out of tin cans. The city provides P1.50 per day for each prisoner to eat. The jail commander purchases the food and it is cooked by trustees in an open kitchen over wood fire. The staple of the prisoners diet is corn grit. The prison menu consists of the following:

Breakfast: bread, coffee with milk

Lunch : green vegetables, corn grit, meat, pork
or fish twice a week and water

Dinner : corn grit, fish and water.

Visiting is allowed on Sundays only from 0800 to 1630, trustees are also allowed visitors on Saturdays. There is no visitors room and all visits must be in front of the main cell block door.

The Police Department has twenty policemen assigned to the jail. Five assigned to administrative duties plus three shifts of five men each. Lieutenant Mesias, the jail commander, was a jail guard at a national prison for five years; none of the other jail personnel have any experience or training. Jail personnel change shift every 15 days. It was obvious to the survey team that policemen assigned to the jail were so assigned as a punishment, to get them out of the way. This is a critical assignment and should not be staffed in this manner. One police jeep is assigned to the jail, however, it no longer runs. Prisoners are transported by other police vehicles, if available, or by public transportation.

The only communication the jail has is by public telephone. There is one old typewriter and one old filing cabinet. The jail has six shotguns with 38 rounds of ammunition.

When a prisoner is booked he is fingerprinted twice, once at headquarters and again at the jail. This is a duplication of effort that is not necessary. Jail records consist of a folder for each prisoner.

There is no rehabilitation program and no regular exercise for prisoners they just sit in filth.

Of all the jails that have been surveyed by Polcom/USAID, Davao's is the worst. The filth is indescribable. Immediate and meaningful action must be taken to correct this situation.

RECOMMENDATIONS

1. The Davao City authorities provide funds for construction of a permanent city jail pursuant to Sec. 1, Rule XX of the Police Manual.
2. Organizationally, Jail Division be placed under the direction of the Services Bureau.

3. All sections of Rule XX, Police Manual, be implemented. These sections outline the entire procedure for jail management.
4. Toilets and showers must be provided.
5. Considering the increases in food costs, the prisoner food allowance of ₱1.50 be increased to ₱2.50 per day.
6. The water pump should be repaired immediately or a new one procured.
7. The entire provincial and city jail facility be cleaned and disinfected twice a week.
8. City jail inmates be provided with uniforms.
9. City jail inmates be provided with plastic eating utensils.
10. Medical attention be provided city prisoners at least weekly.
11. Prisoners must be segregated according to crime, sex, and age.
12. Police jail personnel be increased to 25.
13. Police personnel be carefully selected for jail duty and properly trained.
14. Jail personnel must be directed to never enter the cell area with firearms.
15. Head count of prisoners must be made every shift.
16. Cell blocks be completely searched twice a week.
17. No longer should police personnel be assigned to jail duties as a form of punishment.
18. The shacks on the second floor of the jail must be removed.
19. An area should be set aside for visiting and interviewing prisoners.
20. The jail must be provided with a vehicle on a permanent basis.
21. The jail vehicle as well as office should be radio equipped.
22. Fingerprinting of prisoners need only be done once, either at headquarters or jail but not both places.

23. Programs for rehabilitation and work for the prisoners must be developed, as well as a daily exercise schedule.
24. Extensive community programs should be developed providing special, intensive treatment as an alternative to jail for both juvenile and adult offenders.
25. The jail should implement educational and vocational training programs, extending them to all inmates who can profit from them.
26. The city should establish a program to recruit academic and vocational instructors to work at the jail.
27. The city should consider recruiting and training civilian jail guards, releasing police personnel for other tasks. This has been successfully done in Bacolod City.
28. Separate detention facilities should be provided for juveniles.
29. Whenever possible, persons awaiting trial should be housed and handled separately from convicted offenders.
30. Davao City should encourage local universities and colleges to develop more courses and launch more research studies and projects on the problems of contemporary corrections and work closely with local jail authorities.

SERVICES BUREAU
JAIL DIVISION
TARGET DATES FOR
IMPLEMENTATION OF RECOMMENDATIONS

Recommendations:

31 Dec 72
6, 7, 10, 11, 14-17,
28

30 Jun 73
1-5, 12, 13, 18, 19,
22, 23, 27, 29

31 Dec 73
8, 9, 20, 21, 24-26,
30

30 Jun 74