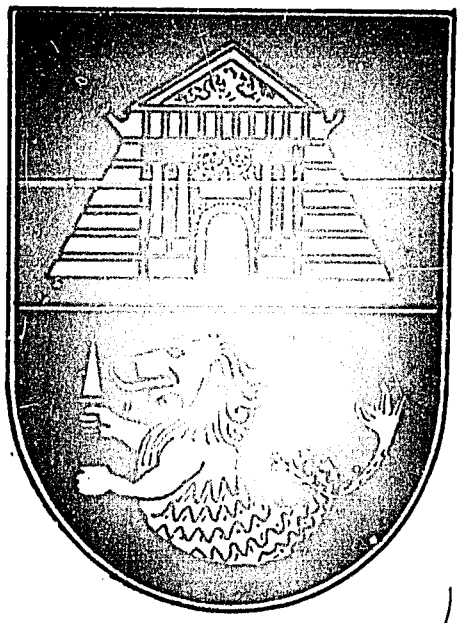
PH-AAA-381



A Survey of the MANILA POLICE DEPARTMENT

OFFICE OF PUBLIC SAFETY
Agency For International Development
Department of State, Washington D.C.

1 October 1964

S U R V E Y

M A N I L A P O L I C E D E P A R T M E N T

FRANK E. WALTON, TEAM CHIEF

GERALDINE L. JELSCH, STAFF ASSISTANT

JAMES A. MACGREGOR, TELECOMMUNICATIONS

HAROLD CAPLAN, MOTOR VEHICLE/WEAPONS MAINTENANCE

ROBERT F. HILDENBRANDT, RECORDS AND IDENTIFICATION

ELLIOTT B. HENSEL, CRIMINALISTICS

GEORGE MILLER, TRAFFIC MANAGEMENT

1 OCTOBER 1964

2

A CODE FOR A POLICE OFFICER

I am a Manila Police Officer, a soldier of the law. To me is entrusted the honor of the Force. I must reflect the friendliness and hospitality of the Philippine Islands and at the same time be courteous but firm in the discharge of my duty.

I must serve honestly and faithfully and if need be lay down my life as others have done before me rather than swerve from the path of duty.

It is my duty to obey the law and to enforce it without any consideration of class, color, creed and condition. It is also my duty to be of service to anyone who may be in danger or distress and at all times to so conduct myself that the honor of the Force may be upheld.

CODE OF CONDUCT
MANILA POLICE DEPARTMENT

Mr. James H. Ingersoll
Director
Operations Mission to the Philippines
Agency for International Development
United States of America
Manila, Philippines

Dear Mr. Ingersoll:

Submitted herewith is the survey of the Manila Police Department which you asked the Washington Office of Public Safety to make after a formal request to you by the Mayor and the National Economic Council.

The survey, the bulk of which was done during the months of August and September 1964, was made by Public Safety technicians brought to Manila from Peru, Indonesia, Korea, and Viet Nam as well as from Washington.

The recommendations contained in this report would, if carried out, greatly improve the efficiency of the Manila Police Department. Responsibility for implementation, of course, rests with the Mayor and the Municipal Board of Manila.

During the course of our short stay in Manila, the members of the Survey Team enjoyed the full cooperation of the AID Mission. The Communications Media Division was particularly helpful in the preparation of the final report. We would like the Mission to know that the Survey Team is deeply appreciative of the assistance received.

Our stay in the Philippines has been a pleasant one; we trust it will also prove to have been productive.

Yours very truly,

Frank E. Walton
Chief, Survey Team

ACKNOWLEDGEMENTS

Many persons and organizations assisted in this study by providing data and information. The total number of persons specifically contacted is too large to list. In addition, conversations were held with a number of unidentified drivers, pedestrians on the street, persons engaged in business and other individuals. Special thanks are, however, due the persons listed below for their full and friendly cooperation.

CITY OF MANILA

The Honorable Antonio J. Villegas, Mayor of Manila

Mr. R.V. Mitra, Special Assistant to the Mayor
Mr. Trinidad Q. Alconcel, Chief, Property Division

Office of the City Engineer

Mr. Ladislao J. Tolentino, City Engineer
Mr. M. C. Gomez, Chief, Program and Planning

Manila Traffic Court

The Honorable Jose Herrera, Judge, Traffic Court, City of Manila
Mr. Pablo Marquez, Administrative Officer

Social Welfare Bureau

Miss Leonor E. Pablo, Chief, Division of Social Services

Social Welfare Administration

Miss Esmena Silva, Superintendent, Welfareville
Mr. Edwin J. Rodill, Acting Head House Parent for Boys, Welfareville

Ateneo de Manila

Father Frank Lynch, Social Anthropologist

University of the Philippines

Franklin Glendon Ashburn, Fulbright Scholar (Department of Criminology and Corrections, Graduate School, Florida State University)
Ricardo M. Zarco, Department of Sociology
Mrs. Ofelio Angangco, Department of Sociology
Dr. Eleanor Elequin, Graduate College of Education

Philippine Constabulary

Captain Carlos B. Manalo, Chief, Chemistry Branch, Central Laboratory

Land Transportation Commission

Mr. Apolinario V. Pondo, Acting Commissioner
Mr. Candido Lazcano, Chief, Inspection, Examination and Licensing Division
Mr. Jose Abalos, Chief, Provincial Division
Mr. Oliverio Nieva, Chief, Records and Statistics Section

Bureau of Public Highways

Mr. Jose Rivera, Chief, Programming and Planning Division
Mr. Ireneo Ramos, Chief, Planning and Research Section

Public Service Commission

Mr. Teodoro J. Bacani, Chief Transportation Regulation

Civil Service Commission

The Honorable Abelardo Subido, Commissioner of Civil Service

National Bureau of Investigation

Col. Jose G. Lukban, Acting Director, National Bureau of Investigation
Mr. Roberto O. Reyes, Supervising Agent, INTERPOL Office

Others

Mr. Telesforo Tenorio, Former Chief of Police of Manila
Mr. D. N. Gatchalian, Traffic Signal Mfg. Representative, Manila
Mr. Dick Taylor, Manager, Radio DZHP
Captain Jose Malina, Chief Pilot, Liberty Motors

Manila Police Department

General Eduardo Quintos, Chief of Police
Colonel Eugenio Torres, Deputy Chief of Police
Lt. Colonel Enrique Morales, Chief of Detectives
Major Pedro de la Paz, Chief, Administrative Bureau
Major Eliseo Vibar, Chairman, Police Standards and Planning Council
Major Domingo de Guzman, Member " " " " "
Major Leoncio Mariano, " " " " " "
Major Dominador Santos, " " " " " "
Major Jose Rubic, " " " " " "
Major Frank Young, " " " " " "
Major Asaias Alma-Jose, " " " " " "
Major Simeon Ubiades, Special Assistant to Deputy Chief of Police
Major Dominador Santos, Commander Juvenile Control Bureau
Captain Jesus Gesolgon, Chief Service Bureau
Captain Antonio Perez, Chief Operations Bureau
Captain Diosdado Lapiña, Chief Inspection Bureau
Captain Gil Natividad, Commander Inspection Branch
Captain Gelacio Robles, Commander Investigation Branch
Captain Jesus Cariño, Commander Central Administrative Record Division
Captain W. E. Ealdama, Commander Personnel Division
Captain Dalmacio Santos, Commander Central Records & Identification Division
Captain Severino David, Member, Police Standards and Planning Council
Captain Angeles Pangan, " " " " " "
Captain Moises Matawaran, Commander Patrol Bureau
Captain Fernando Dujur, Commander Anti-Vice Division
Captain Felicisimo Lazaro, Commander Police Station 1
Captain Antonio Paralejas, Commander Police Station 2
Captain Bernardo Herrera, Commander Police Station 3
Captain James Barbers, Commander Police Station 4
Captain Cirilo Mariano, Commander Police Station 5
Captain Ambrosio Reyes, Commander Police Station 6
Captain Gerardo Tamayo, Chief, Traffic Bureau
Lieutenant Candido Castillo, Deputy Chief, Traffic Bureau
Lieutenant E. L. Nera, Chief, Operations Division, Traffic Bureau
Lieutenant Justo San Jose, Chief, Motorcycle Division, Traffic Bureau
Lieutenant A.C. Mariano, Field Supervisor, Traffic Bureau
Lieutenant F.R. Garcia, Field Supervisor, Traffic Bureau
Patrolman Leonardo Santos, Investigator, Traffic Bureau
Mr. Alfredo Ballat, Commander, Communications Division
Mr. Ruperto Medel, Chief, Traffic Engineering Division
Mr. Felix Cruz, Chief, Accident Records & Statistical Section, Traffic Bureau
Mrs. Gloria Carlitos, Assistant in Charge, Accident Records & Statistical Section
Mrs. Alberta Reyes, Clerk Typist, Accident Records & Statistical Section

TABLE OF CONTENTS

SURVEY OF THE MANILA POLICE DEPARTMENT

	Page
Letter of Transmittal	V
Acknowledgements	VII
List of Charts, Graphs and Photographs	XIII
Summary of General Findings	XIX
Summary of Recommendations	XXI
INTRODUCTION	3
CHAPTER ONE - General Law Enforcement	15
CHAPTER TWO - Law Enforcement in Manila	27
CHAPTER THREE - Crime Trends in Manila	37
CHAPTER FOUR - Organization	43
CHAPTER FIVE - Police Personnel Administration	67
CHAPTER SIX - Training	95
CHAPTER SEVEN - Patrol Operations	111
CHAPTER EIGHT - Public Relations	127
CHAPTER NINE - Facilities	137
CHAPTER TEN - Communications	145
CHAPTER ELEVEN - Criminal Investigation Laboratory	177
CHAPTER TWELVE - Motor Vehicle Maintenance	195
CHAPTER THIRTEEN - Weapons Armory	227
CHAPTER FOURTEEN - Records and Identification	233
CHAPTER FIFTEEN - Traffic Management	293
BIBLIOGRAPHY	363

8

LIST OF CHARTS, GRAPHS, PHOTOGRAPHS

	Page
Photo - Headquarters, Manila Police Department	XVII
INTRODUCTION	
Photo - Newspaper clippings reporting corruption in government.....	5
Photo - Newspaper clippings reporting crime problem	9
CHAPTER ONE - General Law Enforcement	
Photo - Manila Metropolitan Area	21
CHAPTER THREE - Crime Trends in Manila	
Table - MPD Cases Handled - Cases Solved 1960-1964	37
Table - Selected Crimes Manila, 1957 to 1963.....	38
CHAPTER FOUR - Organization	
Table - Distribution MPD Personnel	44
Chart - Present Organization MPD	45
Chart - Functional Organization, MPD	47
Table - Area and Population of Proposed Consolidated Precincts	53
Chart - Proposed Organization MPD	61
CHAPTER FIVE - Police Personnel Administration	
Table - Salaries and Numbers of Protective Force by Rank .	68
Table - Sample Computation of Examination Grades	74
Table - Long-standing Cases Pending Before Municipal Board	80
Table - Age Groups by Rank of MPD Protective Force	86
CHAPTER SIX - Training	
Table - Recruits' Program of Instruction - Ft. Bonifacio .	96
Table - Recruits' Program of Instruction - Manila Police Academy	98
Table - Proposed Program of Instruction for Recruits	99
Table - Proposed Weapons Training for Recruits	100
Table - Square Footage of Proposed Police Academy	104
Photo - Present Manila "Police Academy"	105
Table - List of Equipment Required for Police Academy	106

Page

CHAPTER SEVEN - Patrol Operations

Table - Radio Call Load for Mobile Patrol..... 115
Table - Number of Mobile Patrol Vehicles by Type and Year . 117
Table - Present Distribution of Patrol Bureau Protective Force 120

CHAPTER NINE - Facilities

Photo - Third Precinct Station 139
Photo - Sixth Precinct Station 141

CHAPTER TEN - Communications

Table - Present Staffing of Communications Division 150
Chart - MPD Teletype Network 167
Chart - MPD Telephone Facilities 169

CHAPTER ELEVEN - Criminal Investigation Laboratory

Photo - Wrecked Mobile Crime Lab 179
Table - Crime Lab Personnel List by Title, Age, Rank, Service, Education and Salary 183
Table - Case Distribution MPD, NBI and PC Crime Labs 185
Table - Types of Cases Handled by MPL (1963) 185

CHAPTER TWELVE - Motor Vehicle Maintenance

Table - MPD Vehicles by Type and Condition 196
Photo - Crowded Conditions in MPD Transportation Section .. 197
Photo - Disposable Junk in MPD Transportation Section 199
Photo - Disposable Junk in MPD Transportation Section 201
Photo - Disposable Junk in MPD Transportation Section 203
Photo - Working Conditions, MPD Transportation 205
Photo - Condition of Shop Supply Section MPD Transportation 207
Chart - Proposed Production Control Plan..... 209
Sketch - Proposed Auto Shop 211
Photo - Model of Proposed Shop Layout 213
Table - Comparison of MPD/Local Business Salaries for Shop Men 216
List - Proposed Shop Equipment 217
List - Proposed Tools 218

CHAPTER THIRTEEN - Weapons Armory

Photo - Weapons Storage 229

10

Page

CHAPTER FOURTEEN - Records and Identification

Chart - Organization MPD R&I Division 235
Photo - Fingerprint Classifiers at Work 241
Photo - Fingerprint Classification Verifier at Work 243
Table - Index Record Checks During Month of August 245
Photo - "Wanted" Card File 253
Table - Number of Photos Taken by Photo Unit 258
Table - Activities Latent Fingerprint Section for Aug. 1964 261
Form - Proposed Monthly Arrest Tabulation Form 267
Form - Proposed Monthly Crime and Clearance Report Form .. 268
Photo - Old Arrest Files 273
Photo - Film Developing Room 275
Sketch - Existing Facilities Photo Section 277
Sketch - Proposed Remodelling Photo Section 279
Table - Supplies and Equipment Required by CRID 283

CHAPTER FIFTEEN - Traffic Management

Table - Numbers of Public Service Vehicles by Type and Year 297
Table - Manila Traffic Accidents by Type and Year 300
Table - Violations of Drivers Involved/Not Involved in Accidents 302
Graph - Police Enforcement Action in Accidents 303
Table - Manila Traffic Court Activities 1960-1964 304
Graph - MPD Total Enforcement/Accident Enforcement-1956-1963 305
Table - Population Manila---Suburbs, 1960-1970 307
Table - Annual Total No. Licensed Operators - Manila 1959-1963..... 308
Table - Annual Total No. Motor Vehicles Registered - Manila 1959-1963..... 308
Graph - Projected Operators/Vehicles - Manila 1970 309
Table - Traffic Signal Installations - Manila 317
Table - Distribution Traffic Bureau Personnel 324
Example - Traffic Violation Report - MPD 328
Chart - Proposed Organization MPD, Traffic Bureau 343
Table - Percent of Accidents Resulting in Enforcement - 1956-1963 345
Table - Ratio of Total Enforcement to Fatal and Injury Accidents 345
Table - Hour of Occurrence of Fatal, Injury and Property Damage Accidents 348
Graph - Accident Investigation Squad Requirements by Hour . 349
Table - Traffic Bureau Vehicle Requirements 354

11

MANILA POLICE DEPARTMENT HEADQUARTERS

SUMMARY OF GENERAL FINDINGS

The Manila Police Department numbers among its members some fine, capable, intelligent, highly-motivated men.

The Manila Police Department is in need of:

Training at all levels

Adequate facilities in which to work

Adequate equipment with which to work

Reorganization

Modernization

Revitalization

These improvements can only come about with full, aggressive support from the Mayor and the Municipal Board of Manila.

It is most important that the interest in improving the Manila Police Department is sustained and that this interest does not become (to use a Tagalog term) like NINGAS KUGON. (burning grass).

Given this sustained support and these improvements, the Manila Police Department has the potential to become a fine organization of which the citizens of Manila and the Philippines can be proud.

SUMMARY OF RECOMMENDATIONS

( ) CAN BE IMPLEMENTED IMMEDIATELY

GENERAL

1. Amend the proposed "Police Act" to establish a FIVE man instead of a three man commission; the additional two members to be 1) the Chief of the Manila Police Department and 2) a high quality civic-minded private citizen.

2. Amend the proposed "Police Act" to require inspection and audit of ALL Philippine Police agencies, including the National Bureau of Investigation and the Philippine Constabulary.

(3) Establish a workable, coordinated Metropolitan Police Organization for the Manila metropolitan area.

(4) Crime Commission to review the records of those who are licensed to carry guns in the City of Manial to determine real need for license.

(5) Establish a joint MPD, NBI, PC Committee to review the whole practice of gun licensing and recommend revisions of procedure and practices.

ORGANIZATION AND ADMINISTRATION

(6) Establish an "FBI Type" system of Uniform Crime Reports.

7. Require submission of Uniform Crime Reports to the NBI.

X

14

(8) Establish a joint MPD, NBI, Philippine Constabulary team to study the vehicle theft problem and propose solutions.

(9) Dissolve the Police Standards and Planning Council.

(10) Dissolve the Operations Bureau.

(11) Dissolve the Headquarters Tactical Force, including the Flying Squad and the Marauders.

(12) Form a Planning and Research Division under the Bureau of Administration.

(13) Form a Metropolitan Division to absorb all the duties of the HTF, the Flying Squad and the Marauders and to act as a Reserve force capable of performing any police duty.

(14) Form a Vagrancy Unit in the Metropolitan Division to keep the streets and sidewalks clear of beggars, peddlers and vagrants.

15. Provide 25 vehicles for Metropolitan Division - ₱412,500 ($103,125).

(16) Transfer the Maintenance unit to the Service Bureau.

(17) Make Communications Division and all its operations responsible only to the Chief, Service Bureau.

18. Reactivate the radios on the Motorcycles and require the motorcycle personnel to respond to calls.

19. Reduce the number of Police Precinct areas to three from six by consolidating 1 and 3, 2 and 6, and 4 and 5.

20. Build new stations for the consolidated areas; first priority to the 1-3 area.

(21) Officially require each Precinct Commander to be responsible for the control of vice in his area.

(22) Transfer responsibility for overall vice control from the Detective Bureau to the Administrative Bureau.

(23) Establish a Vice Control Division in the Administrative Bureau, of 18 men commanded by a Captain.

24. Provide 5 vehicles for this Division - ₱80,000 ($20,000).

(25) Establish a procedure for all vice complaints to be routed to the Administrative Vice Division for action; one copy to the Precinct Commander.

(26) Require the Precinct Commander to report action taken on vice complaints.

(27) Disband the Inspection Bureau.

(28) Establish an Inspection Staff of four Majors in the office of the Chief of Police.

(29) Form an Internal Affairs Division in the Administrative Bureau with the responsibility for investigation of allegations of misconduct. These are presently carried out by the Inspection Bureau.

(30) Form a Training Division under the Administrative Bureau which will assume all the functions of the Manila Police Academy and the Training Branch under the Operations Bureau and also be responsible for developing, organizing and presenting courses in all fields of police training.

31. Transfer the Anti-Hoodlum Division to the Bureau of Administration and rename it Intelligence Unit as soon as its members are able to recognize and identify the major hoodlums. The Intelligence Unit would have the responsibility of keeping track of all the major hoodlums in the country by means of exchange of information with other law enforcement agencies.

(32) Establish Detective Units under command of the Detective Bureau, in each Precinct.

(33) Transfer to the Detective Bureau all precinct personnel presently engaged in follow-up criminal investigation, personnel to remain physically located in the precincts.

(34) Detail a Lieutenant and two Sergeants as Commander and Supervisor of each of the precinct detective units.

(35) Disband the present Juvenile Control Bureau and form a Juvenile Control Division under the Patrol Bureau, with responsibility for 24 hour a day street patrol and for handling of all cases in which a juvenile is the perpetrator or the victim.

(36) Provide a total of 46 personnel for this Division, including 9 Policewomen.

(37) Replace with Guards those patrolmen presently performing Guard duty at the Juvenile Detention Center.

(38) Transfer responsibility for the Jail to the Social Welfare Department.

(39) Replace with Guards patrolmen assigned to the Jail.

40. Establish 5 new positions of Assistant Chief of Police, the individual filling each to command one of the 5 Bureaus of the Police Department: Administration, Patrol, Detective (replacing the present position of Chief of Detectives), Traffic, and Service.

(41) Assign 2 Majors to each Bureau Chief as an Inspection Staff.

(42) Require that all members of the Police Department adhere to the chain of command.

(43) Establish a procedure for forwarding and return of communications through the chain of command.

PERSONNEL ADMINISTRATION

(44) Establish a Police Salary Survey Committee composed of three selected Civic Leaders, a member of the Municipal Board, a member of the Police Department, and such other members as the Mayor deems necessary.

45. Bring the recruitment program of the MPD in line with accepted Police Personnel management practices:

Basic physical, mental and medical standards should be met.
Examinations should include written, oral and physical tests.
Examinees should be rank ordered by grade.
Investigate background of candidates.
Give examination every two years or more often if necessary.

(46) Appoint a subcommittee of the Crime Commission to work out the details of the above recommendation.

X
18

(47) Above subcommittee should also develop a program for testing those already on the police department who have not passed any Civil Service police examination.

48. Repeal Republic Act 557.

(49) In the meantime submit to a subcommittee of the Crime Commission the matter of R.A. 557 and disciplinary procedures in the Police Department for study and recommendation.

50. Hold a series of examinations commencing with that for Patrolman, requiring all personnel OF WHATEVER RANK who have not qualified by Civil Service examination for that or a higher rank, to take the examination, for Patrolman. Proceed to examinations for Corporal, Sergeant, Lieutenant, Captain and Major in the same manner.

Why 51. Eliminate the distinction between Detective and Uniform ranks as far as job titles, examinations and assignments go.

(52) Appoint a subcommittee of the Crime Commission to study the retirement system of the MPD and make recommendations for improvement.

(53) Appoint a subcommittee of the Crime Commission to study the problem of lack of legal assistance for and requirement for deposit of bail by a policeman even when he shoots a hoodlum in line of duty.

54. Replace with a civilian employee, every policeman who is presently performing work which could better be done by a civilian.

(55) Appoint a committee of the Police Department chaired by the Chief, Administrative Bureau to implement the above recommendation by a careful study of all policemen in office jobs.

TRAINING

56. Revise the Recruit training program of the MPD by consolidating the courses given at Ft. Bonifacio and at the MPD into a single 13-weeks course.

(57) Eliminate the strictly military subjects such as Map Reading, Psychological Warfare, Military Correspondence, Protective Measures Against Gas and Atom Bomb Attacks, Ranger Training, etc. from Police Training Courses.

58. Present a Basic Police Recruit Training Course as recommended herein. Ammunition requirement - ₱40,000 ($10,000).

59. Present the Recruit Course at Ft. Bonifacio.

60. Provide all members of the MPD with an 80 hour refresher course. Ammunition requirement - ₱60,000 ($15,000).

Where 61. Give this training at the Manila Police Academy.

62. Require semi-monthly revolver qualification for all personnel - ₱256,000 ($64,000).

63. Provide Command Training for all Captains and Majors.

64. Build an up-to-date Police Academy for the MPD. Building- ₱700,000 ($175,000) - Training Supplies and Equipment - ₱160,000 ($4,000).

X

20

65. Provide specialized training for all specialists.

66. Provide overseas training for selected members of the MPD.

67. Assist in establishing a course in Police Administration in the University of the Philippines.

PATROL OPERATIONS

(68) Restore to the Mobile Patrol authority to issue Traffic Violation Tickets.

(69) Discontinue manning of all police outposts.

70. Motorize 25 percent of the present foot patrol personnel as soon as vehicles can be obtained to mount them. Transfer to Mobile Patrol until such time as the "Three Precinct Plan" is adopted. 35 additional vehicles ₱660,000 ($165,000).

(71) Assign foot men to a specific beat for a specific purpose.

(72) Distribute all Mobile Units strictly on the basis of the actual work load.

(73) Institute a system of aggressive "Field Interrogations" of suspicious individuals by all field personnel, including Mobile Patrol, beat and Precinct motorized personnel.

(74) Develop and utilize a "Field Interrogation" card.

PUBLIC RELATIONS

(75) Establish a Public Relations Division under the Bureau of Administration.

(76) Lay out a planned Public Relations Program covering both internal and external public relations.

77. Provide 2 automobiles for Public Relations Division - ₱32,000 ($8,000).

FACILITIES

78. Build a new Police Facilities Building - ₱16,000,000 ($4,000,000).

79. Move the Juvenile Control Division away from the Juvenile Detention Center.

80. Employ janitors to maintain all Police buildings.

81. Institute a planned replacement program for all department equipment.

82. Purchase 1,000 38-caliber revolvers to replace those in poor condition and the obsolete and non-standard weapons presently being used by MPD personnel - ₱240,000 ($60,000).

(83) Direct the new Planning and Research Division to develop a Table of Organization and Equipment for each unit of the department.

COMMUNICATIONS

84. Install an intercity Metropolitan radio network linking Manila, the NBI, the PC and the 9 cities surrounding Manila- ₱73,920 ($18,480).

85. Reactivate the radio equipment installed on police motorcycles - ₱14,000 ($3,500).

86. Develop a replacement parts stock control system.

87. Install a monitor receiver at Traffic headquarters - ₱1,000 ($250)

(88) Remove radios in 25 deadlined vehicles.

(89) Institute practice of rotating radios in vehicles.

90. Construct a patrol status indicator board for police radio vehicles - ₱1,000 ($250).

(91) Amend the M.O. requiring Mobile Patrol units to report every ten minutes.

92. Standardize call box equipment.

93. Provide an aerial ladder and panel truck to enable linemen to perform maintenance on telephone lines and cables - ₱30,000 ($7,500).

(94) Provide citizen access to call boxes by leaving VIP key permanently in place.

95. Provide adequate housing for call box terminal equipment at precinct headquarters.

96. Replace all teletype machines.

97. Extend teletype network to NBI and PC headquarters.

98. Replace patrolmen operating teletype machines with female civilians.

(99) Require all new applicants for employment as communications technicians to pass a civil service examination which will test their qualifications.

(100) Require all new communications technicians to have a minimum level of experience as a prerequisite to employment.

annual

CRIME LABORATORY

101. Establish an adequate budge for the Crime Laboratory - ₱16,800 ($4,200).

(102) Assign new technicians to understudy present staff.

103. Replace out-moded and worn-out equipment. ₱22,400 ($7400).

104. Provide work benches, cupboards and hot water facilities.

(105) Implement proper evidence custody.

106. Provide better administrative support.

(107) Centralize laboratory records.

(108) Separate the laboratory fingerprint functions from routine Record and Identification operations.

MOTOR VEHICLE MAINTENANCE

(109) Clean up the litter in the shop area.

(110) Dispose of useless old vehicles, engines and out-moded spare parts.

111. Replace unserviceable vehicles - 116 vehicles -₱1,878,000 ($469,500).

112. Stock adequate amounts of frequently needed spare parts.

113. Construct storage bins to provide proper spart parts storage.

(114) Establish a preventative maintenance program on all vehicles.

115. Initiate an efficient stock record locator system.

116. Adopt a production control plan.

117. Provide a site for construction of an adequate shop facility. Cost?

118. Construct an adequate shop facility.

X
24

119. Provide a sufficient quantity of tools and equipment - ₱484,000 ($121,000).

120. Provide an adequate number of vehicles maintenance personnel.

121. Prepare a pamphlet on good driving practices for issue to police drivers.

122. Train shop personnel in the use of stock records.

WEAPONS MAINTENANCE

123. Relocate the weapons Armory adjacent to the Police Headquarters where the weapons will be immediately available in case of emergency.

124. Build racks upon which to store weapons properly - ₱400 ($100).

125. Build wooden pallets upon which to stack ammunition properly - ₱400 ($100).

(126) Assign responsible personnel to maintain and repair weapons.

127. Repair and reblue all weapons now on hand to a serviceable condition - ₱2,000 ($500).

(128) Explore the possibility of having the Philippine Army do the above.

(129) Explore the possibility of detailing police personnel for training to the Philippine Army weapons repair center or similar facility.

RECORDS AND IDENTIFICATION

(130) Develop and use a monthly crime and clearance report form.

(131) Develop and use a monthly arrest tabulation report form.

132. Remove wall between the Identification section and the hallway - ₱400 ($100).

133. Obtain classification formula 8x8 index file tab cards for fingerprint files.

134. Extend height of fingerprint classification tables - ₱400 ($100).

135. Procure needed supplies and equipment for Records and Identification Division - ₱64,362 ($16,090).

(136) Strip the Photo Gallery of unimportant photos.

137. Provide three additional personnel in the photo lab in order to enable it to keep up with its work.

(138) Establish an individual folder file for each subject involved in 2 or more arrests.

139. Review record forms for revisions, prepare modernized standard forms on better quality, thinner paper.

140. Prepare a manual of records procedure.

141. Reestablish the practice of making an extra copy of fingerprint cards and submitting to NBI.

(142) Study the possibility of microfilming certain records in order to reduce the bulk of the CRID files.

143. Install cameras at precincts for the purpose of taking identification photographs.

144. Remodel the photo section - ₱8,000 ($2,000).

(145) Assign a committee headed by a Bureau Chief to study the problem of the Warrant section.

TRAFFIC

146. Provide funding for long range studies and planning for needed traffic facilities (bridges, grade separations, signals, off-street parking, police supervision).

147. Renovate streets and roadways, with annual scheduled maintenance.

148. Replace present antiquated traffic signal systems.

149. Redesign selected intersections.

150. Provide Central Bus Terminal facilities (possibly through private investment).

151. Provide a rapid mass transportation system separated from street levels.

152. Provide adequate off-street parking facilities.

Pass City Ordinances to:

--153. Authorize all police to order immediate town service removal of traffic obstructions, including disabled and illegally parked vehicles in traffic ways.

--154. Require periodic safety inspections of all vehicles using Manila streets.

--155. Reserve an easement over all property adjoining traffic ways for underground service for facilities, removing these from under paved streets.

--156. Require that all new structures provide adequate off-street parking for occupants and clients, as a condition to issuance of building permits.

--157. Require all public passenger and cargo carrying vehicles using Manila streets to be licensed by (for a fee) the City of Manila.

--158. Completely revise and modernize the traffic code of the City of Manila.

159. Urge the Land Transportation Commission to improve driver testing and controls.

160. Maintain a central driver's record file.

161. Review the certificates of public convenience presently issued for Manila; replace small passenger carrying units with larger, more efficient units.

(162) Reorganize the MPD Traffic Bureau.

163. Provide the Traffic Police with needed equipment and facilities. ₱393,151 ($98,290)

164. Provide improved Accident Investigation by means of trained police squads.

(165) Institute impartial rigid, traffic law enforcement by all uniformed Manila police with emphasis on those violations contributing to congestion and accidents.

(166) Establish an accident location file.

(167) Prepare accident and enforcement summaries.

(168) Enlarge and improve the Traffic Education program.

(169) Improve Traffic Court records procedures, providing case dispositions to police, and publish dispositions of ALL cases by regular audit.

X
26

170. Release police from manual direction of traffic at all locations suitable for modern traffic signal direction upon installation of signals.

"A reign of terror has started creeping over the land. It threatens a basic freedom -- the freedom from fear -- which is the birthright of every human being. It has engulfed a wide area. Tomorrow, we may wake up to find that it has supplanted the forces of law and order.

. . . . . .

"We cannot afford to take the menace lying down. We must act, raise our voices. Otherwise, the time will come when the gangsters will not even let us lie down."

Editorial - The Manila Times

7 September 1964

INTRODUCTION

Interest in and pressure for this survey of the Manila Police Department developed as a result of the rising tide (one Municipal Board member called it a "deluge") of crime, lawlessness and corruption which appeared to have engulfed not only the City of Manila but the entire nation to the point that considerable fear was being expressed of a general breakdown of law and order.

Responsible government officials had declared that lawlessness had grown to such an extent that it was impeding economic and social development. Crimes such as tax evasion, failure to report the true value of imports, and smuggling were depriving the government of revenue which could be utilized for needed development projects and public services.

The former Chairman of the National Economic Council stated in December 1963 that the severity and amount of crime were discouraging the establishment of industries which could provide needed employment and also reduce the need for imports. In commerce, marketing costs were increased by the payment of protection money to enable delivery and sale of products.

Natural resources were being abused through criminal fishing methods which depopulated fishing grounds. Indiscriminate cutting of trees without replanting not only reduced resources but also destroyed watersheds which created additional problems for the

X
31

future. Watersheds were further damaged by rural squatters who moved into an area, including government conservation lands, and burned the trees to clear the land for planting.

According to newspaper reports corruption, graft, crime and venality appeared to have developed not only in the law enforcement agencies throughout the country (policemen and members of the Philippine Constabulary were charged with murder, rape, robbery, smuggling and assault), but in the other agencies of government as well. Firemen were accused of "shakedowns" and of looting at the scenes of fires, and one fireman has been arrested and charged with maintaining an opium den.

President Macapagal indicated that the Customs and Internal Revenue Bureaus were riddled by graft; the Customs Commissioner reported that 33 cases were pending against customs officials on charges ranging from "dishonesty and grave misconduct" to "immorality and infidelity in the custody of evidence"; in Bulacan Province a kickback racket in the purchase of materials for the provincial government was uncovered.

OTHER NEWSPAPER STORIES:

Even the field of education was not free from the corruption cancer -- a syndicate composed of a school principal, a supervising teacher and personnel from the division office was uncovered in a racket involving the selling of answers to competitive examinations, and bribery for promotion and transfer of teachers. Another investigation involved a racket in the procurement of school supplies.

One of the provincial hospitals was discovered in a racket selling drugs and medicines to charity patients.

TVR MESS UNCOVERED

ANTI-GRAFT RAP FACES

Cebu PW fund loss exposed

'Kickback' anomaly exposed

Mayor, six cops accused of slay

Bulacan capitol anomaly probe on weekends

PSC inspectors grounded holidays

QC police fiscal flayed on warrant

QC vice blamed on police

2 PC officers face relief on smuggling

2 ROTC cadets rapped in QC

Cop, pal whip Dicks

Wanted records missing in MPD include

Nuguid hits lands office, urges probe

PC sergeant guns couple at supper

Meddled QC cop force is muddled

Bulacan Kickback Racket Uncovered

Slay rap filed against cop, duo

Court-martial poised on 'bribed' army men

CAB guards, pilferers tie-up eyed

Judge bares bail bonds irregularities

2 Cops Denounced For PC Sergeant's Maul, Face Rap

29-Man Army Force Is Scrapped For Giving Smuggling Clearance

Alien records vanish

Pay now, nab later

Deals behind arrests bared

Prosecution of gov't employes in AFP

mess

GENERAL CORRUPTION AS REPORTED IN THE PRESS

VOSO INDICTED JEEP PURCHAS

A fake overtime racket was uncovered in the Development Bank of the Philippines.

The Philippine Army was not free of the graft cancer. An Army detachment assigned to control smuggling was ordered disbanded for alleged "connivance" with smugglers. Twenty-nine Philippine Army trucks dis peared after having been "borrowed" last year by a relative of the defense chief.

An official of the government sweepstakes office was convicted of misappropriation of ₱34,900 of sweepstakes funds.

The Postal service came in for attention with the conviction of a postmaster for misuse of government funds.

The Bureau of Lands has been charged by a Representative with "highly irregular" deals in the issuance of title to land in the public domain.

A Senator has scheduled a probe of the Sugar Quota Administration, alleging "irregularities" in that office.

The Secretary of Commerce and Industry has ordered an investigation of charges of "mismanagement and extravagance" against the Bureau of Travel and Tourist Agency.

Ten thousand bags of government cement were reported missing from a government warehouse in one of the provinces -- while hundreds of sacks of rice from government storage facilities turned up on the black market.

A ranking official of the Motor Vehicle Office has been accused of using his position to employ his close relatives in violation of

the Presidential order prohibiting this. A close relative of this official is alleged to have committed a robbery while using a Motor Vehicle Office jeep.

Overpricing in the remodeling of the Bulacan provincial capitol building is under investigation.

Reported connivance between employees of the Manila Railroad Company and traders, resulting in "considerable loss" to the government has caused another investigation to develop.

Three Forestry officials have been formally charged with dereliction of duty for inaction against persons engaged in illegal logging.

A late scandal is the uncovering of the operation of a syndicate of fixers at the Traffic Court, believed to have defrauded the government of thousands of pesos in unremitted fines by falsifying traffic violation citation receipts.

Another incident involves the "disappearance" of vital government documents on more than a thousand aliens overstaying their visa periods. A Senator expressed suspicion that the disappearance of these papers may have had something to do with the activities of a syndicate composed of personnel from the Foreign Office, Immigration Bureau and Philippine Consulates abroad peddling fake citizenship papers to aliens. The take from the racket is reportedly ₱10,000 to ₱50,000 per head.

In the general crime field murder and gangsterism appeared, on the basis of available scanty records, to have reached new heights.

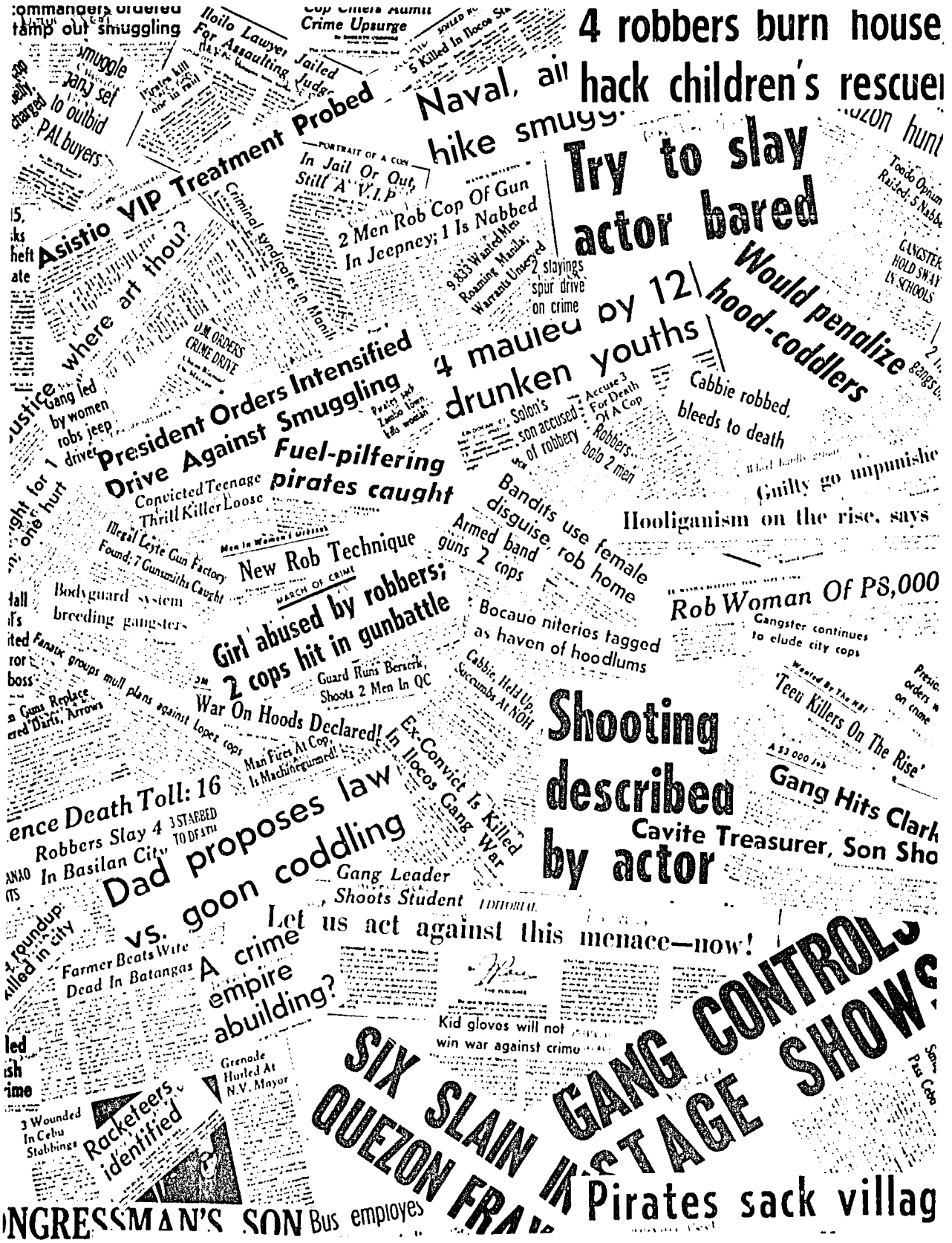
X
35

Public opinion reached explosive proportions with the shooting up on 18 August 1964 of the Manila Opera House by a gang of hoodlums armed with pistolized carbines. As the gang was gradually rounded up, it was alleged that the entire entertainment world was under hoodlum control. It was disclosed that although the gang leader had a murder conviction and prison sentence hanging over his head, he had been moving freely about the metropolitan area for two years without action by the police!

This brought to light serious shortcomings in the warrant service procedures. A backlog of some 9,000 unserved warrants was found. Reasons advanced for their not being served varied from lack of manpower and an archaic system to collusion, for a price, between the various police agencies and the wanted men.

The spotlight of attention was also focused on the tremendous volume of smuggling, which was causing losses of millions of pesos in government revenue. The Secretary of Finance was quoted as saying that in 1963 alone some $150,000,000 worth of foreign goods were smuggled into the Philippines. It was estimated that a million cartons of cigarettes were smuggled into the country in July alone. The situation deteriorated to the point that the President of the Philippines appealed to the people in full page advertisements in all newspapers to assist in stopping this racket.

The crime situation continued to attract so much attention that the President called a conference of the Chiefs of Police of the metropolitan area, the Director of the National Bureau of Investigation



CRIME SITUATION AS REPRESENTED BY ONE MONTH'S HEADLINES

and of the Chief of the Philippine Constabulary, in an effort to arrive at solutions to it. Later, the press reported that the President had given the chiefs of police an ultimatum to "clean up" the crime situation or face dismissal. The chiefs responded by saying "get the politicians off our backs."

All the daily newspapers had been for some time carrying articles and editorials on the rising crime problem. The publisher of The Manila Times in a editorial entitled, "Let Us Act Against This Menace Now" stated:

> "The menace is none other than the rule of the underworld, and its agents are not spies and saboteurs but gangsters, hoodlums, ruffians in fine clothing, confidence men and blackmailers.
>
> "No one is safe from their clutches....The next victim may be you.
>
> "Already legions of terrified citizens are paying tribute to underworld syndicates....Headwaiters, night-club hostesses, movie and stage actors have been the first to be victimized. The next target is the world of commerce. After that no one will be safe, not even the schools."

However, the Honorable Antonio J. Villegas, Mayor of the City of Manila, had already moved to attack the crime problem for that City. On 5 August he announced the creation of a Citizens Crime Commission composed of high-level, civic-minded private citizens to undertake reforms in the City Government. Principal targets of the Commission were said to be the City Fire and Police Departments.

On 17 February 1964 - some considerable time prior to the above developments - the Mayor had met with representives of the United

States A.I.D. Mission to the Philippines and asked that a "comprehensive survey" be made of the Manila Police Department with recommendations for its improvement.

On 26 February the Mayor wrote to the National Economic Council (which must clear all projects) formally requesting technical assistance for "a comprehensive survey of the problems involved in police work in Manila." He asked that the survey specifically cover the following phases of police work:

1. Traffic Control
2. Communications
3. Records and Identification
4. Patrol Investigation
5. Reserve Mobile Unit
6. Vehicle and Firearms Maintenance
7. Overall Administration and Public Relations.

On 23 March the Chairman of the National Economic Council favorably endorsed the Mayor's request in a letter to J. H. Ingersoll, Director, USAID/Manila. The Chairman stated that "The state of peace and order and traffic in Manila have long been the object of much concern especially as they relate to business and commerce. The survey of police problems in the City of Manila would contribute greatly to the determination of appropriate measures to improve the organization to insure conditions conductive to economic growth."

Upon this formal request from the NEC, the Office of Public Safety, Washington, proceeded to select, clear and order the survey

team members to Manila. The Survey Team members consisted of the following:

Frank E. Walton, Team Chief

Geraldine L. Jelsch, Staff Assistant

James A. MacGregor, Public Safety Telecommunications Advisor

Elliott B. Hensel, Public Safety Criminalistics Advisor

George Miller, Public Safety Traffic Control Advisor

Robert F. Hildenbrandt, Public Safety Records and Identification Advisor

Harold Caplan, Public Safety Supply and Logistics Advisor

Although the first survey team member arrived in June 1964, completed his task and departed, the bulk of the survey was carried out during the months of August and September 1964.

Frank E. Walton

Manila

1 October 1964

"At no other time in police history has the demand for strengthening its services been so great and pressing as today and in the immediate years beyond. Our administration is dedicated to the momentous task of retrieving this country from the economic and social stagnation and giving it new goals and new direction."

President Macapagal

CHAPTER ONE

GENERAL LAW ENFORCEMENT

Responsibility for law enforcement in the Philippines rests with two national agencies; the Philippine Constabulary (PC), a 15,000 man para-military force under the Department of Defense; and the National Bureau of Investigation (NBI), an organization composed of 182 agents and about 1,000 technical and clerical personnel; and with some 1,350 municipalities and 41 chartered cities comprising a total of some 22,000 police personnel.

Chapter 35 of the Revised Administrative Code of the Philippines sets forth the authority and responsibility of the Philippine Constabulary. The Constabulary has responsibility for the "maintenance of law and order throughout the Philippines, to suppress insurrections, riots, brigandage, unlawful assemblies and breaches of the peace and to see that the perpetrators of such offenses are brought to justice."

It is the duty of all members of the Philippine Constabulary stationed in any Province to cooperate with the Provincial Governor in the maintenance of law and order and the "suppression of brigandage, lawless violence and crime."

It is the duty of the senior constabulary officer to "make inspections of the various bodies of local police within his province" and to report to the Chief of Constabulary as to their equipment and efficiency and generally as to the conditions of the province as to peace and the observance of law and order. To this end, he may require reports from Chiefs of Police and mayors relative to the

number, equipment, and state of discipline of their police forces or other information deemed desirable with respect to the operations of such police and the conditions prevailing in their respective jurisdictions.

When in his judgement the public interest will be served, the President of the Philippines or the Provincial Governor, with the approval of the President of the Philippines, may place any body of local police under the control of the Senior Constabulary officer on duty in the Province. This officer is authorized to control and direct the movements of said police.

The Constabulary is authorized to maintain an Academy at Baguio for instruction and training of officers in the Constabulary Service and of cadets destined for such service. Article XI Sec. 2260 of the Revised Administrative Code directs the Chief of Constabulary, with the approval of the Department Head, to "prepare and promulgate general regulations for the good government, discipline, and inspection of the municipal police, compliance wherewith shall be obligatory for all members of the organization."

"Each municipal council, with the approval of the provincial board, may issue supplementary regulations not incompatible with the law and the general regulations for the government of the force."

Republic Act 157 promulgated in 1947 created the National Bureau of Investigation. This Act established the NBI under the Department of Justice and gave it the following functions.

1. To undertake investigations of crimes and other offenses against the laws of the Philippines upon its own initiative and as public interest may require.
2. To render assistance whenever properly requested in the investigation or detection of crimes and other offenses.
3. To act as a national clearing house of criminal or other informations for the benefit and use of all prosecution and law enforcement entities of the Philippines, identification records of all persons without criminal convitions, records of identifying marks, characteristics and ownership or possession of all firearms as well as test bullets fired therefrom.
4. To give technical aid to all prosecution and law enforcement officers and entities of the government as well as the courts that may request its services.
5. To undertake the training of a "representative number " of city and municipal police officers at the request of their respective supervisors along effective methods of crime investigation and detection in order to insure greater efficiency in the discharge of their duties.
6. To establish and maintain an up-to-date scientific crime laboratory and to conduct researches in furtherance of scientific knowledge in criminal investigation.

Republic Act 409 is the source of authority for the Chartered City of Manila. This Act authorizes the Chief of Police to have

charge of the Police Department and "everything pertaining thereto, including the organization and disposition of the City Police and detective bureau." He is to quell riots, disorders, disturbances of the peace and shall arrest and prosecute violators of any law or ordinance. He shall exercise "exclusive" police jurisdiction over all land and water within the police jurisdiction of the city. He is charged with the protection of the rights of persons and property wherever found within the jurisdiction of the city. He shall arrest without warrant, when necessary to prevent the escape of the offender, violators of any or ordinance and all who obstruct or interfere with him in the discharge of his duty. He shall exercise supervision over the Police Training School.

The Mayor and all members of the City police force are designated as police officers and thus authorized to serve and execute all processes of the Municipal court and criminal processes of all other courts within the jurisdiction of the city.

The police are authorized to arrest without warrant any person found in suspicious places or under suspicious circumstances.

The Mayor has the power - when he deems it necessary to avert danger or to protect life and property in case of riot or police calamity or when he has reason to fear any serious violation of law and order - to swear in such members of special police as the occasion demands. Such special police shall have the same powers while on duty as members of the regular force.

From the foregoing, it is obvious that considerable overlap and duplication of jurisdiction exist in the authority and responsibilities of these four types of law enforcement agencies; the Philippine Constabulary, the National Bureau of Investigation, the 41 Chartered Cities, and the some 1350 Municipalities.

The Philippine Government, including its law enforcement officials, have long recognized this problem of overlap and duplication of jurisdiction. Through the years, recommendations of different kinds have been made to solve it. One recommendation frequently made called for the establishment of a National Police Force, by combining some or all of the existing law enforcement agencies.

On this point it may be said that such a national organization, if formed, should be clearly a civilian, not a military organization. Law enforcement, except in occupied countries is properly a civil, not a military function.

Another proposal called for the establishment of a national Police Commission to coordinate and standardize the activities and performance of the various police units by meansof supervision and inspection.

This latter proposal was included in a "Police Act" which was introduced in congress during the 1963-64 session but which is presently dormant. The proposed Act creates a three man "Police Commission" composed of the Commissioner of Civil Service as Chairman with the Chief of the Philippine Constabulary and the

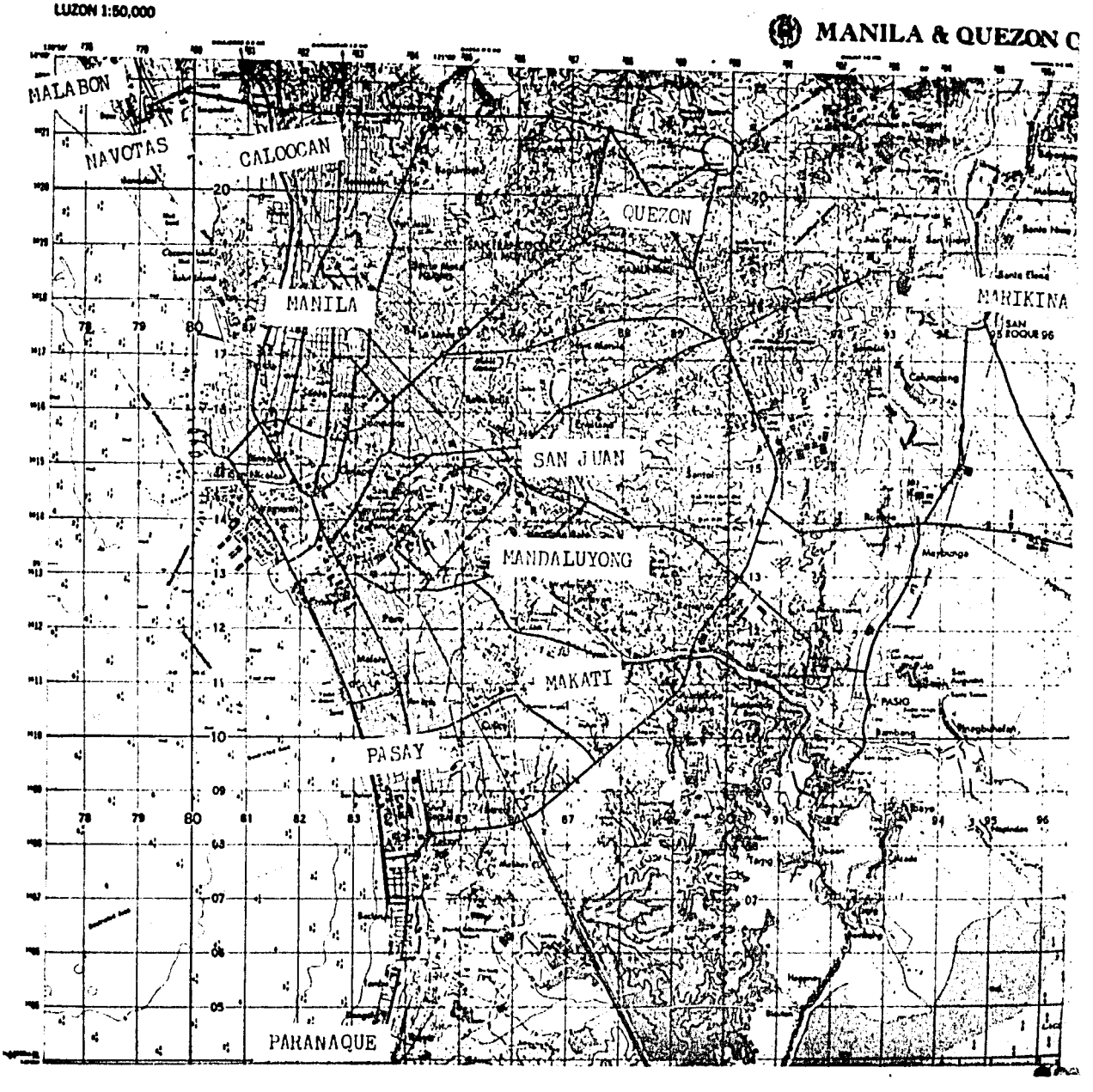
X
46

Director of the NBI as members. The proposed powers and duties of the Commission include advice to the President on police matters, examination and audit of the performance, activities and facilities of all city and municipal police departments throughout the country, prescription and enforcement of rules and regulations of city and municipal departments.

While the proposed "Police Act" has merit, it has shortcomings also. Although it establishes a three man commission to supervise and audit the 22,000 city and municipal police, the commission does not include representation from the municipal and city police. None of the three proposed commissioners is a police administrator in the sense of having had experience with the broad range of police operations involved in municipal police administration. It would appear that, at a minimum, one member should be added to represent the nearly 1,400 municipal and city police departments in the country which will be under the jurisdiction of the Police Commission. It would seem reasonable that this individual should be the chief of the largest civil police department in the country: the Chief of the Manila Police Department.

It would appear also that the public should be represented on the Commission; a high quality individual without political aspirations or government association should be added. This would make a five member Commission.

Another major shortcoming in the proposal is that it does not provide for inspection and audit of the Philippine Constabulary and



MANILA METROPOLITAN AREA

X
48

of the National Bureau of Investigation. It is believed that inspection and audit of these two agencies are equally important with inspection and audit of the police departments.

The Philippines need efficient police operations nationwide. The current widespread interest in the law enforcement problem and the desire of the President, the Mayor of Manila, and other responsible officials to do something about it could be well directed toward obtaining Congressional approval of the proposed "Police Act", modified as suggested above, as a first step toward improved nationwide police operations.

On the local level, the metropolitan area of Manila and its surrounding cities, comprising a population of some three million people is an area of 155 square miles and policed by a total of 2,200 policemen, is a key to the nationwide law enforcement problem. Because criminals are no respectors of city boundaries, it is imperative that the metropolitan area join forces to attack this problem. Such metropolitan area arrangements have been successfully established in a number of U.S. cities and in Canada. The existing "Metropol" organization of the Manila area, because of lack of direction and support, has hardly got off the ground.

Metropolitan area consolidation and unification of telecommunications, records and identification, jail facilities and other common requirements results in improved service and efficiency if properly developed. It is recommended tha the Citizens Crime Commission spearhead an exploration of these possibilities.

Metropolitan coordination in the telecommunications field is discussed further in the section of the report on communications.

The carrying of guns is widespread in the Philippines in general and in Manila in particular. One newspaper columnist said "the guns are in the hands of everybody except the Manila Police."

The city of Manila resembles a Chicago of the Roaring Twenties in the United States. Gun carrying is so widespread that restaurants, nightclubs and theaters have signs posted which request patrons to "check" their guns before entry.

The trouble with all these guns, of course, is that they kill innocent people and that they cause what might be a simple argument to develop into a killing. It has become a status symbol not only to carry guns, but to have bodyguards who also carry guns. Politicians, businessmen, and even some policemen have bodyguards!

The Chief of the Philippine Constabulary, Brigadier General Vicente Yngente, reported that over a quarter of a million firearms of assorted makes and calibers for which registration has been issued, mostly to civilians, "could not be accounted for verification" by the Constabulary. Only 64,634 out of a total of 331,671 guns which were registered with the PC could be checked over a six month's period!

It is absolutely imperative that indiscriminate licensing and carrying of weapons be controlled if it is expected to make any impact on the crime situation.

X
50

It is recommended that (1) the Crime Commission examine the records of those who are licensed to carry guns in the City of Manila with a view to determining the real need for such license, and (2) a joint PC,NBI, MPD committee review the whole practice of licenses for carrying of guns and submit a report recommending such revisions in current practices and procedures as they find desirable.

A basic tenet of society is that, to be effective, punishment for those who violate the rules of conduct laid down by the majority must be both swift and sure. It is obvious that neither speed nor surety of punishment of criminals is present in the Criminal Justice picture in the Philippines. Maximo Soliven has said in the Manila Times:

> "The reason why criminals and thugs are so brazen in this country is that the police don't arrest them (especially if they are fellow policemen); when they get arrested, almost by mistake, the courts don't convict them; and if the courts manage to convict them, after a lapse of months or years, they don't get nabbed for good and put away in jail where they belong."

"The task of protecting life and property is beset by many problems. The problems of most police agencies, which are the organizations primarily responsible for internal security, revolve around three factors: (1) political interference, (2) financial limitations and (3) lack of administrative know-how. Another important factor is the need for coordination among the various police entities. There seems to be considerable overlapping and duplication of functions, consequently it is difficult to establish clear location of responsibilities."

Governmental Services in the Philippines
Jacobini & Associates
Institute of Public Administration
University of the Philippines
1956 - Page 15

CHAPTER TWO

LAW ENFORCEMENT IN MANILA

General order must exist in the community if social, economic and political life are to go on. To achieve this end, general respect for law and order must be developed. The police do this by doing much more than enforcing laws, although this is a major basic requirement. In addition to enforcing laws, the police should:

1. Prevent criminality. This requires a constructive approach to the crime problem which goes to its very roots - to the factors in the community which create criminal tendencies and which lead the individual to engage in antisocial behavior.
2. Repress crime. This function is founded on adequate aggressive patrol activity plus a continuing effort toward eliminating or reducing hazards and thus reducing the opportunities for criminal activity.
3. Apprehend offenders. Quick apprehension and certain punishment tend to discourage the prospective criminal. In addition, it enables the community to punish offenders, restrain their movements and thus prevent repetition of their act, and provides an opportunity for treatment and rehabilitation of the offender.
4. Recover property. This activity tends to reduce the money cost of crime and to restrain those who, though not active criminals, benefit from the proceeds of crime.

5. Regulate non-criminal conduct. Many police activities are concerned only incidentally with criminal behavior. Their main purpose is regulation. Other activities include education of the public and the use of warnings to inform.

When a police department is effectively carrying out these functions with the support of the courts and the legislative and executive branches of government, the support of the people will naturally follow. The support of the people is evidenced by their respect for government, their willingness to act as witnesses and to provide information, and their tendency towards voluntary compliance with laws and regulations.

Gun toting is a common practice in Manila. The use of bodyguards is widespread, crimes of violence are everyday occurrences; "syndicates" shoot up places; protection rackets are said to be prevalent; hoodlums apparently roam the streets without molestation; Philippine Herald staff member, Antonio Nieva, reports that "10 percent of the 2-1/2 million people in Manila break the laws."

The public, like the public of Chicago of the Twenties, appears to be at a loss as to how to approach the problem. Captain Diosdado Lapiña of the Manila Police Department Inspection Bureau says:

> "The public wants a police officer to be honest, in a dishonest population; be wise in the interpretation of laws which puzzle even learned jurists, and make the supreme sacrifice because lawmen are supposedly paid to die.
>
> In return for all this, the policeman is poorly paid, overworked, and criticized and condemned for the slightest pretext."

Amonte Paredes of the Chronicle has said:

"The march of crime which grips the country in these troubled times can be stopped by a militant public. For the nefarious activities of goons and criminals who abound in our midst cannot thrive without the tolerance and complacent attitude of the citizenry"

Chronicle 3 September 1964

Alfredo Roces of the Times says:

"There must be something wrong with our sense of social values today regarding our attitude toward criminals. The many types of personalities the masses like to idolize are the very people who somehow get involved in all sorts of mayhem."

Times, 1 September 1964

This sounds very much like the Twenties when Al Capone was fawned upon by many so-called "good" people.

Parades says that the "real cause of the upsurge of gangsters and criminals in our midst" is "the backing of powerful politicians and influential citizens toward these dregs of society....these gangsters and crooks cannot thrive in a society where they will not get political support from power-mad politicans and citizens who tolerate their depredations and abuses."

Chronicle, 27 August 1964

"The restoration of an efficient, highly respected police force in Manila will do more towards the improvement of the peace and order situation than anything else. The constant violence in the city is perpetrated by hoodlums who have long lost respect and fear of the lawmen. Thus gang wars waged in streets with darts hitting innocent passersby, young politically influential punks brandishing guns and shooting persons for the vaguest of reasons, and maulings, murders, thievery, aside from vice are in every street corner. Bagsnatchers are

X
55

> in crowded areas, pickpockets are in school premises, and drunken goons are in street corners. The average citizen lives in fear and insecurity."
>
> Alfredo Roces - Times -
> 18 August 1964

Several general approaches to this overall problem have been proposed. Most common is the elimination of politics from police operations: at every level in every field of endeavor both public and private one finds this point continually made - various politicians are alleged to contact the police in order to quash a case against a friend or associate or an acquaintance. Civil Service Commissioner Abelardo Subido in a recent speech at Bacolod City said that it was necessary to put the police "beyond the reach of unscrupulous politicians." The police should be free "from the clutches of politicians who would utilize them to promote their own nefarious ends", he said.

J. Edgar Hoover, Director of the U.S. Federal Bureau of Investigation, testifying before the Senate Committee on Organized Crime in 1951, said:

> "Those who engage in wide spread vice activities and rackets could not long survive without their ally - the political renegade. No community is contaminated by rackets and corruption without the assistance of local interests which hold law enforcement in restraint. If law enforcement officers are dominated by the criminal-aligned politician, ruthless rackets and vice are inevitable."

The solution to this problem lies in the presence of an enlightened, crystalized public opinion brought to bear on local law enforcement and local administration of criminal justice.

The Philippines Herald, in a series of articles reporting interviews with authorities on the upsurge of criminality offered the following proposals to counteract the problem:

1. Formation of a Moral and Crime Commission by the President.
2. The Government should provide free education up to the high school level instead of only at the primary level.
3. Establishment of more recreational facilities for youth.
4. Provision of jobs for the nation's unemployed.
5. Formulation of stricter marriage laws - requiring a prospective bridegroom to prove his ability to support his wife.
6. Stricter laws and ordnances with more severe penalties.
7. Be tougher on the criminal in prison so he won't ever want to go back.
8. Most important is that the citizens volunteer as witnesses by giving information on criminals and by voicing condemnation of political protectors.

Philippine Herald -
1 & 2 September 1964

The Times and the Bulletin questioned the necessity for bodyguards and wondered if the bodyguard system was "breeding gangsters."

The lack of and the need for inter-city cooperation by the police in the Greater Manila area was pointed out as a prime factor by the Times and the Herald.

Former Manila Police Chief (1954-1962) Telesforo Tenorio pointed up these three solutions:

1. Divorce the police from politics - or at least minimize it.
2. Give the MPD the three "M's" - men, materials, money. The MPD men are only human, he said. They are exposed to a lot of temptation and their salaries should be increased so that they get a living wage.
3. Let the public cooperate by giving information and testifying in the various cases that come up.

The deteriorating peace and order situation was sufficiently bad to prompt President Macapagal to call a meeting of the country's top law enforcement officers to seek means to effectively enforce the laws and control crime. This group agreed on the following measures:

1. The holding of seminars or special courses on crime prevention and punishment for members of the Constabulary, NBI and police forces in cities and capitols of some selected provinces.
2. Creation of a working permanent body to provide for continuing liaison, coordination and cooperation among law enforcement agencies.
3. Creation of a study committee to formulate supplemental measures for more effective prevention and punishment of crime.

While the idea of such a meeting is commendable, aggressive follow-up effort must be made to insure that this plan too is not like n[illegible]gas kugon (burning grass).

As the Sunday Chronicle said in an editorial on 23 August 1964, "serious problems call for serious solutions." "It must be remembered", said the editorial, "that the rise of crime in Manila did not just start with the 'shooting up' of the Manila Grand Opera House last week. It started earlier than that. And to solve the problem, it will not be enough just to send the Opera House gunmen to jail. What about the rest who also may be thriving on terrorism, or on lapses in official integrity, or on other circumstances that aid crime?

"In short, Manila's crime problem is a complicated one. And since it requires answers as complicated, it would be better if we stopped relying on comic strip solutions so we could possibly help formulate serious and effective ones within reasonable time".

Recognizing the broad, complicated nature of the overall crime problem, this survey has focused its major attention on the Manila Police Department, its organization, its administration, its operation, its facilities, its personnel, and its requirements.

"From polluted fountains there can only flow unwholesome streams. The lawmakers who repeatedly violate the Constitution they have sworn to uphold - who enrich themselves at the expense of the people - cannot expect their constitutents, their followers, their henchmen, their agents, their bodyguards and their own children to be law abiding. So it is not surprising that juvenile delinquency, gangsterism, hooliganism, rampant smuggling and persistent corruption in the government have plagued our national life, and to such an extent that I believe we have reached the nadir of degradation."

Former Justice Roman Ozaeta

CHAPTER THREE

CRIME TRENDS IN MANILA

The normal administrative records which a large city police department as the MPD should be expected to gather, maintain and distribute regularly are almost non-existent in the MPD. The usual summaries of offenses by individual type, by location, by hour of day, by day of week, by precinct area; the usual clearances by type of offense; the distribution of called for services by day of week, hour, day and location; performance records of individual officers by watch and by precinct; etc. are not normally compiled by the MPD. Consequently, it is extremely difficult to gather sufficient statistical data which can be analyzed to determine trends, to point up problem areas and thus lead to solutions. For example, the MPD reports the following "Cases Handled" "Cases Solved" for the 5 years beginning 1959-60:

FISCAL YEARS	NO. OF CASES HANDLED			NO. OF CASES SOLVED			
	Gen. Laws	Ordi-nances	Total	Gen. Laws	Ordi-nances	Total	Percentage Solved
59-60	28,180	24,129	52,309	19,873	24,126	43,999	84.11
60-61	31,738	41,030	72,768	23,323	41,028	64,351	88.43
61-62	33,247	47,701	80,948	24,122	47,696	71,818	88.72
62-63	31,716	33,194	64,910	21,490	33,193	54,683	84.24
63-64	30,994	44,400	75,394	23,820	44,397	68,217	90.49

CASE HANDLED-SOLVED 1960-1964

The "Percentage solved" appears to be a fantastically high figure until it is recognized that the "solved" rate on ordinances (which represent some 60 percent of the total crimes) is 99.9 percent! Obviously by MPD standards you do not get a crime till you have an arrest. With the arrest you get both the crime and the solution!

What is needed is an FBI type classification of crimes. The FBI classifies the more serious crimes as "Part I - Offenses": criminal homicide, forcible rape, robbery, aggravated assault, burglary, theft, and auto-theft. These are the crimes which are known to be those most regularly reported to the police.

The National Bureau of Investigation in the Philippines is attempting to develop a National Crime report similar to that issued regularly by the FBI. This is an extremely valuable and commendable effort. It will be discussed in more detail in the Records and Identification section of this report. However, it is recommended that, after a uniform report has been developed, a federal law be passed, requiring every city and every municipality to submit these reports to the NBI monthly.

A further analysis of the Manila Crime trends discloses the following:

Fiscal Year	Robbery	Auto Theft	Homicide	Physical Injuries
1957	1314	74	261	373
1958	1441	149	264	454
1959	1300	79	267	487
1960	1467	85	284	501
1961	1745	55	389	629
1962	2240	165	488	757
1963	2684	316	666	709

NUMBER OF CERTAIN CRIMES - 1957 to 1963

62

Inspection of these figures readily reveals the tremendous upsurge of serious offenses in Manila during these years. Robberies have increased more than 100 percent, serious physical injuries are up about 100 percent, homicides are up more than 150 percent while auto thefts have skyrocketed more than 300 percent. An analysis of the serious offenses and the arrests therefor in FY 1964 discloses a total of 8,484 of these offenses reported, with 4,406 arrests for these same crimes. Even considering each arrest as a case cleared, would only amount to a 51 percent clearance on these serious crimes - and arrests are frequently made without clearing crimes with the arrest.

One of the most serious breakdowns in law enforcement is the low recovery rate on stolen motor vehicles. This figure appears to run to about 20 percent against a U.S. recovery rate of more than 90 percent.

The low recovery rate may be attributable to several causes:

1. Owners sometimes deliberately leave their vehicles in exposed places hoping that they will be stolen so that the theft insurance can be collected.
2. A "carnapping" ring takes the vehicle and ransoms it back to the owner or to the insurance company for a price.
3. Responsibility for control of registration, licensing and policing of motor vehicles rests with several agencies - notably the Land Transportation Office (LTO).
4. It is reported that vehicles are licensed by the LTO either

without adequate check of the motor numbers, or licensed and deliberately not checked, or licensed because the LTO does not have the capability to check. In any case, stolen cars with altered motor numbers are said to be licensed daily in the LTO. If the problem is related to the LTO lacking the capability to check a motor number for possible alteration, the NBI, the PC and the Manila Police Crime Labs all have the capability to make this test.

In view of the many rumors of government corruption in the auto theft racket, it is suggested that a joint team composed of representatives of the Manila Police, the NBI and the Philippine Constabulary could be usefully detailed to uncover the facts of this problem and to propose a solution.

"It is a long-recognized fact that police agencies all over the country face many problems, some of which like lack of personnel, equipment, and materials, and low rate of salary cannot be solved by the agencies directly but by Congress or by the law-making bodies of the cities and municipalities concerned. The solutions, however, to some problems which need immediate attention, are within the sphere of the power of police agencies, if only all the component elements of the police organizations would direct their effort towards this end."

President Macapagal

CHAPTER FOUR

ORGANIZATION

The Manila Police Department presently contains ten major units: - eight bureaus, the Police Academy and the City Jail. In addition, the Police Standards and Planning Council and the Headquarters Tactical Force report directly to the Chief.

A police force is organized for the purpose of facilitating the attainment of its objectives. Organization is the arrangement of persons with a common purpose in a manner to enable the performance by specified individuals of related tasks grouped for the purpose of assignment and the establishment of areas of responsibility with clear-cut channels of communication and authority.

While it is recognized that organizations are made up of people - not things - and that it is difficult to set forth principles which will be applicable to all organizations at all times - certain general principles can be formulated. Six appear to be generally applicable:

1. The work should be apportioned among the various individuals and units according to some logical plan.
2. Lines of authority and responsibility should be made as definite and direct as possible.
3. The number of subordinates who can be effectively supervised by one individual is limited and this "span of control" seldom should be exceeded.
4. "Unity of command", the one boss principle, should prevail throughout the organization.

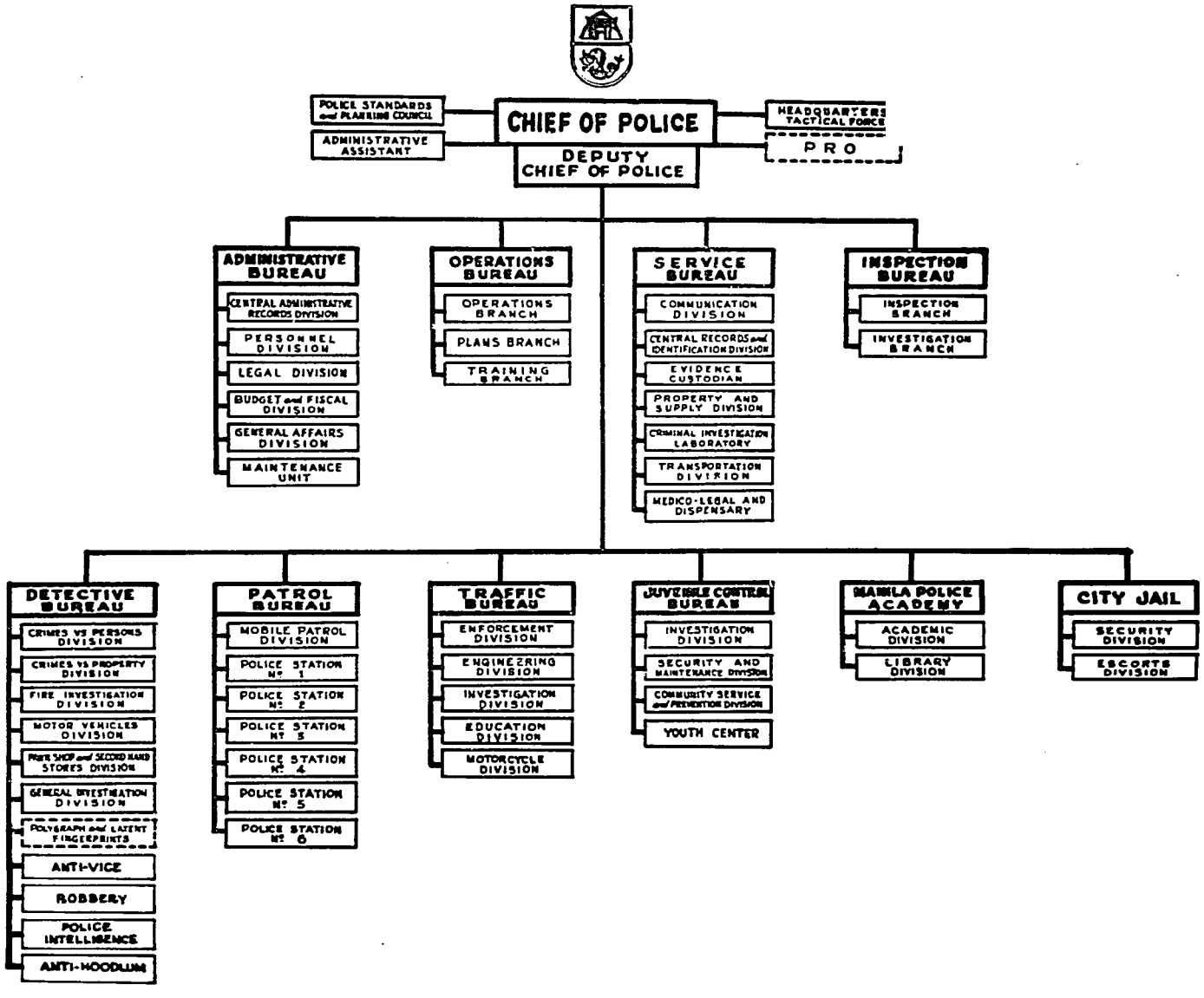
PERSONNEL DISTRIBUTION- MANILA POLICE DEPARTMENT

OFFICE	CHIEF & DEPUTY	MAJORS	CAPTS.	LIEUTS.	SERGT.	CORP.	PATROL- & DETS.	TOTAL PROT. FORCE	CIVI- LIANS	TOTAL ALL
TOTALS	3	13	36	52	160	189	2102	2554	287	2841
OFFICE OF CHIEF & DEP	2	2	1	1	2	3	7	18	1	19
ADMINISTRATIVE BUREAU		2	2		1	3	27	35	60	95
STAFF	1							1	4	5
PERSONNEL DIV.		1					6	7	10	17
LEGAL DIV.	1					1	6	8	1	9
BUDGET/FISCAL					1		1	2	6	8
GEN AFFAIRS						1	12	13	1	14
RECORDS			1				2	3	11	14
MAINTENANCE						1		1	27	28
POLICE STANDARDS AND PLANNING COUNCIL		7	3					10		10
OPERATION BUREAU			2	1			6	9	4	13
INSPECTION BUREAU			6	1	2	1	13	23	5	28
SERVICE BUREAU			3	2	6	15	72	98	139	237
STAFF			1	1			2	4	3	7
CRID			1	1	2	9	37	50	29	79
TECH. LAB			1		1	1	20	23	15	38
PROPERTY & SUP.					1		6	7	5	12
EVID. CUST. DIV.					1		3	4		4
COMMUNICATIONS						4	2	6	16	22
TRANSPORT					1	1	1	3	51	54
MEDICO-LEGAL							1	1	20	21
DETECTIVE BUREAU	1		6	10	35	41	202	295	6	301
STAFF	1		2	2	3	5	24	37	5	42
ROBBERY DIV.			1	1	6	9	40	57	1	58
GENERAL INV.			1	2	6	6	18	33		33
CRIME VS PERSON				1	5	5	36	47		47
THEFT				2	6	7	35	50		50
FIRE INV.			1	1	2	5	11	20		20
MOTOR VEHICLE				1	4	3	17	25		25
RESEARCH/STATIST					1		11	12		12
PAWN SHOP			1		2	1	10	14		14
PATROL BUREAU			8	19	78	73	1026	1204	20	1224
STAFF							1	1	1	2
MOBILE PATROL			1	1	11	7	150	170	8	178
POLICE STA. 1			1	3	13	8	129	154	1	155
POLICE STA. 2			2	2	11	9	158	182	3	185
POLICE STA. 3			1	3	10	14	162	190	2	192
POLICE STA. 4			1	4	15	14	149	183	2	185
POLICE STA. 5			1	2	8	9	132	152	2	154
POLICE STA. 6			1	4	10	12	145	172	1	173
TRAFFIC BUREAU			1	9	18	35	391	454	11	465
HEADQTRS TASK FORCE		1		4	5	3	106	119		119
JUVENILE CONT. BUREAU		1	1		2	2	39	45	16	61
MANILA POLICE ACADEMY			1	1			7	9		9
POLICE RECRUITS							82	82		82
CITY JAIL			2	4	11	12	131	160	25	185

67

MANILA POLICE DEPARTMENT

ORGANIZATION CHART



PRESENT ORGANIZATION-MANILA POLICE DEPARTMENT

X
68

5. Responsibility cannot be placedwithout delegating commensurate authority - and authority should not be delegated without holding the user to account for its use.
6. The efforts of the organizational units and their component members must be coordinated so that all will be directed harmoniously toward the accomplishment of the police purpose in an integrated manner.

Division of Work

The need for division of work among members of the force is recognized by everyone; the bases on which to rest this division are not as clear. At least five factors exist upon which the division of work may be based: purpose, process or method, clientele, time and area. In any organization, two or more of these factors may be applied at the same time. For example, the Traffic Unit has as its purpose traffic regulation, its clientele is traffic violators, and the traffic patrolmen are assigned in groups to certain watches.

Police departments are created for the purpose of performing certain tasks. These are called primary tasks and the department units created to perform these tasks are called line or operating units. The primary police duties may be classified as follows: to patrol the streets, to regulate traffic, to investigate crimes, to suppress vice, to control juvenile delinquency. The first category (patrol) is based on a process. This is an important distinction because the process of patrol is intended to assist in accomplishing the other primary tasks. The other categories are based on purpose and clientele.

MANILA POLICE DEPARTMENT
FUNCTIONAL CHART

POLICE STANDARDS AND PLANNING COUNCIL

CHIEF OF POLICE

1. CHIEF OF POLICE
   a) prescribed in the Revised Charter of Manila
   b. Takes charge of the police department and everything pertaining thereto
   b. Quells riots, disorders, disturbances of the peace, and arrests and prosecutes violators of any law or ordinance
   c. Exercises exclusive police supervision over all land and water within the police jurisdiction of Manila.
   d. Protection of the rights of persons and property wherever found within the jurisdiction of the city
   e. Supervision, administration and control over city jail
   f. Executes criminal processes of any courts
   g. Takes good and sufficient bail
   h. Supervision over police training school
   (Authority: Sec 16, Art. 10 of Rev. Char.)

HEADQUARTERS TACTICAL FORCE

1. HEADQUARTERS TACTICAL FORCE
   a. [illegible] of one of the [illegible] of the department [illegible] Board
   [illegible] other [illegible] of the department [illegible] in the handling of contingent [illegible]
   (Authority: Gen Orders 6 & 8-61)

ADMIN. ASST. TO THE CHIEF & DEPUTY CHIEF of POLICE

2. ADMIN. ASST. TO THE CHIEF & DEPUTY CHIEF OF POLICE
   a. Acts as office manager of the offices of the Chief and Deputy Chief of Police.
   b. Functions as office manager for the Chief and Deputy Chief of Police
   c. Provides offices, including the Headquarters for the purpose of conferences of the Chief of Police, the Deputy Chief of Police, and other assistants to the Chief of Police.
   d. Acts as liaison officer of the Chief and Deputy Chief
   e. Performs such other duties as may be assigned from time to time by the Chief of Police.
   (Authority: Gen Orders 1, [illegible])

DEPUTY CHIEF OF POLICE

3. DEPUTY CHIEF OF POLICE
   a. Acts as the principal representative of and advisor to the Chief of Police
   b. Acts in place of the Chief of Police in his absence
   c. Responsible for assignment of the staff officers to appropriate staff offices, and necessary supervising instructions
   d. Formulates and recommends measures for greater economy in the staff
   e. Supervises directly and coordinates the work of the bureaus
   (Authority: Gen Orders 1, [illegible])

PUBLIC RELATIONS OFFICER

4. PUBLIC RELATIONS OFFICER
   a. Advises the Chief of Police on all aspects of public relations
   b. Communicates public information and public relations guidance within the department and supervises such functions within the department
   c. Disseminates information pertaining to the Department to appropriately determined sources in accordance with established policies
   d. Plans positive and continuing public relations program to gain and maintain public confidence, understanding, good will and support
   e. Maintains liaison with reporters, agents, and personnel of other activities of information, arrange representations and assist them in obtaining and showing accurate information relating to the Department
   f. Observes and analyzes trends in public opinion
   g. Develops the security, under direction of the department, of information relating to the department for release to public information channels
   h. Advises and prepares for the Chief liaison officer of the Department with PTA and the Police Community
   (Authority: Gen Orders 1, [illegible])

ADMINISTRATIVE BUREAU

5. ADMINISTRATIVE BUREAU
   a. Assists the Chief of Police in the personnel, fiscal, and the planning and coordination of public and the department functions pertaining to:
   b. Management of police and public personnel and such functions
   (1) Personnel records and reports
   (2) Discipline, law and order
   (3) Records and personnel services
   (4) Personnel procedures
   (5) Administrative functioning and internal organization of the Headquarters
   (6) Questions of law, and legal assistance and advice to the department personnel and their dependents concerning legal advices
   (7) General administrative matters such as military registration
   (8) Bachelor records
   (9) Firearms registration
   (10) Administrative records and publication management
   (11) Budget and fiscal matters
   (12) Care, maintenance and repair of buildings and equipment, motor vehicles and equipment, [illegible] and [illegible]
   b. Performs other functions assigned by the Chief of Police
   (Authority: Gen Orders 1, 5-61 as amended)

OPERATIONS BUREAU

6. OPERATIONS BUREAU
   a. Assists the Chief of Police in the coordination of individual police operations
   b. Assists the Chief of Police in planning, specifically
   (1) Development of Department wide plans
   (2) Supervision of planning activities of units
   (3) Discovery of unusual needs for police service
   (4) Formulation of tactical needs of the department
   (Authority: Gen Orders 1, 5-61)

SERVICE BUREAU

7. SERVICE BUREAU
   Assists the Chief of Police in the general operation of police and the planning and coordination of functions pertaining to:
   a. Property and supply
   b. Transportation
   c. Communication, including maintenance and repair of traffic signal lights
   d. Central personnel records and identifications
   e. Medico-legal and medical and dental services
   f. Laboratory and equipment control
   g. Service of orders and warrants of arrest
   (Authority: Gen Orders 1, 5-61 as amended)

INSPECTION BUREAU

8. INSPECTION BUREAU
   a. Conducts inspections and investigations as directed by the Chief
   b. Inspects all units, stations, transportation, installations, warrants, and non-police units, as required by the Chief.
   c. Advises staff officers concerning matters noted during inspections and furnishes prompt follow-up on outcomes of inspection reports of staff officers
   d. Prepares investigations and reports adequate, complete, prominent of individuals and organizations against department personnel
   e. Recommends remedial action for personnel deficiencies and enforcement action as appropriate.
   (Authority: Gen Orders 1, 5-61)

DETECTIVE BUREAU

9. DETECTIVE BUREAU
   a. Investigates crimes, suspicious persons, and persons and property, [illegible] persons, [illegible] and arrangements, [illegible] and [illegible] and [illegible] the [illegible] of [illegible]
   b. Investigates robberies, theft and all offenses affecting property, [illegible] the [illegible] of [illegible] and [illegible] [illegible]
   c. Takes charge of the court, police of all cases of arrest and [illegible] and gathers all the [illegible] evidence for the prosecution of such persons
   d. Investigates all other crimes under the Revised Penal Code other than those against persons, property, or arrests and gathers the [illegible] for the prosecution of the same in the court
   e. Performs other assignments [illegible] as may be assigned from time to time by the Chief of Police
   (Authority: Gen Orders 1, 5-61)

PATROL BUREAU

10. PATROL BUREAU
   a. Responsible for crime prevention and suppression
   b. Responsible for the protection of life and property
   c. Provides motor information and assistance to the public
   (Authority: Gen Orders 1, 5-61)

TRAFFIC BUREAU

11. TRAFFIC BUREAU
   a. Responsible for the enforcement of all traffic laws and ordinances pertaining to both pedestrians and motorists, traffic and parking on the streets and on [illegible] for the prosecution of traffic violations
   b. Board [illegible] of traffic accidents, and [illegible] of the necessary reports for the prosecution of traffic violations
   c. Prepares and supervises the assignment of traffic engineering personnel
   d. Conducts traffic education program for the public
   e. Performs such other duties as the Chief of Police may prescribe
   (Authority: Gen Orders 1, 5-61)

JUVENILE CONTROL BUREAU

12. JUVENILE CONTROL BUREAU
   a. Investigates all juvenile offenses and are involved in the violation of any law or ordinance brought to the attention of the bureau of the department
   b. Investigates backgrounds of juveniles (delinquent) for the purpose of rehabilitating them
   c. Takes charge of the operation of the Manila Juvenile Police and the Youth Group Guidance Center
   (Authority: Gen Orders 1, 5-61)

MANILA POLICE ACADEMY

13. MANILA POLICE ACADEMY
   a. Implements and [illegible] activities of the Department, specifically
   (1) Recruit training
   (2) Pre-service training
   (3) In service training
   (4) Officers school
   (5) Related training
   (6) Others as directed by Chief of Police
   b. Develops and [illegible] instructional [illegible]
   c. Conducts studies, research on latest trends in police administration, and prepares [illegible] and [illegible]
   (Authority: Gen Orders 1, 5-61)

CITY JAIL

14. CITY JAIL
   a. Responsible for the safe-keeping, custody, [illegible] and rehabilitation of all prisoners
   b. Responsible for the maintenance of prisoner labor [illegible]
   (Authority: Gen Orders 1, 5-61)

2-18-64

X
70

All tasks that do not fall in the category of "line" are: administrative and support or service tasks. Administrative police tasks relate to the management of the department. These include budgeting, planning and research, personnel management, legal officer, public relations, etc. Service tasks are those which provide their services to any or all of the line division. These include records, communications, jail, maintenance of property and equipment, crime laboratory, etc.

From the foregoing, it is obvious that by any standards, the Manila Police Department is not organized in accordance with good management principles. In the first place, the 12 major units represent a greater span of control than can be effectively handled. In addition, the Headquarters Tactical Force actually represents 2 units with similar missions: the Headquarters Tactical Force, the Flying Squad; and the Marauders in the Detective Bureau - all of which are supposed to be anti-hoodlum units. About 140 police personnel were detailed to these three "crime busting" units at the time they were checked.

Police Standards and Planning Council

The Police Standards and Planning Council was formed on 14 January 1964 for the purpose of preparing "comprehensive and handy manuals and instructions on various phases of police work", to update the Traffic Code, to compile a handy reference list of laws and ordnances for the police, to "observe and evaluate the performance of each and every unit or bureau" of the Police

Department and submit recommendations for improvement and to "study the feasibility of a full Police Commission".

Nine Majors and three Captains were detailed to this Board on a full time basis. Now eight months after its formation, it is difficult to determine what this expensive "Council" has accomplished. No rules and regulations have been produced in spite of the fact that the outdated department manual presently in use is that promulgated by the U.S. military immediately after the end of the war.

It is believed that this Council cannot be expected to produce anything of value for two reasons:

1. With so many senior officials, it is difficult to get to the heart of the problem as an operating unit; as a result the "Council" has become more of a debating society than a functioning production unit.
2. Some of the members of the Council are under investigation or indictment - three of the Majors, for example, have been charged with and convicted of accepting bribes and discharged by a Municipal Board. They have asked the present Board for a rehearing, and it has been granted. Without going into the merits of the case, it is obviously of utmost importance that these cases be adjudicated promptly and the men either dismissed or found not guilty and returned to duty. They have already been "hanging fire" since June 5, 1962 - more than two years.

X
72

Operations Bureau

The "Operations Bureau" appears to have no real bureau-type functions. Some planning for VIP visits, etc. is done there. The Bureau Chief is concurrently Chief of the Training Bureau. The Operations Bureau has no command and no activities which warrant its Bureau status. Only 13 people are assigned to it.

For these reasons, the immediate dissolution of the Police Standards and Planning Council, the Operations Bureau and the Headquarters Tactical Force (including the Flying Squad and the Mauraders) is recommended.

Planning and Research

The formation of a Planning and Research Division under the Bureau of Administration with responsibility for development of a Department manual, and operational and tactical plans and the development and maintenance of adequate administrative records and research towards improving police performance is recommended.

The functions of the present Operations Bureau, the Police Standard and Planning Council and of the Central Administration Records Division should be absorbed by the proposed Planning and Research Division.

Metropolitan Division

The formation under the Patrol Bureau of a 100-man Division to be known as "Metropolitan Division" is recommended. This Division should be composed of 1 Captain, 3 Lieutenants, 9 sergeants, 18 corporals, 69 patrolmen, and such civilian personnel as required.

This Division should assume all the functions of the Headquarters Tactical Force, the Flying Squad and the Mauraders. It should be trained to carry on any police function from radio patrol to point control of traffic to stakeouts and searches for suspects to civil disturbance control to investigation of crimes. It should be always available as an emergency mobile reserve unit. The unit should work in plain clothes or in uniform as the occasion requires, in those areas of high crime incidence as a supplement to the regular forces.

The Vagrancy Unit

There should be formed within the Metropolitan Division a section which is charged with the responsibility for keeping the streets clear of beggars, peddlers, habitual drunks, vagrants and other types of individuals who pester passersby.

The sidewalks of the city are, in several places, cluttered with beggars and peddlers who are a constant nuisance to tourists and who thus give the City a bad international reputation.

It has been found that the establishment of a unit charged with the specific responsibility to keep the streets and sidewalks clear of this problem is a far more effective way of handling it than to make it everyone's responsibility.

Twenty sedans equipped with redlights, sirens and two-way radios and 5 plain, unmarked sedans with 2-way radios will be required to provide this unit with mobility. Cost of these 25 vehicles is ₱412,500 ($103,125).

X
74

Maintenance Unit

The maintenance unit - a service function - should be transferred to the Service Bureau.

Communications Division

Communications Division - clearly a service function - should be made directly and solely responsible to the Chief of the Service Bureau. The supervision of the Communications operation by one field unit makes it less responsive to the needs of all other units.

The radios should be reinstalled on the Traffic motorcycles and they should receive their calls over the communication network - from Communication headquarters. Those officers who persist in turning up with motorcycle radios "requiring repair" should be transferred to other duties.

District Police Stations

> "The operation of district police stations has distinct disadvantages. They are expensive in terms of site, building, furnishings and equipment, operating personnel, services, and maintenance."
>
> Municipal Police Administration

The primary justification for district stations is that they provide local service to the citizens. However, the general experience in Manila indicates that very little of the police business in the district stations comes from the personal appearance of citizens.

At least three cities in the United States of more than a quarter of a million population and 55 square miles in area provide

all police services from one central headquarters. The discontinuance of unnecessary district stations will result not only in financial savings, but make available additional men for field duty.

The maintenance of six precinct headquarters stations in a city of less than 15 square miles is a luxury that Manila - or any other such city - cannot afford. To maintain a station requires about 35 personnel; therefore, 210 personnel are tied up in station duties in the six precincts.

It is therefore recommended that serious consideration be given to reducing the number of precinct stations to three by combining stations one and three, two and six, and four and five. This consolidation would make some 105 station personnel available for field assignment. Such consolidation would give the following approximate population and square mileage:

Station	Square Miles	Population
1-3	3.5	488,000
2-6	4.9	506,000
4-5	5.6	340,000

None of the stations is well located at the present time, and all except station 4 are in poor to dilapidated condition. It is recommended that consideration be given to building a centrally located station in the 1-3 area as a first priority for new stations.

Vice Control

Vice control is one of the key critical functions of any police department, but particularly of a metropolitan police department. Continual efforts are made by hoodlums and gangsters to establish

X
76

vice operations in lucrative metropolitan areas. Police personnel are continually subject to their advances and their pressures in an effort to gain a foothold. Only continual organized aggressive effort can keep a city free of this blight.

Each Police Station Commander should have the definite responsibility of controlling the vice in his area. However, because of the insidious and dangerous nature of this problem, it is imperative that the Chief of Police exercise a double check on the performance of the area vice squads. For that reason, a headquarters vice squad must be maintained.

A vice squad is presently operating under the Detective Bureau. The placement of a vice squad in the Detective Bureau violates the rules both of organization and of good police practice. The control of vice is so delicate a problem that it should be assigned to the Administrative Bureau of the Department. In addition, detectives traditionally utilize people involved in vice activities or on the fringes of the underworld as informers; therefore, it is far more efficient to assign responsibility for control of vice to a separate unit of the Department.

It is therefore recommended that responsibility for administrative control of vice be transferred from the Detective Bureau to the Bureau of Administration - and that a Vice Division composed of 18 men (1 Captain, 2 lieutenants, 3 sergeants and 12 policemen/detectives) be formed to carry out this function. Five unmarked vehicles will be required - P80,000 ($20,000).

All complaints of vice activity should be routed to this Division, with one copy to the Commander of the Police Station in whose area the complaint is located. The Police Station Commander should be required to report to the Commander of the Administrative Vice Squad what action has been taken on the complaint and the results obtained.

Public Relations

Public relations is an administrative activity and should be performed under the Administrative Burea. This operation is discussed in detail later on.

Inspection Bureau

The present Inspection Bureau combines the function of inspection with that of investigation of allegations of misconduct on the part of police personnel. The latter is an administrative function, and should be transferred to the Administrative Bureau; the former is a command function, and should be located close to the Chief of Police.

Inspection Staff

It is therefore recommended that the Inspection Bureau be disbanded and that four Majors be transferred to the Chief's Office as his Inspection Staff.

Internal Affairs Division

It is further recommended that an Internal Affairs Division be formed under the Bureau of Administration and that all the remaining personnel and all the records of the present Inspection Division be transferred to the new Internal Affairs Division.

Training

Training is another administrative function. The present organizational location of the Manila Police Academy as a Major Department entity with dual responsibility for training resting in the Operations Bureau, is organizationally unsound. It is therefore recommended that a Training Division be established under the Bureau of Administration. This Division would have all the functions of the present Manila Police Academy as well as those of the present Training Branch under the present Bureau of Operations. The Training Division should have the responsibility for developing, organizing and presenting courses in the fields of Recruit, Advanced, Specialized, Supervisory and Command Training. It should also have the responsibility for gathering and maintaining a training library.

In addition to calling on personnel assigned to other units of the department, the Training Division should have a full-time staff of 18 men consisting of 1 Captain, 2 lieutenants, 5 sergeants and 10 patrolmen/detectives and 3 clerk/typists.

Anti-Hoodlum Division

The Chief of Detectives indicates that he is forming an Anti-Hoodlum Division for the specific purpose of gathering information on the identification and movements of the major hoodlums in the area. This is considered an excellent first step towards control of this problem. As a next step, it is recommended that this unit be transferred to the Administrative Bureau as an Intelligence Division and given the specific responsibility of developing liaison with the

other police agencies in the country in order to keep tabs on the movements and operations of hoodlums throughout the country. This matter has already been discussed with the Chief of Detectives, who is fully in accord.

Precinct Criminal Investigations

The majority of criminal investigations are presently carried on in the Police Station areas by plain clothes personnel assigned to the station. This makes the Commander of the Station the supreme Commander for all police operations in his area. The normal "checks and balances" are thus not in effect in a Police Station area. It is believed that these checks could be better applied if the investigative personnel in the district stations were actually members of and reported to the Detective Bureau.

It is therefore recommended that all precinct station personnel who are presently engaged in detective follow-up investigation, remain in their present assignments, but be transferred organizationally to the Detective Bureau. It is further recommended that a Lieutenant and 2 sergeants be detailed to each of these units as Commander and supervisors.

Juvenile Control

Juvenile Control is of major importance in police operations - the juvenile offender of today is, if unchecked or unrehabilitated, the big time hoodlum of tomorrow. Juvenile Control has not been receiving sufficient attention in Manila - a Juvenile Control Bureau

exists in name only. Although 61 personnel have been assigned, the majority of these have been used as staff or security guards.

The recent order promulgated by the Mayor transferring responsibility for detention and treatment of juveniles to the Social Welfare Bureau is a wise one. The functions of criminal investigation and apprehension of offenders should not be combined or mixed with those of detention and treatment.

However, the major shortcoming in the present juvenile operation in the Manila Police Department is the absence of continual street patrol by trained Juvenile Control personnel. Observation, recognition, and apprehension of juvenile offenders has been left to mobile patrol and uniformed beat officers, who have neither the training nor the interest in juvenile offenders that the professional juvenile control officer has.

It is therefore recommended that the Juvenile Control Bureau be disbanded, and that a Juvenile Control Division be formed under the Patrol Bureau. The J.C. Division should have responsibility for 24-hour patrol of the streets for the purpose of apprehension of juvenile offenders or "in danger" juveniles, the investigation of all cases where juveniles are the offender or the victim, and liaison with the schools and social agencies.

It is further recommended that the Division consist of 46 protective force personnel as follows:

1 Captain, Commanding Officer
3 Lieutenants, Watch (shift) Commanders
6 Sergeants, Supervisors
27 Patrolmen
9 Policewomen

The Division should also include such clerical personnel as required. All protective force personnel should be trained in modern techniques of Juvenile Delinquency control, after having completed the basic recruit training class.

The function of providing security and guard service at the Juvenile Detention Center should be performed by guards, not by trained police officers; the replacement of police performing guard duties by guards is recommended.

It will be noted that recommendation is made for employment of 9 policewomen. The MPD at present has only one policewoman who is used primarily for searching. It has been found in the United States that carefully selected, properly trained, and properly supervised and directed policewomen can be extremely effective in Juvenile Delinquency control and in general police work. In some aspects of police work, they can be more effective than policemen. For that reason, it is recommended that the MPD experiment with nine policewomen in the Juvenile Control Division. If they are as effective as they have been in large cities of the United States, other units of the MPD will be requesting policewomen also.

Juvenile Control Division personnel should provide 24-hour a day patrol service, concentrating on areas where juveniles either present a problem or are in danger of getting in trouble. If this patrol service is as productive as it should be - and as it has been in other large cities of the world- it may require expansion at a later date.

X
42

To handle the case load eight sedans equipped with two-way radios will be required for this service. Cost is ₱132,000 ($33,000).

City Jail

The City Jail is primarily a treatment center. As such, it more properly belongs under the Social Welfare Bureau rather than under the Police Department. It is strongly recommended that it be transferred to the Social Welfare Bureau as soon as it is capable of assuming responsibility for it.

Assistant Chiefs of Police

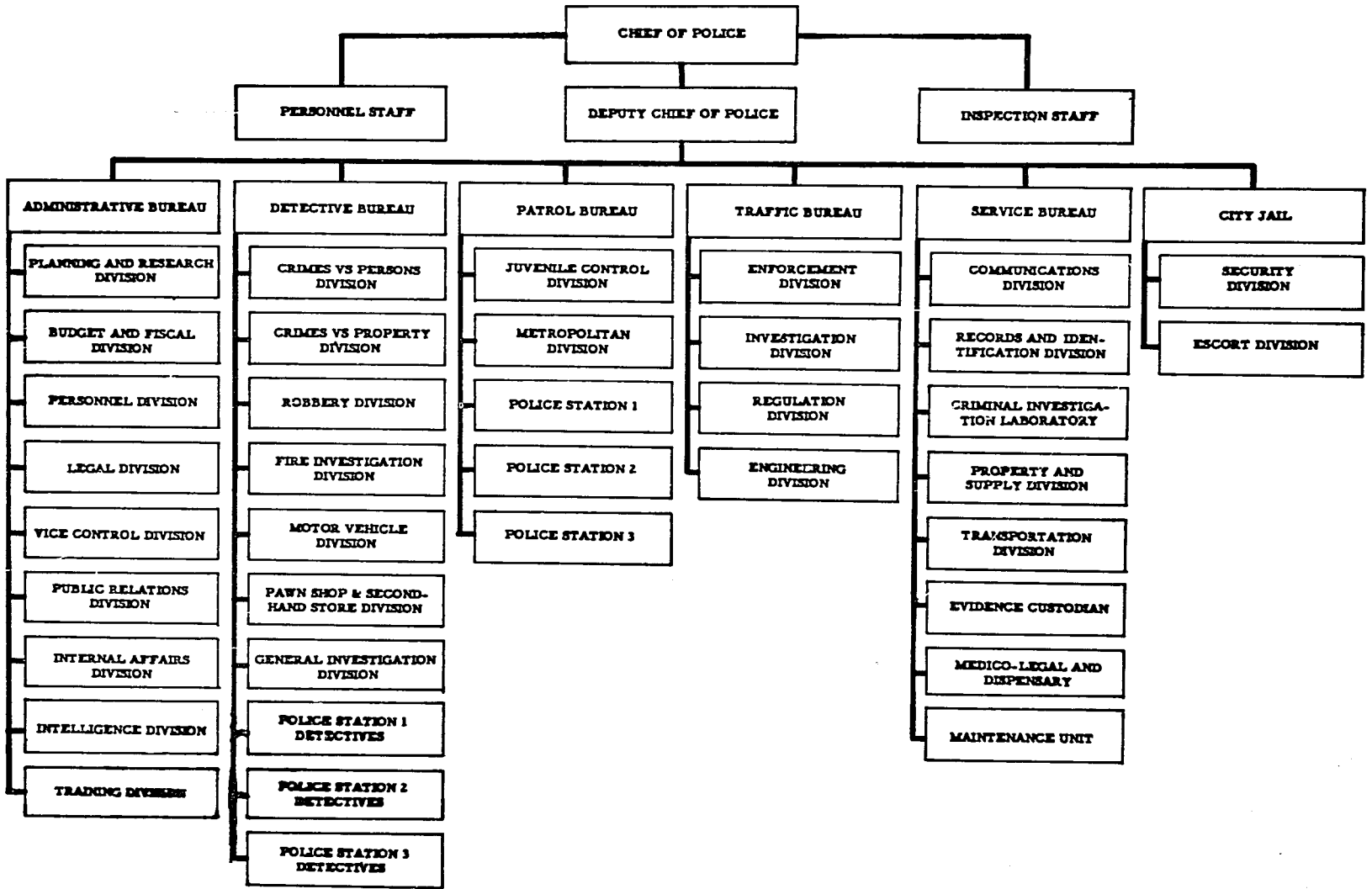
The major bureaus of the department should be commanded by assistant chiefs of police. It is recommended that 5 positions of Assistant Chief of Police, at the same pay level as the Chief of Detectives, be created, one Assistant Chief of Police to command each of the Bureaus: Administrative, Detective (to replace the position of detectives), Patrol, Traffic, and Service.

Each of these 5 Bureau Chiefs should have 2 Majors assigned as an inspection staff to keep him informed of the condition of his command.

Chain of Command

In observation of the operations of the Manila Police Department, violations of the chain of command were noted frequently. It is commonplace for Bureau and even Precinct Commanders to take problems and reports to the Office of the Mayor and to other departments and agencies without clearing through the office of the Chief of Police or other channels. Adherence to the principle of

PROPOSED ORGANIZATION CHART
MANILA POLICE DEPARTMENT



PROPOSED ORGANIZATION-MANILA POLICE DEPARTMENT

October 1, 1964

X
84

"Unity of Command" is an absolute necessity if one does not want to have chaos in a semi-military type organization such as a police department. One can imagine how effective a military campaign could be waged if the Company commanders bypassed the Regimental and Division Commanders and discussed their problems and recommendations directly with the Corps Commander.

It is recommended that an order be issued by the Chief of Police and approved by the Mayor which requires every member of the police department to put in writing any suggestion, information, or communication which he desires to send to anyone senior in the hierarchy to his own immediate commander. The immediate commander is to be required to forward the communication to HIS superior, with whatever endorsements he wishes to add, attached.

Failure to comply with either of these directives, (that is failure to send to his own immediate commander, and failure to forward the communication) would be cause for disciplinary action.

Reply to the communication would follow the same channels.

Thus, if a patrolman in a precinct desires to send a communication to the Mayor, it would go first to his Sergeant, then to the Lieutenant, then to the Precinct Commander. From the Precinct Commander it would go to the Commander Patrol Bureau and from there to the Deputy Chief of Police. The Deputy Chief might desire to obtain the comments of one of the other Bureau Chiefs or of one of the Administrative units. After these steps, it would go to the Chief of Police who would forward it to the Office of the Mayor.

Only by such channelization of procedures can a Commander be held responsible for his command.

"Our administration also recognizes the fact that whereas the police service is no place to amass materialistic gains, the policeman must receive a decent salary sufficient to enable him to look after the welfare of his family and education of his children; to enable him to stare at temptations and cast them aside; to enable him to square his shoulders and hold his head higher; to enable him to discharge his job with dignity and pride; and to enable him to sacrifice his life on the altar of service with courage, secure in the thought that those he leaves behind will be looked after. It is for these reasons that I support a plan to increase the salaries of our police forces."

President Macapagal

CHAPTER FIVE

POLICE PERSONNEL ADMINISTRATION

The importance to organization of a sound personnel management program cannot be overemphasized. To a Police Department such a program is a critical requirement.

Commencing with the establishment of positions with sufficiently high salaries to attract top quality people and the delineation of standards which will only admit the best qualified, the following are minimum requirements for effective personnel management:

1. The preparation and administration of a compensation plan which provides for attractive and equitable salaries and for salary advancement based on satisfactory performance of duties.
2. The recruitment and selection of employees on a competitive merit basis for entrance into the service.
3. An intensive program of recruit training to equip the new police officer with specific skills and to insure the continuing development of all officers of the police department.
4. A program for promotions based on merit and which offers regular opportunities for advancement by periodic re-examination of eligibles.
5. Regulation of working conditions such as hours of duty, days off, vacations, sick leave and transfers.
6. The provision of effective procedures for maintaining discipline in the department - including a system of recognition for outstanding performance as well as for punishment of improper conduct.

7. A soundly conceived retirement system which enables employees to look forward to retirement at a reasonable age with full economic security at that time, and at the same time keeps the chain moving so that promotion opportunity is not stymied.

In reviewing the operation of the Manila Police Department against these standards, considerable shortcomings are noted.

Salaries

The Manila Police Department is composed of more than 2,800 persons. The 1964-65 budget provides for a total of 2,849 in the protective force as follows:

Title	No.	Salary
Chief of Police	1	$ 12,000
Deputy Chief of Police	1	11,600
Chief of Detectives	1	11,500
Major (Police & Detective)	14	8,400
Captain (Police & Detective)	40	6,660
Lieutenant (Police & Detective)	52	5,400
Sergeant (Police & Detective)	180	4,800
Corporal (Police & Detective)	218	4,500
Patrolmen (including detective)	2,342	3,500
	2,849	

With the metropolitan area of Manila experiencing the highest cost of living by far over any other place in the Philippines, it would appear that the 3,500 peso annual salary for patrolmen called for by the 1965 City Budget is insufficient to meet basic living requirements. Where salaries are too low to meet living requirements, the police officer is less likely to resist when opportunities to make additional money come his way. Such opportunities range from

another job in addition to his police job (it is called moonlighting in the United States) to payoffs for permitting illegal operations to flourish, shakedowns of motorists and truck drivers in lieu of traffic arrests, and participation as members of criminal gangs.

From personal observation, from interviews of long-time Manila residents, and from the press, it would appear that a considerable number of Manila police personnel have taken advantage of one or more of these opportunities. In order to provide personnel of the police department with a living wage, it is recommended tha the Mayor establish a Police Salary Survey Committee composed of three selected civic leaders, a member of the Municipal Board, a member of the Police Department and such other members as he deems necessary.

The Committee should review police salaries in comparison with prevailing wages for comparable work paid by private industry in Manila - taking into consideration the hazards of the police job, the requirements for around-the-clock working hours, and other pertinent factors. The Committee should recommend to the Mayor and the City Council pay scales for all members of the Police Department. The proposal should include at least three salary "steps" in each position, which step increase would be automatically granted annually upon satisfactory performance in the grade.

Selection Process

The selection of competent personnel is vital to the effective performance of the police function. Personnel must be selected, retained and promoted on the basis of their capacity and their

X
90

demonstrated ability to perform the duties and responsibilities of the police job.

The first step in recruiting is that of attracting well qualified applicants. Having done this, applicants should be screened through a series of high standards and selective competitive examinations and a rank order list established from which the Police Department can draw its recruits.

In this area, the Manila Police Department is in extremely bad shape. It has been the practice to give "qualifying" examinations only, and a considerable number of individuals for one reason or another have been able to obtain positions on the Manila Police Department without having passed any examination at all. It is believed that every effort should be made - commencing immediately - to bring the recruitment program for the Manila Police Department into line with accepted personnel management practices.

Qualifications for Police Work

Physical Attributes

In order to be successful as a policeman, certain basic physical requirements are evident. Experience has proven that a smaller than average man does not command the respect from the public that a larger man does - hence the London "Bobbies" who enhance their already better than average height by wearing high crowned headgear.

Aside from the height, the policeman should be physically built in proportion to his height, e.g. neither "five by five" types or

"beanpoles" - (neither fat people nor skinny people) make good police employment risks.

Age is another factor of importance. The candidate should be old enough to have matured, and yet young enough to be still physically active. A minimum age of 21 and a maximum of 30 is the U.S. standard. A maximum age of 28 would be even better.

Medical Examination

A thorough medical examination should be given candidates by a government clinic, and failure to meet established standards as to heart, lungs, vision, hearing, kidneys, blood serology, urine and other basics should cause the candidate to be rejected. The physical examination in the U.S. is similar to that for the U.S. Air Force. The medical examination presently given to candidates for the Philippine Air Force would probably be adequate for selecting qualified police applicants.

It is most important that physical and medical shortcomings in the candidate be discovered, and his employment rejected because these ailments will tend to magnify and intensify during the 30 years of expected employment.

Education

Having met the physical requirements as to size and proportion and the medical requirements as to health, the candidate next must have sufficient educational background to enable him to carry out his duties. Graduation from high school is a minimum requirement. Some college training would be a plus value.

Record Check

Next a check should be made of the criminal files in order to reject any applicants with criminal records.

These requirements - age, size, health, education and clear record - are qualifying only. Those who do not meet the standards are rejected. The Police Department and the City Government cannot afford to saddle itself with either physical or mental cripples to do the critical job of providing protection for the people of Manila.

Written Examination

Those who meet the qualifying standards then should be tested by means of a formal written examination. The written examination should be primarily a test of the candidate's intelligence rather than a test of his police knowledge. The policeman must have the ability to adapt to widely different situations. He must be able to absorb readily and to understand the constantly increasing volume of material with which a policeman must be familiar. Therefore, basic intelligence is a fundamental requirement. Properly prepared examinations can test for this factor. The U.S. Army General Classification Test and the U.S. Army Alpha Test could both be adapted to use for testing Manila Police candidates.

Technical police knowledge should not be a part of the recruit level examination. On the basis that a candidate who is well informed generally will make a better policeman, general iformation type questions can be included in the written examination. The written examination should be the objective, multiple choice type only -

true/false tests leave too much to chance; scoring difficulties compound the problem on narrative type questions.

Scoring

The written examination, along with one for physical agility and an oral interview by a police/civilian board, should be scored and the results utilized for the purpose of rank ordering the candidates. It is customary to weight the written examination 50 percent, the oral interview 30 percent and the physical agility test 20 percent.

Oral Interview

The oral interview should be conducted by a board of at least three Police Supervisors along with a civic leader. They should explain to the candidate exactly what the job of policeman is like, and what he might expect, noting his reaction. They should attempt to determine the candidate's motivation for applying, his means of expressing himself, his control, his appearance and any other points which might weigh for or against him as a representative of the people. The members of the interview board should individually and separately rate the candidate on the basis of 100 percent perfect, 90 percent outstanding, 80 percent good, 70 percent adequate, 60 percent weak, 50 percent unsatisfactory and lower for totally unacceptable. The grades of all the interview board members should be averaged.

Physical Agility

The Physical Agility test is just what the name implies.

This test could include broad jump, chin ups, situps and the running of an obstacle course. In some jurisdictions, the Physical Agility Test is not scored - it is qualifying only. However, because of the importance of physical agility to a police officer, it is believed that 20 percent weight should be alloted to it.

Having completed the three competitive phases of the examination, two candidates' scores might look like this:

		Candidate A.		Candidate B.	
Phase	Weight	Grade	Weighted Grade	Grade	Weighted Grade
Written	50%	80%	40	75%	35
Agility	20%	90%	18	80%	16
Interview	30%	70%	21	90%	27
	Final Grade		79%		78%

A below 70 percent should be usually considered failing.

Military Preference

The subject of military preference often arises. A 5 percent bonus is sometimes given to a veteran and 10 percent to a wounded veteran in both entrace level and promotional examinations. It should be clearly understood that the bonus should only apply to qualified personnel. Therefore, should an individual, who is entitled to a 5 percent bonus, score only 68 percent without the bonus - the 5 percent would not be added since he did not qualify. Should he receive 71 percent, then the 5 percent would be added to give him a final score of 76 percent.

Rank Order List

After all candidates have been graded, a rank order list should be established commencing with the individual receiving the highest final grade, and followed in order by the individual with the next highest grade and so on. When the Chief of Police receives authority to employ a new class of policemen, he should request the Civil Service Department to certify to him the list of those qualified, in order of examination grade.

Background Investigation

The police department should then take an extremely important step in the selection process by instituting an investigation into the background and character of those candidates who have been successful to this point. This is a task the police are well equipped to do. The emotionally unstable, poorly adjusted, dishonest or otherwise unqualified people should be eliminated before the department invests the considerable training expense in them, and before they have the opportunity to embarrass the department by their unstable activity.

Police investigators should check the neighborhoods where the applicant lives and where he has previously lived, he should talk to landlords, neighbors, the people who live in his vicinity, check his credit, his school record and his former employers.

Having successfully passed over all these hurdles, the candidate is ready to report for training.

In order to keep a continual reserve of qualified personnel available, the police examination should be given every two years - or more often if the list is exhausted.

Summary

From the foregoing, it is obvious that the selection process for Manila Police Department personnel leaves much to be desired. Many police personnel have never had any kind of examination. Candidates are not rank ordered, such oral interview as is given is not scored as part of the test, and physical agility and medical exams have been either non-existent or inadequate. Present age limits run to 35 years - at least 5 years too old.

The City of Manila cannot afford to place its security in the trust of such haphazardly selected personnel. It is therefore recommended that the Mayor request the Crime Commission to appoint a subcommittee to meet with the Civil Service Commission to:

1. Work out a plan to revise the selection process to meet the standards set forth here, and
2. To develop a program to test those already on the police department who have not passed examinations.

Having been screened, selected and employed, it is then necessary to train the recruit. Because of the critical importance of the entire training program, this will be discussed separately.

Disciplinary Procedures

The new police officer becomes more and more of an asset to the police department as he gains experience, provided he is given adequate support, vigorous direction and careful supervision. It is the responsibility of the City of Manila to insure that the employee is given this support, direction and supervision.

The modern Police Chief strives to enlist the interest, intelligence, enthusiasm and loyalty of his men. He seeks to recruit promising young, alert personnel, provides for their training, supplies them with instructional and procedural manuals for their guidance in every conceivable situation, provides them with sympathy, understanding and support. By these means, he strives to secure good order and performance among his personnel.

In spite of all these efforts, sometimes because of his own shortcomings or limitations, the chief fails in this positive approach and must resort to negative discipline.

The problem of discipline is common to all departments of government; however, in the police service it is of even greater importance because of the special requirements of trust and public security which are imposed in a public servant who carries in his assignment the capability and the authority to deprive a citizen of his liberty or his life.

A well-disciplined police force with high morale is based on mutual respect between supervising officers and men and on understanding and acceptance of rules for administration. Disciplinary

procedure has several ends in view. The primary aim is to bring about a change in the attitude and the action of the individual officer whose work or conduct has not been in conformance with department standards, so that he will perform as he should. A second aim is to discourage others from similar substandard actions. A third is to inform the public that compliance is uniformly required from all members of the force. So the first objective is to train or to restrain the individual; the second, to improve and preserve the morale of the group; the third, to raise and maintain the prestige of the department.

In order to attain these objectives, it is imperative that disciplinary action be taken swiftly - positively and justly. The two principal deterrents to dereliction are swiftness and certainty of action. Delay in handling the case only aggravates the problem and tends to encourage contempt for the disciplinary process.

Republic Act 557

With this discussion of the basic principles of the disciplinary process, it is appalling to look at the tortuous, intricate, involved procedure which must be gone through if a Manila police officer is to be disciplined. Republic Act 557, approved in June 1950, sets forth the procedure for suspension or removal of members of any of the City and Municipal police forces throughout the country. This act sets forth the following procedure for the processing of charges against a Manila city policeman:

1. The dereliction comes to the attention of the individual's superior.
2. The superior reports the case to the Inspection Bureau of the Manila Police Department.
3. The Inspection Bureau conducts an investigation of the case and recommends to the Mayor that the matter go to the Municipal Board.
4. The Mayor investigates the case and then files charges against the accused. At this point, the Mayor may suspend the accused from duty.
5. The accused is given a copy of the charges and the Municipal Board then investigates the case.
6. Within 10 days the Municipal Board shall try the case in a public hearing unless the accused shall ask for a longer time to prepare his case. In any event, the trial "shall be finished within a reasonable time."
7. The accused appeals the decision of the Municipal Board to the Commissioner of Civil Service.
8. Within "a reasonable time" the Commissioner of Civil Service shall render his decision, which is final.

It is obvious tha the Chief of Police has been stripped of all his authority to discipline his men. An examination of the records of the MPD Inspection Bureau disclosed literally thousands of cases, many of which should have been handled by the supervisor or the commanding officer of the offender, cluttering up the records and

files of the department. Even such a minor case as an officer being 5 or 10 minutes late in reporting for duty required the above listed laborious procedure before punitive action could be taken.

From reading R.A. 557, one would assume that, at least, it would not take more than a month or two to get a case adjudicated. Not so. Sixty-six MPD disciplinary cases are presently pending before the Manila Municipal Board - two are eleven years old, more than a score over five years old and all but 3 of them more than two years old! Three of these cases, filed in June 1962, are those involving three Police Majors, charged with accepting bribes. A previous Municipal Board convicted them and ordered them discharged. They appealed to the current Municipal Board for a rehearing which has been granted.

Following is a summary of long standing cases pending action by the Municipal Board by date charge was filed:

Year Filed	Number of Cases
1953	2
1954	1
1956	3
1957	4
1958	6
1959	6
1960	12
1961	1
1962	28
1963	3
	66

One of the major drawbacks in getting these case adjudicated is said to be the difficulty in getting a quorum of the Municipal Board to try them. The Commissioner of Civil Service has suggested that,

pending outright repeal of R.A. 557, the Municipal Board authorize trial of the cases by one of its committees whose findings could be approved by the entire Board.

Obviously something must be done because a Police Administrator cannot possibly maintain discipline with no more speed and surety of punishment than is evidenced by these figures. This is borne out by the fact that as of 5 September 1964, 783 members of the force were facing charges (39 of them criminal charges). Such statistics are indicative of a poor state of morale.

Because R.A. 557 permits suspension of an individual for only 60 days where the charges are administrative only (not a violation of the law) and because of the cumbersome disciplinary process, it is common for officers to be charged, suspended for 60 days, and then returned to duty and to continue to work long before their case is adjudicated. Those charged with a violation of the law may be suspended indefinitely and in the MPD that frequently means a long time. As of 5 September 1964, 39 members of the MPD were under suspension, one of them for 13 years, and 2 for 12 years; a score for a year or more.

It is obvious that the disciplinary procedures described here require revision. Forms of discipline which should be available range from mild or severe reprimand, oral and written, through transfers, fines, extra duty, and suspensions to outright dismissal.

It is imperative that a balance be struck between complete administrative efficiency on the one hand, and complete protection of the

individual against disciplinary actions on the other. The commander should have authority to impose written reprimands, transfers, extra duty, fines not to exceed one week's pay and suspensions not to exceed 30 days with the employee having the right to a "Trial Board" of department superiors. Recommendations by the "Trial Board" for more severe penalties should be approved by the Municipal Board.

The long range plan should aim towards repeal of R.A. 557, however. In view of the critical nature of this problem and its widespread ramifications, it is recommended that the Mayor submit it to the Crime Commission for investigation and recommendations.

Promotion

The promotion situation in the MPD is in somewhat the same state as the recruiting situation. Examinations are not held at stated periodic intervals, candidates are not rank ordered, oral examinations are not included in the qualifying tests, and most of the MPD personnel filling command positions have never taken examinations for those positions. As a matter of fact - some of them have not even qualified at the patrolman level.

According to the records provided, not one of the 12 Majors has qualified for his position and only one of the 12 has even qualified under the Civil Service procedures as a Captain. Five other Majors have qualified as Captains (Provost Marshal).

Among the 34 Captains whose records have been examined, one was found to have never qualified for any police position although he has been a mameber of the MPD for more than 32 years.

Among the Captains only 4 were found to have qualified under Civil Service procedures as Captains, several are listed as having qualified as Captain (P.M.). Others have qualified as Patrolmen, Sergeants, Lieutenants, or as P.M. officers.

It is obvious that such a slipshod promotion system is one of the major reasons for the current low morale of the MPD. One of the strong attractions that the police service holds for a young man is a career with opportunity to rise through the ranks on merit. An efficiently operated, fair promotion system affords every individual the opportunity to put his experience, his training, his education and his industry on the line with others and to be judged along with them.

To be fully effective, promotion policies and practices must do two things:

1. Select for promotion those officers best qualified for increased responsibility and authority.
2. Convince the mass of unsuccessful competitors that selection for promotion is based on sound, objective, fair methods free from personal ties.

Promotions for all ranks in which vacancies regularly occur, Corporal, Sergeant, Lieutenant, and Captain, should be held at stated periodic intervals, preferably every two years. This gives the successful candidate a reasonable period of availability for selection on the promotion list, the unsuccessful candidate the opportunity to correct whatever shortcoming he may have had, and

X
104

the young rising officer the chance to look forward to the time when he is eligible to take his promotional examination.

Promotional examinations should consist of written and oral tests. The examinations should be weighted 60 percent for the written and 40 percent for the oral. The oral examinations for Corporal and Sergeant should be given by senior members of the Police Department; for higher ranks, the oral examinations should be participated in by civic leaders. Selected members of the Crime Commission should be excellent for this purpose. It would give them an opportunity to view the officers of the MPD at close hand.

The written examinations for Corporal, Sergeant and Lieutenant should be of the objective multiple choice type, while those for the senior positions should be a combination of the objective multiple choice type and the narrative type. The scope of the examination for Corporal, Sergeant, and Lieutenant should be concerned primarily with basic techniques and skills and supervisory and tactical practices while that of the higher ranks should be concerned with administrative, command and management planning and practices.

The practice of civil service designations of detectives and patrolmen, corporals and detective corporals, sergeants and detective sergeants, etc. has generally been discontinued in the more advanced police departments in the United States. Such designations tend to hamper the chief administrator in deploying his men and tends to make coordination between the plain clothes and uniformed ranks more

difficult. In the MPD it has been the practice to use them interchangeably; for example Detective Majors have served as Superintendent of the Police Academy, Commander of the Traffic Bureau and of the City Jail - Detective Captains as Commander of Traffic (one of them served 10 years in Traffic) and as Police Station Commanders, while Uniform Police Majors and Captains have served and are serving in Detective Bureau assignments. It is therefore recommended that this position description distinction at all levels be abolished.

In view of the muddled qualification and promotional situation now existing in the MPD, it is recommended that a series of examinations be held commencing with that for Patrolman. All personnel of any grade who have not qualified as patrolman or higher in a Civil Service (not Provost Marshal) examination should be required to take this examination - no exceptions would be allowed.

The suggestion was made that possession of a law degree should automatically qualify one as a patrolman. This is not, of course, true. The Civil Service Commissioner reports cases where holders of law degrees failed the patrolman's examination.

Following the Patrolman's examination, a Corporal's examination would be held - this examination would be <u>required</u> of anyone holding an appointment as a Corporal or higher who had not yet passed a civil service examination as Corporal or higher. This examination should also be thrown open to all Patrolmen who have been members of the MPD for a minimum of 4 years. Those already holding the

position of Corporal who qualified, would retain their rank, those who did not qualify would be returned to the position of patrolman. Those patrolmen who took the examination would be rank ordered on the basis of their grades and appointed in that order as positions become vacant.

The same procedure should be followed on up the scale with examinations for Sergeant, Lieutenant, Captain, Major, and Assistant Chief of Police.

A review of the age groupings of the MPD by rank points up the need to get more younger blood into the supervisory and command ranks.

The numbers of police personnel in the various age groups by rank are as follows:

Age Group	Patrolmen	Detect.	Corp.	Sergt.	Lt.	Capt.	Major
21-25	350						
26-30	320			(FIGURES REPORTED BY MPD)			
31-35	280	5					
36-40	310	19	22			3	
41-45	260	36	27	28		1	
46-50	196	35	30	40	22	7	3
51-55	160	30	44	38	11	4	3
56-60	80	28	31	35	15	8	4
61-65	20	10	35	19	4	2	4

This table dramatizes the ineffective, unsatisfactory promotion system presently in effect in the MPD. The fact that there are no Corporals under age 36, no Sergeants under 41 and no Lieutenants under 46 points up the need for a revision of the promotion system. Yount, alert, aggressive men should be selected to direct the activities of the "new breed" of men the MPD should be attracting. Some

Corporals and Sergeants should be found in the 26-30 age group and some Lieutenants in the 31-35 group.

The important feature is that the promotion system be open to all - open and aboveboard - fair in its selection process - geared to select the most qualified and have the confidence of all members of the department.

Retirement

Complementary to the promotion system is the retirement system. Opportunity for retirement after performance of a certain number of years of satisfactory service is an accepted feature of police employment today. While details of various retirement plans differ, all are based on the principle that the law enforcement job is so hazardous and so demanding that a law enforcement officer arrives earlier (than say a garage mechanic or a chemist or a teacher) at an age where he is not physically capable of carrying on his duties of arresting criminals and providing protection to the public. The police officer, having rendered satisfactory service for the major part of his life, has a right to expect to be able to be adequately provided for financially for the remainder of his life.

The provision of a valid, sound, effective retirement system tends to keep the top ranks from stagnating with oldtimers, blocking the promotion for those coming up.

The MPD officers belong to the Government Service Insurance System under Commonwealth Act 186. This Act has been amended several times (R.A. 660, 728, 1133, 1357, 1616 and 1820). Under this Act

four types of retirements are available to the Manila Police Officer:

1. Compulsory Retirement

   Having at least 15 years of service and attaining age 65 employee retires with a lump sum payment of 5 years annuity. Five years later he commences to draw a monthly pension equivalent to 2/3 of his monthly salary. This pension continues until his death.

2. Optional Retirement (30 years)

   Requires 30 years service and age 57. It is understood tha the benefits under this plan amount to two years salary with no further payment.

3. Optional Retirement (20 years) -R.A. 1616

   Under this plan an employee may retire after 20 years service regardless of age. He will receive a lump sum payment equal to one month salary for each year of service.

4. Disability Retirement

   Requires minimum of 15 years service. Pension depends on classification as to partial or total disability. With less than 15 years service individual may claim only the amount he has contributed to the system.

Additional needs

An additional feature - compulsory retirement after 30 years service regardless of age, should be made available as an administrative tool to clear the ranks of those whose performance has deteriorated

with the passing years. While some personnel remain vigorous and active for periods considerably longer than this - others do not - and the administration should have the option of clearing the ranks of those whose performance warrant such action.

Other features of the retirement system should be reviewed. The requirement than an individual remain in service until age 57 even though he serves 30 years at an earlier age appears patently unfair and unwise. Most police officers of that age are incapable of carrying on the aggressive type of field duty throughout all hours of the day and night, that the policeman's job requires. He is more susceptible to sickness and to injury as he grows older, therefore, it would appear to be much wiser to permit retirement on full pension after 30 years of service regardless of age. It should be recognized, as it has been in the United States, that the law enforcement officer must be physically and medically (as well as mentally) in top condition and that after 20 or 30 years in active duty, it is time to retire him and replace him with a younger more vigorous man. Therefore, retirement for law enforcement officers is usually scheduled at a younger age than that for other government positions.

Another shortcoming of the present retirement system is the practice of paying a lump sum of 5 year's salary to the retiree. This automatically makes him a target for all sorts of schemers and other persons who want to help him "invest" his money. After a bad investment, he may end up with nothing to show for his 30 years of service to the government. A more logical and practical approach

would appear to be the payment of a regular monthly pension, based on a percentage of the retiree's base pay; the percentage to be determined by the number of years of service. The usual U.S. system calls for 2 percent for each year of service. Thus, a policeman with 20 years of service would receive 40 percent of his monthly salary as a pension; one with 30 years service would receive 60 percent. Voluntary retirement comes after 20 years of service (regardless of age in some U.S. departments; age 50 is a requirement in others).

It is recommended that the Mayor assign this problem to the Crime Commission to study and to make recommendations to the proper authorities.

Legal Services

Police officers are expected to search out and arrest - and if necessary "shoot it out" with armed criminals. However, an anomaly in the practice does not provide the police officer with the legal and financial support he requires if his aim is accurate and he kills the criminal. The police officer is required to post bail - which he usually does not have - or go to jail pending a hearing on the case. Sometimes, officer associates of the brave policeman "chip in" to post his bail.

When a police officer is acting in line of duty in accord with his instructions and with department regulations he should be provided with the full support of his superiors and of the government. This should include bail surety and the services of such legal talent as he may require.

It is recommended that the Mayor request the Citizens Crime Commission to investigate this serious problem and to make recommendations for its solution.

Civilians in civilian jobs

Because they are immediately available, and because of the difficulty sometimes experienced in receiving approval to hire civilians, it is a common practice to detail police personnel to jobs which could be just as well done (and sometimes better done) by a civilian; frequently a woman. This brief survey of the MPD has disclosed several places where police personnel are performing civilian type duties; such as clerical duties.

Utilization of a policeman to perform clerical work is expensive; a clerk can be employed at a considerably lower salary; it keeps the policeman from his protective and repressive duties in the field; and it is bad for the morale of the force.

It is therefore recommended that the Chief of Police appoint a committee, headed by the Chief of the Administrative Bureau, to review every desk job being presently performed by policemen and recommend whether or not the job could be satisfactorily performed by a civilian. Civilians should then be employed to replace those policemen in those duties where possible.

"Through the various disciplines of police training you are expected to rise above the level of this unfavorable climate. You are to treat criminality as a complex social illness which can be traced from man's birth to death, and human dignity must not be violated. You should consider your position not as a source of power which will compel respect, but one in the judicious exercise of which you will earn respect; you should perform your duties with candor and zeal without wanting unnecessary fanfare; with complete impartiality to all without distinction as to social position, race, color or creed and with that degree of pride, dignity and courage so inherent in the profession you have chosen ....

But above all you should never forget that more than training, manpower, money and material, the climate for the proper growth of police service as a profession begins and ends with you and with no one else."

President Macapagal

CHAPTER SIX

TRAINING

Even the most carefully selected and highly motivated individual will not be capable of performing the hazardous, complicated task of maintaining the peace and order of a community without a carefully-prepared and well-presented training program. Officers in a police department often have to work individually, even independently to accomplish the police mission. Often they have to work as a team, as in disasters, community disturbances or special investigations. Some phases of police work require an extremely high degree of technical skill or specialized expertise.

Organized training is the means by which officers are provided with the knowledges and the skills they require to perform their multiple, complex duties. In order that the recruit officer may commence his career with a sound foundation of police knowledge and techniques, it is most important that the entrance level training be soundly conceived, carefully organized and well presented.

Recruit training

Recruit training for Manila Police Department personnel consists of an 8-week program of instruction at Ft. Bonifacio (Fort McKinley), 14 weeks at the Manila Police Academy, followed by 1 week of examinations and 1 week of on-the-job training for a total of 24 weeks of training. For normally healthy, intelligent recruits, an entrance level training program of this duration is considered excessive and unnecessarily expensive.

Following are the curricula at Ft. Bonifacio and at the Manila Police Academy:

POLICE RECRUIT TRAINING
(8 weeks - 382 hours)

PROGRAM OF INSTRUCTION (FT. BONIFACIO)

I.	DEPARTMENT OF SPECIAL INSTRUCTION	(87 Hours)
1.	Methods of Study	1 Hour
2.	Orgn & Role of the MPD	2 "
3.	Personal Hygiene, First Aid, and Fld Sanitation	6 "
4.	Military Correspondence	6 "
5.	Psychological Warfare	4 "
6.	Intelligencw	17 "
7.	Individual Protective Measures vs. CPR Attack	3 "
8.	Introduction to Basic Police Duties	4 "
9.	Leadership	12 "
10.	Map Reading and Use of Compass	12 "
11.	Public Relations	4 "
12.	Military Courtesy and Discipline	6 "
13.	Interior Guard Duty	4 "
14.	Troop Information	5 "
II.	DEPARTMENT OF INFANTRY	(114 Hours)
1.	Tactical Training of the Ind. Soldier	18 Hours
2.	Rifle Squad Tactical Training	16 "
3.	Domestic Disturbances and Riot Control	16 "
4.	Marches and Bivoacs	16 "
5.	Weapons	48 "
III.	DEPARTMENT OF UNCONVENTIONAL WARFARE	(39 Hours)
1.	Armed and Unarmed Combat	16 Hours
2.	Ranger Training	23 "
IV.	SIGNAL DEPT. SS	(4 Hours)
1.	Signal Communication	4 Hours
V.	ORDNANCE DEPT. SS	(10 Hours)
1.	Motor Pool Operations and Maintenance	10 Hours

VI.	STUDENT TRAINING COMPANY	(38 Hours)
	1. Dismounted Drill	24 Hours
	2. Physical Training & Athletics	14 "
VII.	GRADED TESTS	(14 Hours)
VIII.	STUDENT TRAINING COMPANY	(46 Hours)
	1. Processing	8 Hours
	2. Inspection & Ceremonies	14 "
	3. Deprocessing	8 "
	4. Commandant's Time	16 "

TYPES OF INSTRUCTION

Conference	138 Hours
Demonstrations	23 "
Films, Use of	1 "
Practical Exercises	160 "
Examinations	14 "
Others (Processing Inspections & Ceremonies)	46 "
TOTAL	382 Hours

X
116

HEADQUARTERS
MANILA POLICE ACADEMY

REVISED CURRICULUM

SUBJECTS	Hours	Rel. Wt.
1. Gen. Police Practice & Procedure	45 - - -	4
2. Criminal Law	45 - - -	4
3. City Ordinances	45 - - -	4
4. Traffic Control	45 - - -	4
5. Criminal Procedure	20 - - -	2
6. Criminal Investigation	30 - - -	3
7. Rules & Regulations	30 - - -	3
8. Criminal Evidence	20 - - -	2
9. Criminal Identification	12 - - -	1
10. Legal Medicine & First Aid	20 - - -	1
11. Constitutional Rights & Freedoms	20 - - -	2
12. Public Relations	20 - - -	2
13. Reports, Forms and Records	12 - - -	1
14. Military Training Ft. Bonifacio	- - - -	2
15. Markmanship & Combat Shooting	12 - - -	None
16. Military Drill & Physical Education	18 - - -	None
17. Scientific Criminology	12 - - -	1

PERIOD OF TRAINING

Academic Period	14 weeks
Final Examinations	1 week
On-the-job training	1 week
Military Training - Ft. Bonifacio	8 weeks
TOTAL	24 weeks

A review of these Programs of Instruction reveals why the course takes so long; the Ft. Bonifacio course is essentially the military basic infantry training course. Why a Manila police officer should be taught such subjects as Psychological Warfare, Military Correspondence, Intelligence, Individual Protective Measures Against Gas Attacks and Atom Bombs, Map Reading and Use of Compass, Interior Guard Duty, Tactical Training of the Individual Soldier, Rifle Squad

Tactical Training, Marches and Bivoacs and Ranger Training is not clear. It was said that the purpose was to instill and develop discipline in the new recruit. This could very well be done by teaching him the thing he will need to know as a police officer. Instead of Military Correspondence, he should be taught Police Report Writing - instead of Ranger Training and Tactical Training of the Soldier, he should be taught Civil Disturbance Control, etc.

It is believed that an adequate Recruit Training Course can be presented in 13 weeks if careful attention is given to course conduct, scheduling and instructor selection. Following is a list of subjects and time allocation which should be covered in a recruit course:

	Hours
Introduction, orientation and processing	8
Notebooks and notetaking	2
History of Law Enforcement	2
Organization, functions and relationships of law enforcement agencies in the Philippines	4
Organization & Role of the MPD	7
Constitutional Rights and Freedoms	20
Police Public Relations	12
Police Ethics	2
Court Appearance and Conduct	4
Report Writing	10
Rules & Regulations	20
Crowd Control: Fires, public events	4
Civil disturbances	12
First Aid	20
Patrol and Observation	9
Interviews and Interrogation	10
Traffic Accident Investigation	6
Traffic Law Enforcement	6
Traffic Regulation	6
Criminal Law	40
Law of Arrest	4
Searches & Seizures (Law & Techniques)	8

X
118

		Hours
Rules of Evidence		12
Municipal Ordinances		30
Mechanics of Arrest		10
Juvenile Procedures		6
Transportation of Subject		6
Principles of Investigation		20
Value of Scientific Arts - (Collection and preservation of evidence)		4
Unarmed Defense		50
Military Drill & Physical Education		80
Weapons Training:	Carbine	12
	Riot Gun	6
	Submachine Gun	6
	Revolver Marksmanship	50
	Combat Shooting	10
Examinations		12
Commander's Time		12
	Total time	552

This course could replace both the 8 weeks Program of Instruction presently given at Ft. Bonifacio and the 15 weeks presently given at the Manila Police Academy.

Weapons courses should include the firing of the following numbers of rounds:

Carbine	100
Riot Gun	10
Submachine Gun	100
Revolver marksmanship	900
Revolver Combat Shooting	200

It is recommended that the above course, with such modifications as deemed desirable by a committee composed of representatives of the major bureaus of the MPD, be adopted as the standard basic training course for the MPD.

It is also recommended that the MPD offer this course to selected members of other city and municipal police departments, particularly those in the metropolitan area as a means of standardizing law enforcement, exchanging views, and improving coordination. The NBI is charged with the authority and the responsibility to "undertake the training of a representative number of city and municipal officers....along effective methods of crime investigation and detection." This does not, of course, provide the basic policeman with the training and skills he requires as a uniformed police officer.

It is further recommended that the entire recruit training course be given at Ft. Bonifacio (Ft. McKinley) until such time as an adequate MPD Training Academy has been built. The so-called "Manila Police Academy" is an obsolete quonset hut warehouse on the grounds of the school adjacent to MPD Headquarters. It is not suitable for any kind of classroom, but particularly not suitable for a large class of adult students who are in session all day every day of the week.

On-the-job Training

After completion of the recruit training course, the new patrolman should be provided with a planned program of on-the-job training. This training should not be left haphazardly to any oldtimer with whom the recruit may come in contact. It should be scheduled under the supervision of experienced supervisors who will make the training meaningful. Rotation of groups of recruits through the Traffic and

Detective Bureaus and through the various watches and precincts of the Patrol Bureau is the most logical approach to this phase of training.

In-Service Training

A police officer, like a doctor, must never stop learning. New procedures, new techniques, new tricks of criminals, new approaches are continually developing. It is imperative for the Chief of Police to see that his men are kept fully current with these new developments. This can be done in two ways: through periodic retraining of all personnel at the training center, and through daily refresher type training at roll call times. The modern police departments use both methods. In the Manila Police Department, this phase of training has been virtually neglected.

It is recommended that immediate steps be taken to provide all patrolmen and detective personnel of the police department with an 80-hour refresher course to be given 9:00 a.m. to 6:00 p.m. Monday through Friday at the Manila Police Academy. (This assumes that the Recruit Training will be given at Ft. Bonifacio). The course should be a condensation of the course recommended for recruits. Additional material which would be covered includes: review of the overall crime picture and means being taken to combat it; summaries of new laws, ordinances and court decisions; discussion of new problems facing the police and of complaints received from the public and how they are being handled. 120,000 rounds of 38 cal. ammo. required.

Regular practice is required if weapons proficiency is to be

maintained. As soon as facilities are available, it is recommended that each member of the MPD protective force be required to fire a minimum level qualifying score each month. Ammunition should be provided for this purpose. One million rounds annually are required.

On 3 August 1964, the MPD instituted a long overdue In-Service Training Course for Lieutenants and Sergeants. This course consists of four hours on each of five subjects:

Police Organization and Management
Personnel Supervision, Rules & Regulations
Public Relations
General Police Practice & Procedure
Police Leadership and Discipline

The classes are held 9 to 10 a.m. Monday through Friday over a 4 week period, thus totaling 20 hours.

Although the course is limited this is an extremely valuable step.

Command Training

Arrangements should now also be made to get all the Captains and Majors trained. For personnel of this rank, it has been found that a series of "Command Conferences" afford everyone an opportunity to participate - to exchange views and to arrive at group solutions to problems. Each member of the command group is assigned responsibility for preparation and presentation of the material on a subject. After the presentation, the group contributes their thinking and experience. Examples of subjects for the Command group are:

"How to Plan a Precinct Station"
"How to Deploy a Precinct Patrol Force"
"What Statistical Data a Commander Requires"

X
122

It is recommended that the MPD take immediate steps to institute a Command Conference type training program for all Captains and Majors. This program should be continuous.

Specialized Training

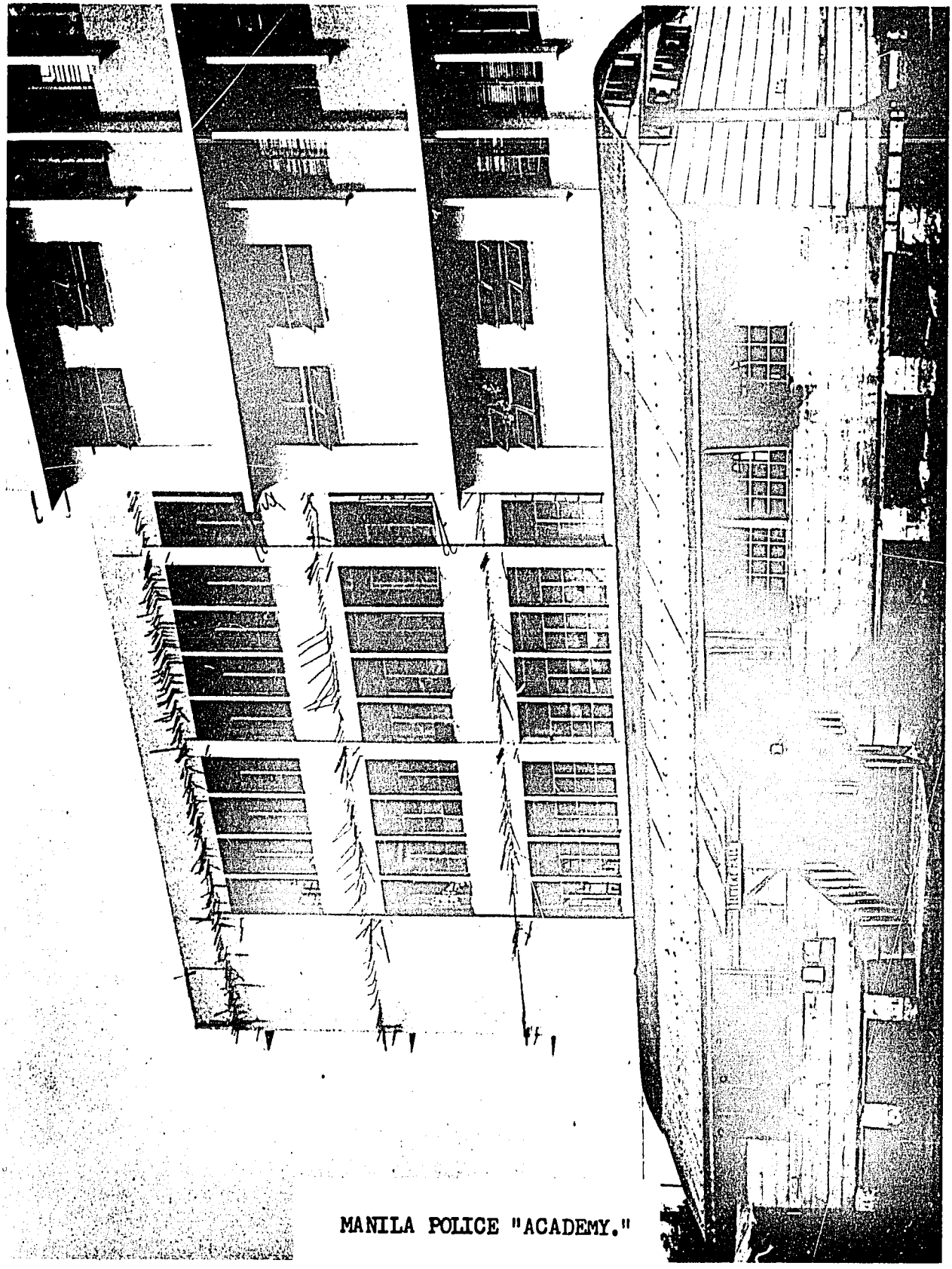
Another area where training is lacking is in the specialized field. So far as could be determined, the MPD does not provide training for Juvenile Control Officers, for Detective Investigators and other groups of specialists in the department. It is recommended that the MPD take immediate steps to remedy this shortcoming.

Training Facilities

The major drawback in the MPD training, of course, is the absence of training facilities. It is considered absolutely imperative that the MPD be provided with an up-to-date Training Academy.

Minimum requirements would be an auditorium/gymnasium, an indoor pistol range, 5 classrooms, one each for a class of 100 recruits, of 50 refresher students, of 25 specialist students, 25 supervisors and 25 commanders; locker room, shower room, messing facilities, administration offices and library. A dormitory would be a valuable plus benefit. The above listed facilities would require the following square footage:

Auditorium/gymnasium	10,000
Indoor pistol range	6,000
Locker/shower rooms	2,800
100 student classroom	4,000
50 student classroom	1,600
3 - 25 student classrooms @ 800 each	2,400
Comfort facilities - 6 @ 200 each	1,200



MANILA POLICE "ACADEMY."

Administrative Offices	
Commanding Officer	400
Deputy Commanding Officer	400
Instruction Staff	800
Clerical Staff & files	800
Library	1,600
Study Room	1,600
Mess Hall & kitchen	1,000
4 Barracks for 24 each @ 1,250	5,000
Total Requirements	50,000

Buildings should be cinder block construction with aluminum roof, in accordance with current recommendation for school construction. At current local construction cost of ₱12 per square foot, it is estimated such facility would cost approximately ₱700,000 for single story facility, multiple floors would cost ₱1,000,000. ($250,000).

Equipment required includes:

500 folding chairs for auditorium
225 student armchairs
5 teacher's desks
5 " chairs
10 desks
10 chairs
6 typist desks
6 typist chairs
25 3x5 tables
50 straight backed chairs
Athletic equipment (volley balls, nets, badminton, medicine balls, mats, weights, etc.)
30 bookshelves 6'x6'
1000 miscellaneous law enforcement books
6 typewriters
1 mimeograph machine
1 Ditto machine
1 calculator
6 4-drawer steel file cabinets
150 steel lockers - 3' x 1' x 18"
Kitchen and restaurant equipment
60 double deck steel cots w/mattress & pillow & linen
120 full length steel lockers
4 blackboards 4 x 10 ft.
2 16mm Sound motion picture projectors
2 overhead projectors
4 "Loud Hailer" portable loudspeakers

An ammunition reloading unit should be established at the Center-₱160,000.

Cost of furniture and equipment is estimated at ₱16,000 ($40,000)

The facility should be placed on property spacious enough to have room for an athletic and drill field, and an outdoor pistol and combat shooting range. One hectare should be more than adequate.

Participant Training

While Command Conferences are an excellent method of training senior officials of a police department, outside training is also frequently required. Although a number of the Majors and Captains of the MPD have received training in the U.S., it is believed that additional participant trainees is a requirement. The Office of Public Safety in Washington presents a training course for Police Administrators which is specifically geared to this need.

After the completion of the series of Civil Service examinations and the positions of assistant chief and commanders are filled, it is recommended that a phased program be commenced to get as many of the senior personnel of the MPD trained as is possible, depending on the number of participant training slots allocated to the U.S. AID Mission. It is suggested that possibly 12 trainees should go to the States for training each of the first two years after the positions have been properly filled by Civil Service procedures.

University Training

For the long range, a university level training course in Police Administration should be developed locally. A number of colleges in the United States, notably in California, now offer Bachelors and Masters Degrees in Police Administration The

University of the Philippines is the logical place for such a program, which should be of two types: one for the college student who wishes to major in Police Administration in lieu of some other major, and, more importantly, it should offer the opportunity for a practicing police official to obtain a degree in his career job. In order to do this, classes should be made available for part-time students - both in the daytime and at night, in order to accommodate those whose shifts of work may not meet normal university classroom schedules. It is understood that preliminary discussions have already been held on this subject between U of P and U.S. AID representatives.

Courses being given at the Philippine College of Criminology, a private institution, constitute an important temporary measure, pending development of a full government supported program at the University of the Philippines.

"It is not only the duty of law enforcement to provide the essential background of peace and tranquility in the execution of our socio-economic plans but to gear all its preventive and repressive resources to meet the challenges of those who dare to violate the laws of the land in their inability to face the changes that must come or of those who take advantage of the changes brought about."

President Macapagal

CHAPTER SEVEN

PATROL OPERATIONS

It has become more and mor recognized by students of law enforcement that the real key to successful police operations lies not in inspired detective "sleuthing", not in the field of scientific aids, but in alert, aggressive patrol activity; the actions of the uniformed officers who are in the field 24 hours a day, 365 days a year, rain or shine.

For this reason, the patrol force is called the "backbone" of the police department. Members of this force cover every section of the city - they are in constant contact with the people - they are the eyes and ears of the police administrator.

Active, aggressive patrol tends to reduce the potential offender's belief in his chances of successfully violating the law - it will enable the alert officer to identify and arrest wanted persons and persons loitering under suspicious circumstances. Accurate, alert observation will enable the officer to recognize insecure premises, unwholesome conditions, questionable characters, potential problems and other police hazards. Patrol is the only form of police service that directly attempts to eliminate opportunity for misconduct.

Following is the description of patrol activity submitted by the commander, Patrol Bureau.

ORGANIZATION OF PATROL ACTIVITY

Patrol for the prevention of crime, suppression of criminal activity, apprehension of criminals, preservation of the peace, regulation of non-criminal conduct and protection of life and

property is the primary responsibility of the Patrol Bureau, one of the line commands of the department composed of 1,197 uniformed officers and men representing 48% of the total force. To accomplish these objectives, the personnel of this bureau is distributed to 6 police stations established in geographical divisions in the City of Manila with an area of 14.78 sq. mile and populated by 1.5 million people, namely: Station 1 in the district of San Nicolas and Binondo; Station 2 covering the district of St. Cruz, portions of Sampaloc, Quiapo, and San Miguel; Station 3 in the entire district of Tondo and portion of Sta. Cruz; Station 4 in Ermita, Malate, Intramuros, Port Area and portion of Paco; Station 5 in Sta. Ana, Pandacan and portion of Paco; and Station 6 in the district of Sampaloc and portions of Sta. Cruz and San Miguel. The 7th division is the Mobile Patrol which operates all the conspicuously marked radio cars under a centralized command with base and control tower at Police Headquarters. The patrol personnel is distributed according to proportionate needs of the 6 stations and division to achieve equalization of work load of officers in the field, that is, more men are assigned to stations having a high crime rate and called for services within its jurisdiction than those with less. The men work in 3 shifts of from 7:00 A.M. to 3:00 P.M.; 3:00 P.M. to 11:00 P.M.: and 11:00 P.M. to 7:00 A.M., the next day. Aside from the foot patrolmen, men also are detailed to police outposts located at strategic points within the area of stations. This patrol of uniformed personnel is also supplemented by plainclothesmen specially in areas that does not respond to the repressive efforts of the men on beats. They continue the preliminary investigation that the regular patrol force does not have time to complete.

The operational jurisdictions of almost all the stations overlap some portions of one or more municipal districts. These were organized in 1948 with obvious reference only to population density. Crime locations have considerably changed since then and the need for a redefinement and organization of new areas of responsibility of the commanders is necessary. The Police Standards and Planning Council of the department is currently making a study towards its revision.

MOTORIZED PATROL

Motorized patrol by radio equipped conspicuously marked cars is provided by the Mobile Patrol Division in order to complement the men-on-beats. The duties of the crew of the radio cars are the same as the foot patrolmen. Although under a centralized command calculated to insure uniformity of action by the crew and to simplify supervision over its maintenance and repairs at the Headquarters Motor Pool, these cars are assigned to the different police station jurisdictions and the activities of the crew coordinated with other divisions and stations. All persons arrested by the crew while on patrol for various violations of law and ordinances and for investigation are taken to the station having jurisdiction over the situs of

the offense. One very obvious advantage of this system of patrol by radio car in addition to the foot patrolman is the wider coverage and cut down response time achieved by the crew which otherwise cannot be met by the beat officers. The system compensate immeasurably and make up for the department's lack of personnel.

When this division was organized in the year 1954 as a bureau, it started to operate 30 cars, 10 cars to each shift although the original plan was for 20 cars to cover the 20 mobile sectors that the City of Manila has been divided into. Every car is used only 8 hours a day for conservation, as there is no assurance of replacement in due time. At present, the division has 60 radio equipped cars, 35 of which are in operation and 25 are disabled and undergoing repairs. Most of the disabled are no longer road-worthy, and disposal of some is currently in process. We are making no headway in the achievement of our ultimate goal, that of operating 1 car to cover each of the 20 sectors.

Two-men crew car is used at present. Most crimes vs. persons, drunkenness and disturbance, occurring in the city are committed by two or more persons. Particularly in the low income areas, alleys unpassable to vehicles are predominant. Assistance from adjoining cars is not assured to be forthcoming in time in view of the fact that a car is assigned to patrol two or more sectors, aggravated by bad roads and congested traffic. Conversion to one-man patrol car is not feasible at this stage. Perhaps, if the division could be able to provide 20 cars every watch as originally conceived, one-man patrol car may be used, although it is necessary that it should be provided with protective screen and door locks for prisoner transpotation by one officer.

The composition of the mobile patrol sectors remains constant. What is varied is the deployment of cars for patrol duty so that more cars are assigned during the Afternoon Watch of from 3:00 P.M. to 11:00 P.M. as the rate of incidents and called for services during this period is comparatively higher than the Morning and Midnight Shifts. Generally, the basis for the selection of patrol hours and areas is crime incidents, called for services and arrests. The Mobile Patrol Division responds to and handles an average of 1,200 citizens call and 1,500 spot actions and arrests a month.

The standard equipment of a radio car consists of transceivers, sirens, spotlights, oscillating red warning light on top (blinker), fire extinguisher and a carbine in addition to the sidearms, clubs and handcuffs of the crew. Tear gas kit is provided the crew only in case of serious disturbances. The car is not provided with any investigation or first aid kit. The Patrol Bureau does not operate motorcycles, scooter or bicycle for patrol.

X
131

FOOT PATROL

Other than the original standard qualifications required of a new recruit to possess, like a patrolman's civil service eligibility, second year college attainment, age of from 21 to 35 years, a minimum height of 5'6 3/4" and physical and mental capabilities, there is no other method of selection provided for foot patrolmen. In the Mobile Patrol Division hosever, members should be qualified drivers and typists in addition to the standard requirements for a patrolman as stated. Recruitment and selection of police applicants is handled by the Perso l Agency in the Office of the Mayor. Rooky policemen are thrown into the field after 4 months academic and military training in the Armed Forces of the Philippines school at Ft. Magsaysay and the Manila Police Academy.

The police outposts located in thickly populated areas still remain a predominant feature in our patrol system. The use of outposts provided with telephone facilities was adopted during the post war period owing to the lack of police call-boxes that have been totally damaged during the last war. It is used by the men on beats to communicate with their stations. These outposts will soon be dispensed with upon completion of the installation of police call-boxes.

Except in details to special occasions and assignment to sensitive areas like the Pier areas, Intramuros, Leveriza and portions of Sampaloc and Tondo, two-men patrol is sparingly applied.

The foot patrolman, other than his sidearms and club, is not provided with any special equipment like transistor radio for communication.

LAYOUT OF FOOT AND MOTORIZED BEATS

The foot and motorized beats remain constant. Factors considered in the organization of the foot beats are population density, crime incidents, called for a inspectional services, and arrests. The Mobile Patrol sectors embrace several beats within a station jurisdiction as orginally organized. Bases for assignment of cars to motorized beats are the same as the beat officers. Rate of criminal incidents and radio calls is comparatively high during the Afternoon Watch; and the need for inspection services during the Night Shift. Needs for police services by citizens in high hazard areas are given more attention by the staion commanders in the assignment of beat and motorized patrol. The Police Standards and Planning Council of the department is currently undertaking studies of the beat layouts that will be suitable to the needs of the service.

MISCELLANEOUS INFORMATION RE-RADIO FACILITY OF THE MOBILE PATROL DIVISION
INDIA POLICE DEPARTMENT

RADIO CALL LOAD FOR MOBILE PATROL FOR ONE WEEK

RADIO PATROL CRUISERS ASSIGNED MANNED BY TWO OFFICERS EACH			RADIO MESSAGE DISPATCHING LOAD							SOURCES OF COMPLAINTS, INFORMATIONS AND/OR REQUESTS FOR ASSISTANCE										
			No. of Basic Dispatches and/or Messages					Transmission												
SHIFT	NO.	DAY OF THE WEEK	Made in response to complaints, information and/or requests for assistance received. By the Desk thru phone	Personally by the crew in the field	Messages originating from the cruisers re-actions taken for violations and other cases taken cognizance of in the field (w/out any complainant)	Tot./8 hrs	Average/hr.	Tot./8 hrs.	Average/hour	BARS	NIGHT CLUBS	PUBLIC GATHERINGS	HOMES	SCH.	HOSP.	REST STR. SHOP PRL VATE OF FICES	CL TL ZEN IN PUB LIC PLA CES AND /OR CON VE YAN CES	OTHER GOV'T OFFI CES	PUB LIC STS PLA ZAS &AL LEYS	TOT. for 8hrs.
Morning 7:00 a.m. to 3:00 p.m.	12	Wednesday Aug. 26/64	22	6	10	38	5	563	70	0	0	0	4	1	3	4	1	15	10	38
Afternoon 3:00 p.m. to 11:00 p.m.	13	-do-	19	4	13	36	5	497	62	1	0	0	10	0	0	2	8	2	13	36
Night 11:00 p.m. to 7:00 a.m. next day	11	-do-	10	1	17	28	4	417	52	0	0	0	2	0	0	0	7	2	17	28
TOTAL FOR 24 HOURS	36	WED	51	11	40	102	5	1,477	61	1 or 1%	0	0	16 or 16%	1 or 1%	3 or 3%	6 or 6%	16 or 16%	19 or 19%	40 or 40%	102
TOTAL FOR 24 HOURS	35	THUR	35	9	72	116	5	1,405	58	0	0	0	16 or 14%	1 or 1%	1 or 1%	6 or 5%	26 or 22%	5 or 4%	72 or 62%	116
TOTAL FOR 24 HOURS	34	FRI	28	4	65	96	4	1,400	58	0	0	0	9 or 9%	0	0	4 or 4%	17 or 18%	2 or 2%	65 or 68%	96
TOTAL FOR 24 HOURS	37	SAT	50	10	58	118	5	1,433	59	0	0	0	21 or 18%	0	3 or 3%	11 or 9%	22 or 19%	3 or 3%	58 or 49%	118
TOTAL FOR 24 HOURS	36	TUES	35	11	30	76	3	1,336	56	0	0	1 or 1%	13 or 13%	1 or 1%	5 or 5%	6 or 5%	16 or 21%	4 or 5%	30 or 39%	76
TOTAL FOR 24 HOURS	36	MON	29	4	32	75	3	1,312	55	0	0	0	10 or 13%	1 or 1%	1 or 1%	3 or 4%	8 or 11%	10 or 13%	42 or 56%	75
TOTAL FOR 24 HOURS	36	SUN	40	9	49	103	4	1,376	57	0	1 or 1%	0	14 or 13%	0	2 or 2%	6 or 5%	25 or 24%	2 or 2%	54 or 52%	103
		TOTAL	268																	

INTERROGATION, SEARCH AND ARREST

The men-on-beats and the crew of the motorized patrol are authorized to conduct preliminary investigation of report of incidents, interrogate and place under arrest any person suspected of having committed, about to commit or actually committing an offense as provided for in the law of arrest without warrant within this jurisdiction. Frisking of persons for illegally possessed objects like property subject of an offense, opium, morphine, unlicensed firearms, concealed deadly weapons, etc., is allowed after an arrest is effected without warrant. Search of persons for the objects stated may be done at the place of arrest or at the station house before the desk officer.

Only 75% of the total force assigned to the bureau performs patrol duty daily. The rest are on administrative duty assignments performing clerical tasks as turnkeys, booking clerks, telephonemen, special assignment to the City Treasurer's Office, Mayor's Office, Courts and City Fiscal's Office. Fourteen percent (14%) of the patrol force is on off duty, sick or on vacation leave everyday.

- MATAWARAN - - - - - - - - - -

Mobile Patrol Car Districts

The city is divided into 20 sectors for patrol car purposes. With a 14.7 square mile area to cover, fifteen cruisers would have about 1 square mile each to patrol. Depending upon various factors including status of the rolling stock, time of day, anticipated work loads affected by strikes, parades, holidays, and similar situations, the number of automobiles cruising understandably varies. Usually, the 7 A.M. to 3 P.M. shift utilizes 12 cruisers, the 11 P.M. to 7 A.M. shift uses 11 cruisers and the 11 P.M. to 7 A.M. shift uses 13. In addition, two supervisory sergeants cruise the city during each of the three shifts. They require frequent position reports from the patrol cruisers which they contact personally at least twice per shift. If only ten cruisers are on duty, each "works" two sectors.

If more cruisers are available, the Sergeant adjusts the coverage accordingly.

Crews of the patrol cruisers are permitted one 20 minute coffee break, and also one hour for lunch during the eight hour shift. They are required to stagger their luch and coffee periods to insure adequate standby coverage during the shift.

Officers rotate responsibilities daily; for example, a driver one day, will be a recorder in the cruiser the second. The third day he will receive complaints in the operations room and the fourth day be a dispatcher. In this way each man is familiar with the requirements of each job and also receives some degree of relaxation by rotation.

Vehicles assigned to patrol duty are as follows:

Number	Make	Year
29	Plymouth	1954
13	Dodge	1956
11	Dodge	1959
19	Plymouth	1963
72		

Of a total of 72 cruisers, 25 were reported out of service because of inability to purchase necessary spare parts, particularly for the older models.

Traffic Violation Receipts

While riding in a patrol cruiser observing methods of operation, types of radio traffic and related matters, it was noted that traffic violation tickets were not issued by the patrol officers for observed moving violations. Under questioning, it was admitted that ticket

X

135

books were not issued to Mobile Patrol radio officers; that the Motorcycle Division issued such tickets. However, the two Supervisory Sergeants of the Mobile Patrol did have such ticket books and handled such violations.

It was reported that at one time the Mobile Patrol personnel issued traffic violation tickets. This practice was discontinued, however, some time ago. Authority to issue such tickets now rests only with the Traffic Bureau (with the exception of some supervisors).

Reason given for the prohibition of ticket issuance by the Mobile Patrol was said to be that the Mobile Patrol was on the street primarily as crime prevention and repression personnel, and that the issuance of traffic violation tickets would be a dissipation of their primary effort. It was also stated that considerable graft was involved in the traffic violation process and that it was desired to limit the opportunity for graft by limiting the number of personnel who had the opportunity.

Either premise is of course, invalid. It has been found that many criminals are apprehended after having been originally stopped by the police for a minor traffic violation. The more contacts which the police make on the streets, the greater their chances of apprehending criminals. To say that the problem of "shakedowns" of traffic violators can be controlled by reducing the number of police who deal with them is also false. This is the same as saying that a Manila Police Officer in a Mobile Patrol uniform is less honest than a Manila Police Officer in a Traffic uniform!

The way to attack police graft and corruption is to attack it vigorously at the source. Every police officer should be able to enforce the law against any violation he may witness.

It is therefore recommended that authority to issue traffic violation tickets be immediately restored to the Mobile Patrol.

Foot vs. Motorized Patrol

Considerable discussion over the years has taken place as to whether uniformed patrol activities should be performed by foot or motorized personnel. It is now generally accepted among modern police administrators that foot patrol should be replaced by motorized patrol except in areas where the full time of the patrolman is required for inspectional duties and in those areas where vehicles cannot go. In the largest cities, some foot patrol will continue to be necessary to check the security of business establishments and to perform other inspectional tasks. Even in those areas where vehicles cannot go, a motorized patrol team can drive to the edge of the area - carry out their foot patrol and return to the vehicle.

However, in most cities analysis of the accomplishments of the foot patrol personnel and the actual need for their services will disclose that nearly all can be replaced by motorized personnel. Advantages of the motorized policeman over the foot man include:

1. Covers much greater area
2. Does not get fatigued
3. Has radio contact with HQ.
4. Is protected from inclement weather
5. Can carry extra equipment - such as shot-gun, first aid kit if desired, etc.
6. The officer can be instantly contacted via radio when he is needed.

X

137

In addition to its increased efficiency automobile patrol is the least expensive form of patrol because of its increased coverage and its increased effectiveness.

Comparison of these principles with the practice in the Manila Police Department reveals much to be desired in the operation of the Patrol Bureau of the Manila Police Department.

Following is the distribution of the protective force in the Patrol Bureau.

Staff	Mobile Patrol	Police Stations 1	2	3	4	5	6	Totals
Capts.	1	1	2	1	1	1	1	8
Lts.	1	3	2	3	4	2	4	19
Sgts.	1	13	11	10	15	8	10	78
Cps.	7	8	9	14	14	9	12	73
Pol/Det. 1	150	129	158	162	149	132	145	1026
TOTAL 1	160	154	182	190	183	152	172	1204

Here it may be seen, are deployed almost 50 percent of the protective force of the department - the majority of them on foot beats and on fixed post (outposts) assignments. Those assigned to foot beats are assigned usually to area beats - this means that as soon as the officer leaves the station for his tour of duty - he is lost to his supervisor except at ring-in time.

Those who are in police outposts are almost completely useless -

their sphere of influence is about 50 feet in each direction. Obviously, no city can afford this kind of manpower luxury.

An inspection of such meager records as are kept in most police stations, reveals that the accomplishments of the beat and outpost personnel are negligible. The majority of the accomplishments of the precinct are those of the jeep patrol and the detective followup personnel.

As a first step it is recommended that the manning of all police outposts be discontinued. Second, that 25 percent of the patrol personnel assigned to the precinct stations be mobilized as soon as vehicles can be obtained to mount them. These men should be transferred to the Mobile Patrol Unit until such time as the "Three Precinct" recommendation made earlier is effected. At that time, the Mobile Patrol should be disbanded and decentralized to the three precinct stations.

It is estimated that about 250 men can be motorized in this first step. Each remaining foot assignment should be carefully scrutinized to determine whether it can be better covered by motorized personnel.

It must be clearly understood that the beats of the remaining foot men should not be expanded to take in the entire precinct. Foot men should be assigned to a particular beat for a specific purpose - not just told to walk out the door and "control crime". Generally beats should be line patrols as opposed to area patrols.

Continual scrutiny will, it is believed, cause further reduction of the number of foot assignments - and further motorization of the patrol force.

With the patrolmen should come the Corporals, Sergeants and Lieutenants to exercise supervision over them. These should include 16 Corporals, 15 Sergeants and 2 Lieutenants.

It is expected that these 250 men will be able to keep about 35 mobile patrol cars rolling around the clock. It is therefore recommended that 40 2-way radio-equipped vehicles (35 vehicles with 5 for preventive maintenance) be provided to meet the additional motorization requirements of this force. Estimated cost is ₱660,000 ($165,000).

These patrol units should be distributed on the basis of the actual work load, as determined by a careful analysis of called for services, arrests, crimes, etc. as well as on law enforcement problem potential as determined by a tabulation of population distribution, bars, theaters, night clubs, massage parlors, pool halls, and other potential problem causing factors.

Field Interrogations

An examination of the Patrol Bureau operation indicates a lack of aggressive action on the part of the majority of Patrol Bureau personnel. Suspicious looking characters are not stopped, questioned and searched for weapons and identified with the frequency they should be. Each tour of duty of every patrol officer should include a number of these "field interrogations". Those who fail to clarify

their status should be brought in for more detailed examination. Identities should be checked (by radio in some cases) with the Warrant Office against those for whom warrants are outstanding. The checking of suspicious individuals in flashy automobiles often uncovers carnappers in the act of getting away with the vehicle. Summary reports should be made on every individual checked - a 3x5 card showing date, time, location - circumstances - name and address of individual and his companions - and disposition. These are easily carried by the patrol officer - and are a ready future reference for detectives - and other concerned personnel. The above procedure is recommended.

The present organization chart shows the Commander of the Patrol Bureau concurrently occupying the position Commander of the Mobile Patrol. As a matter of fact, it appears that he is actually carrying out the functions of the latter job and does not exercise any command or supervision over, nor does he give any direction to, the Precinct Commanders.

It should be clearly understood that the Chief of the Patrol Bureau is its Commander - however, with the present confused rank setup in the MPD where Majors and Captains who have not passed examinations as policemen or Sergeants are detailed in command positions, it is understandable why some are reluctant to exercise the authority which the Organization Chart represents - so this comment is definitely not any criticism of the Commander of the Patrol Bureau.

In summary, an adequately trained, properly directed, properly equipped and properly supported patrol force of adequate size, aggressively covering the city, is the foundation upon which sound law enforcement is based. The MPD does not have this sound foundation.

"Crime waves are nothing really new and people all over the world worry about them endlessly. What is dangerous is when people do not worry enough - about the corrupting power that rides with the rise of crime - and do not pressure the government to do something that will bring the crisis of crime to manageable proportions. When people fail to apply this kind of pressure, one can almost smell the general air of decadence and in this situation, hoodlums can easily terrorize and rule the populace."

Manila Sunday Times Magazine
September 27, 1964

CHAPTER EIGHT

PUBLIC RELATIONS

The Manila Police Department does not have a public relations unit. Public reporting is an important administrative duty which requires the establishment of a Public Information unit. This unit should give attention to press relations, to formal periodic reports, to department publications and to other devices which may be used to keep the community informed.

A corollary to Public Information is Public Education. Community groups also help sway public opinion. Properly educated, they can be of considerable assistance to the police.

Failures in police administration are frequently traceable to a lack of public support arising from citizen misunderstanding of police purposes and methods. This is, of course, provided that the conduct and the performance of the police warrant public support. The essence of the police public information job is to have a good product to sell!

Given this premise, resentment and distrust change to friendliness and respect on closer police acquaintance with the public.

Informing the public is in the nature of management reporting to the stockholders - after all, it is the taxes of the citizen which provide the police service; he should be informed as to the accomplishments and the needs of the service which he finances.

It is essential that the head of the department take the people in his community into his confidence, that he tell them the problems

of the department, what is being done to solve them, and why a particular solution was selected.

Goals of a Public Relations Program

The objective of a public relations program is not simply to have people like their policemen. No one can have all the people liking him all the time. The nature of police work makes this goal inherently impossible. The goals are:

1. Public understanding. This is primarily an educational goal.
2. Public confidence. This is primarily psychological. It involves building trust and respect.
3. Public support. Support may take such forms as voluntary compliance with the laws, assistance in police investigations and backing measures to improve the police service.

To achieve these goals, the public relations program must have at least two major emphases - one involves the personal contact between the policman and the citizen, and the other involves the flow of information between the police department and the public. The first involves human relationships; the second communication. The first seeks a satisfied citizen; the second an informed citizenry.

The public relations program involves internal and external phases. The internal phase involves the continual stressing of human relations in every contact with the public. It includes a thorough explanation of the subject, its reasons and its implementation at

the recruit school, at every other department school, in department regulations and in roll call discussions.

The police department has many "publics". Specific programs should be designed with a specific target in mind. For example, the driving public. The introduction of new traffic regulations requires and educational training program, then a period of written warnings before actual enforcement is applied. The recent sudden enforcement of the anti-jaywalking regulations is a perfect example of how not to do it.

Store owners. They might be the subject of a specific campaign aimed at reducing store thefts and robberies.

Labor and management. The police role in labor-management disputes is frequently difficult. The police should make it clear that their attitude is one of impartiality - their function is to preserve the peace and to protect life and property.

Parents. They can be reached through newspaper stories, radio and TV broadcasts and parent groups - by leaflets distributed at the schools. The material could cover such things as how to avoid sex offenders, traffic safety, etc.

Automobile owners. A "protect your car" campaign can be used explaining how car thieves operate and encouraging owners to lock their vehicles, to mark parts of the car which are frequently stolen, such as hubcaps, and not to leave goods in plain view in the car.

Public relations, like charity, begins at home. It is essential that the policemen themselves understand, respect and believe in the department and its work. Outsiders won't if the policeman doesn't. If the morale of the department if low, then its contacts with the public will reflect this low morale. The personal attitude of the policeman is the greatest influence on department public relations.

Following are basic requirements for an employee relations program:

1. Fair selection, assignment, promotion and disciplinary and commendatory procedures. The infusion of "politics" is probably the greatest destroyer of morale.
2. A system of communication within the department - such as a daily or weekly bulletin - and regular staff meetings.
3. Standard operating procedures. These rules and guides should be readily available in the form of a general manual which covers two major topics:
   a. The responsibilities of the policeman, including what is expected of him, how he is to do it, and what he is not to do.
   b. The rights of the policeman, including vacation, sick leave, disciplinary procedures, retirement, etc.

Operating Methods and the Public

Several aspects of police operating methods have an important impact on the public and deserve careful attention.

Appearance. The policeman should not only be efficient, he should look efficient. This is created by his being clean and neat at all times, and conducting himself in a businesslike manner.

Police buildings. The appearance of the police headquarters, precinct and other buildings has a tremendous effect on the attitude of the public. The public reacts unfavorably to the illsmelling, dark, poorly kept and unclean police station.

Handling offenders. In dealing with an offender, the police officer should be courteous but firm, always retaining the upper hand, never allowing himself to lose his temper.

Traffic regulation. It is in the field of traffic regulation that a department's image is usually built. More people come into contact with the traffic officer than with any other. Regardless of the efficiency of the rest of the department, if the traffic officer is surly, if he takes advantage of his position to "shake down" violators, the department's reputation is irrepairably damaged.

Simple common courtesy as evidenced by "thank you", "you're welcome" and "please" in personal and in telephone contacts have a surprisingly profound effect on the public. Taking advantage of opportunities to assist the public develops good will for the police.

Public Reporting. In carrying its message to the public, the department should use talks before citizens groups, exhibits and demonstration motion pictures, slides, radio and television and printed reports to inform and educate the public about the activities, methods and goals of the police department. In giving talks before

citizens groups, while the Chief and the Public Relations staff will be carrying a major part of this load, a Speakers Bureau could be formed and its members booked for appearances before schools, civic groups, chambers of commerce, service clubs, etc. Possible topics are unlimited: traffic safety, crime laboratory methods, crime detection, firearms, judo, etc.

Certain "ground rules" should be laid down regarding these appearances:

1. A fee should never be charged.
2. The talk should be cleared for policy and information.
3. A planned "plug" for the department should be included. For example, how the group can assist the department.

Printed Reports. One of the most effective methods of getting the department's story to the public is through the annual report. This is a relatively simple yet effective way to present the department's accomplishments.

The paramount factor in any public relations program is service. Without giving effective service to the citizens, no police administrator can hope to succeed with a public relations program. Thus a public relations program is, in the final analysis, a program of providing better and more acceptable service.

Many police administrators are prevented from doing an effective job by politically minded superiors. It is important that politicians recognize the political benefits to be gained from a good police department which is based on sound recruiting, adequate training,

fair and honest promotions and sound administration.

In the long run, the citizens will get the kind of a police department they want, but a public relations program will keep them informed and will prompt them to demand better government.

It is recommended tha the MPD establish a Public Relations Division under the Bureau of Administration. The Division should be composed of 1 Captain, 2 Lieutenants and 5 Sergeants; two automobiles.

An effort should be made to lay out a planned program of Public Relations as set forth above, with constant training and retraining of the members of the department in proper public relations procedures, the establishment of a Speaker's Bureau, and the programs aimed at specific "publics" of the police department.

"Criminality requires a climate of moral apathy - of indifferent citizenship - in order to flourish. But change that climate into one of alert and concerned citizenship and not all the sinister forces of crime conniving together can prevail against the peace-loving but courageous community."

Mayor Villegas

CHAPTER NINE

FACILITIES

As has been previously stated - the public does not like to have to do business in an ill-smelling, dirty, poorly lighted police building.

The facilities from which the Manila Police Department serves the citizens of Manila represent the very worst in public buildings. Dirty, old, foul smelling, unkempt, the public image of the MPD suffers such a blow when the citizen walks in that it never recovers.

The Headquarters Building, sixteen years old, already appears to be 50 years old. Badly constructed, poorly maintained, overcrowded, poorly lighted, it makes work efficiency an impossibility. The clutter of vehicles jammed into the driveway in front of the building adds a final "junk yard" touch to its appearance. The precinct stations (with the exception of the recently built precinct 4) are even worse. No maintenance personnel are provided so that the precinct policemen chip in to hire a janitor; in most cases. the work is inadequate.

It may be noted that inadequate, crowded, or non-existent facilities is a recurring complaint throughout this report. Police Headquarters, the Traffic Bureau, the Motor Vehicle Maintenance facility, the Juvenile Bureau, the Precinct Stations, all have the same complaint.

For this reason it is recommended that a Police Facilities Building be constructed in the vicinity of the City Hall. This

building should house all the Police Headquarters Units, including the Office of the Chief of Police and his staff, the Deputy Chief of Police and his staff, all the Bureau Commanders and their staffs, the entire Administrative Bureaus with the exception of the Police Academy, the entire Service Bureau, and all of the Detective Bureau headquarters divisions, the Metropolitan and Juvenile Control Division and the headquarters of the combined 4th and 5th Precincts.

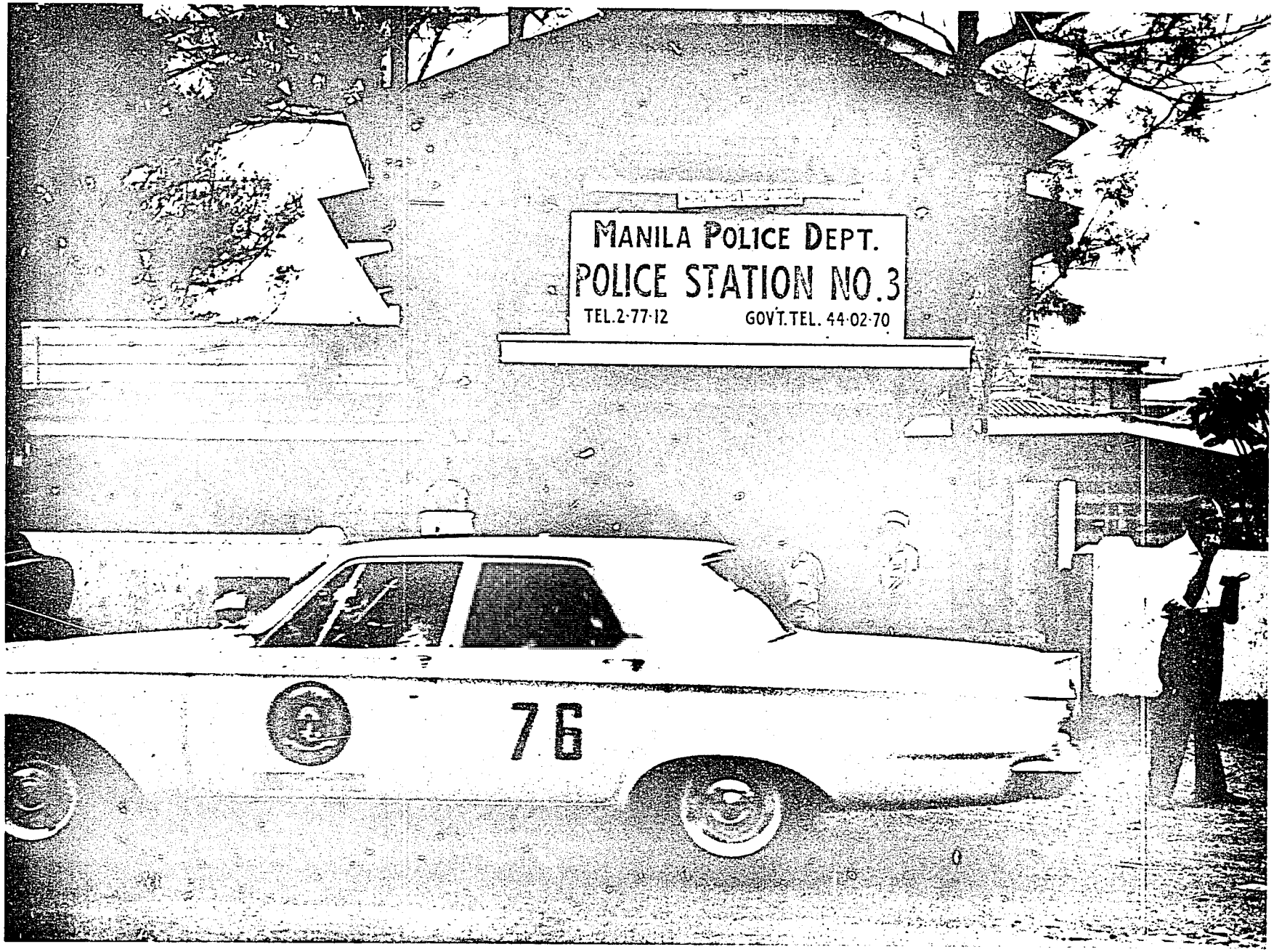
In order to develop the plans for such a Police Headquarters Building it is recommended that the plans be studied of several of the recently constructed police facilities in the U.S. That of the Los Angeles Police Department is an outstanding example.

The space should be laid out in accordance with usage and requirements in Manila, in order to provide the public with the most expeditious and efficient service, to group those activities which have the most frequent need for interchange, to group the service units where they are readily accessible for all and to separate the strictly police activities from the public areas.

While the size of the building could not be determined in the brief period of this survey, it is estimated that two times the total square footage contained in the following:

Present Police Headquarters
R & I & Criminal Lab. Bldg.
Traffic Bureau Bldg.
Precinct 4 Station
Juvenile Control Hqs.

would be a good planning figures. It is estimated that the cost of such a building would approximate ₱16,000,000 ($4,000,000).


MANILA POLICE DEPT.
POLICE STATION NO.3
TEL.2-77-12
GOVT.TEL. 44-02-70
76

X

154

It is further recommended that 2 new precinct stations be built as headquarters of the consolidated precinct arrangements previously proposed.

It is estimated that each station should provide 10,000 square feet of space to house the various functions which are required. At ₱12 per square foot this would total ₱120,000 for each of the two new precinct stations - a total of ₱240,000 for the two.

Offstreet parking facilities and garage facilities for first and second echelon maintenance should be provided.

First priority after construction of a new headquarters facility, should be given to a station centrally located in the combined area of Precincts 1 and 3, probably the Tondo area.

As soon as possible, the Juvenile Control Division should be moved away from the Detention Center in order to effect a separation of the arrest/investigation and the detention/treatment aspects of Juvenile Control.

Immediate arrangements should be made to employ janitors to keep the buildings as clean as possible. Inspections should be instituted to see that they are clean. These inspections could be conducted by some of the 14 Majors and Captains presently unprofitably assigned to the Planning Council.

Budget

It is obvious that sufficient budgetary funds have not been allocated for supplies, equipment and maintenance.

X
156

BUDGET

The 1964-65 City Budget provides only ₱986,400 for "Contingent Expenses and Special Purposes". Of this amount, more than ₱700,000 is for fixed expenses such as insurance premiums and detainees' meals. Actually only ₱50,000 is provided for supplies and materials - and nothing is provided for new equipment!

A planned replacement program for all departmental equipment is a requirement if the equipment is not to fall apart all at once and cause a major budget drain with the need for almost 100 percent replacement.

A review of the list of Police Department equipment discloses a considerable quantity deadlined, beyond repair and in poor condition.

Of immediate importance is the purchase of 1,000 38-caliber revolvers in order to replace the 111 in poor condition, the nearly 600 miscellaneous non-standard sidearms such as 32-caliber revolvers, the 7.65 mm Beretta and the 45-caliber pistols and revolvers- and to equip the incoming recruits. Cost is ₱240 ($60) each: total ₱240,000 ($60,000)

It is recommended that the recommended new Planning and Research Division develop a Table of Organization & Equipment for each unit of the Department and that a planned, phased program of replacement and repair of unserviceable equipment be instituted.

"Short of war, our society is faced with no more serious or more important problem than crime, whether it be measured in economic, social or moral terms. And next to war, criminality in our people offers a greater threat to lives, property, peace of mind, comfort and convenience than any other malady confronting mankind.

"The failure of society to deminish criminality imposes great hardship on everyone. Although it cannot be accurately computed, the cost of crime reaches staggering proportions.

"Economic losses directly attributable to the activities of criminals amount to tremendous sums, but these represent only a part of the total cost of crime. To them must be added the cost of administering criminal justice.

"The Police, the prosecutors, the criminal courts, the probation and parole systems and the penal and correctional institutions are all heavy drains on the public exechequer."

O.W. Wilson,

Police Administration

CHAPTER TEN

SUMMARY OF COMMUNICATIONS RECOMMENDATIONS

Radio Operation

1. Purchase 14 radio transceiver units, desk-top mounting, low power FM VHF equipment to provide a facility for rapid dissemination of information and coordination between the MPD, N.B.I., PC, and the Cities of Quezon, Pasay, Makati, Parañaque, Mandaluyong, Caloocan, Malabon, Marikina, Navotas, and San Juan.

   Cost estimated at ₱73,920 ($18,480)

2. Reactivate the motorcycle radio equipment. After two years of disuse, the motorcycle radios will require reconditioning.

   Cost estimated at ₱6,000 ($1,500) for rejuvenation or radio equipment, including spare parts.

3. Development of a replacement parts stock control system. A list of most commonly needed spare parts should be developed and items purchased prior to need. Records should be established, based upon case histories, and a perpetual inventory maintained. It then would be relatively easy to prepare accurate and specific budget requests.

4. Install a monitor receiver set at Traffic Headquarters for their use in monitoring all traffic calls including those for the reactivated motorcycle radios.

   Cost estimated at ₱1,000 ($250).

X
159

5. Remove all radio sets from the twenty-five or more deadlined police cruisers and store the radio sets in a dry-cool area. Initiate a practice of rotating sets between in-service and on-shelf status to insure against deterioration from non-use.

6. Construct a patrol status indicator board a/o map to visually display current activity of individual cruisers. ₱1,000 ($250)

7. Amend the MO requiring patrol cruiser positions reporting every ten minutes. Reporting should not exceed two calls per hour.

8. Should it be found after further study that the presently installed 50 watt base station at MPD Headquarters does not adequately cover the city, a 250 watt unit may be required - or new crystals required for the motorcycle radios.

   Cost estimated at ₱8,000 ($2000) for a new Base Station.

   Cost estimated at ₱33,000 ($850) for new crystals.

<u>Call Box Installation</u>

9. Standardize call box equipment by requiring that all future bid invitations shall be limited to one of the types already installed in the MPD.

10. Purchase an aerial ladder and panel truck to enable linemen and electricians to safely perform maintenance on telephone lines and cable.

($5,000 to 10,000)
Cost estimated at₱20,000 to ₱40,000 depending upon make, length of ladder and auxiliary equipment.

11. Provide citizen access to call boxes by leaving V.I.P. key permanently in place.

12. Provide adequate housing in the precinct headquarters for call box terminal equipment.

Teletype System

13. Replace all teletype machines and extend facility to include NBI and PC headquarters. Provide semi-automatic relay (torn-tape) at MPD headquarters.
Cost estimated at ₱155,840 ($38,960).

14. Should the above recommendation be implemented, a very significant increase in message traffic will develop. Coincident with installation of the new equipment and the enlarged circuitry, it is recommended that the present patrolmen operators be replaced by female civilian operators with good typing ability.

Telephone Facilities

15. No particular problem; no recommendations.

Recruitment and Training

16. Require all new applicants for employment to pass a civil service examination designed to test their technical qualifications and to have a minimum level of experience as a prerequisite.

X

161

17. Provide in-service training for maintenance technicians.

18. Provide training in Police Telecommunications for an appropriate communications management technician. The training should include an observation tour of several large city police communications operations to note particularly the methods used for coordination between metropolitan areas and other government entities. Cost estimated to be ₱14,000 to 22,000 ($3,500 to 5,500) dependent upon length of course.

TELECOMMUNICATIONS - MANILA POLICE DEPARTMENT

I. ORGANIZATION

Communications is a "Service" function and is thus properly positioned as one of the areas under the jurisdiction of the Chief, Service Bureau.

Police communications take many forms including Radio, Telephone, Teletype, Call Box and minor ones including messenger, postal, verbal, et. al. Only major areas are covered by this survey. Certain functions can be best handled by civilians, others by experienced officers. For example, electronic equipment maintenance can usually be performed better by civilian personnel while receipt of citizen telephonic complaints for service can be more effectively handled by career policemen.

All civilian communications personnel in the MPD are under the direction of the Chief, Communications Division, a graduate engineer. Official police operations related to Patrol activities are under the direction of the Commander, Patrol Bureau and his staff.

A conflict in jurisdiction was observed in the area of teletype operation. Here patrolmen assigned to the Patrol Bureau operate teletype machines, yet receive their instruction and direction from the Chief, Communications. The Chief, Patrol Bureau appeared to oppose this arrangement. (This point will be noted under recommendations.)

II. PERSONNEL ASSIGNMENT

Present civilian staffing by job title follows:

1 Chief of Communications

1 Senior Telephone Technician

1 Telephone Repairman

1 Telephone Technician

1 Senior Electrician

3 Electricians

7 Telephone Operators

1 Senior Radio Technician

5 Radio Technicians

---

21 Total Civilian Staff

Civilian technicians of the Police Department are responsible for installation and service work related to the many miles of both buried and aerial cable and lines interconnecting police call boxes and the various precinct stations as well as maintenance of the traffic signal boxes, the automatic switchboards at the City Hall, Police Headquarters and other incidental electrical wiring. Most of the technicians have been with the department for many years and have grown in ability as the systems became more complex and sophisticated. Professional licenses are not required inasmuch as the jobs are considered to be "governmental." Observation of the radio technicians at their work indicated that some of them are sufficiently competent.

No attempt has been made to obtain a staffing list of the Patrolmen engaged in either radio dispatching or in teletype operation as it would add little value to the survey. However, several hours were spent in monitoring and observation of activity.

The police dispatchers are comparable with U.S. counterparts, using brevity, conciseness and clearness in the dispatch of messages.

The teletype operators display reasonable skill and accuracy in their work. However, they are police patrolmen, and the job could probably be done better by civilians; particularly by women. Actually, teletype operators require little knowledge of police matters as the position is a routine one of transmission and reception of written messages, using a keyboard similar to that of a typewriter, and the selection of proper circuits by a method similar to operation of a manual telephone board.

The automatic telephone switchboards (PABX) are operated by civilian women for the routing of incoming calls. Outgoing calls can be dialed automatically by the originator of the call. No problems were observed within this activity.

X
165

RADIO PATROL OPERATION

Command of the uniformed radio patrol (mobile patrol) for the City of Manila is under the Chief, Patrol Bureau, who maintains very close supervision of all activities. He is concurrently Chief, Patrol Bureau, and Commander, Mobile Patrol. His office is adjacent to the complaint reception room, radio room and teletype center.

Complaints received at Police Headquarters either by telephone or by personal appearance, which require immediate handling by patrol officers, are immediately switched to any one of a series of handsets in the operations room. There the necessary information is noted and hand carried to a distance of about 25 feet to the radio dispatcher. The message is then transmitted by radio to the patrol cruiser closest to the scene of required action. The time of receipt of the complaint is noted on a form by the handset telephone operator; the radio dispatcher notes both the time the message is broadcast and the time the cruiser reports arriving at the scene, on the same form. If more than 5 minutes is required for the patrol cruiser to reach the call scene from the time the message was received by the handset operator, a secondary report must be written to explain the unnecessary delay.

The radio dispatcher controls all radio traffic, transmits and receives all conversations related to complaints, acknowledges cruiser position reports, etc. He is assisted full-time by a "recorder" who makes all log entries, fills in times of

message dispatch on complaint forms, and maintains a chronological entry of all transmissions.

All cruisers report their precise location every ten minutes. They also report various other items such as leaky water hydrants, outages of street lamps and traffic violations noted.

Traffic tickets are issued by Sergeants only.

At the time of receiving a dispatch, the cruiser recorder in the radio car notes the mileage at time of receipt of the call and the mileage upon arrival at the scene of complaint. An analysis can be made later, if required, to determine why it should take three minutes to drive one mile, for example.

1. Problem: An official order requires each patrol cruiser to report its position every ten minutes; this necessitates the assignment at MPD Headquarters of a fulltime patrolman "recorder" and clutters up the log with position locations which make it time-consuming to locate pertinent information. Reporting cruiser positions every ten minutes also consumes too much of the mobile patrolmen's time, and leaves less time for their more important responsibility of actually patrolling the city. A further ill effect of the order is that airtime is wasted and the airwaves are cluttered unnecessarily making it more difficult to report emergencies.

   Solution: Amend the order to require position reporting not more frequently than every half hour. This will reduce position logging by two-thirds, decrease extraneous log entries,

167

increase the time available to mobile patrolmen for patrol duty, and free the airwaves for more important communications.

2. Problem: Under present practice, the dispatcher has no quick means of knowing the current location and service status of the fleet of patrol cruisers; such information should be readily available in order that the dispatcher will be prepared to deal with emergencies.

   Solution: Construction by the radio technicians of a switchboard which will indicate at a glance which cruisers are in service, out of service, or busy. Most American departments effectively employ such a board, often connected to a wall map, for visual display. By the dispatcher merely flicking a switch, the appropriate indicator lamp will show the status of the particular cruiser. For example, a green light could indicate in service; a red light could indicate unavailable for call, another color could indicate out of service for lunch, for instance. This device both saves logging time and offers an immediate display of cruisers available at the time of an emergency.

3. Problem: A lack of coordination exists in the communications field between MPD and the NBI, the PC and adjacent metropolitan area police departments. Long distance telephone is the only available means of communication; it is usually time-consuming to use and frequently out of order. A two-way radio net would be invaluable for quick "wanted" and license registration

checks, for setting up blockades against escaping vehicles, and other urgent requirements. Points of communication within the metropolitan area do not exceed 20 miles and the terrain is fairly level. Low power, VHF FM equipment normally used in police operations can easily provide the communications media desired.

Solution: Purchase and install the necessary radio equipment at the following general locations: MPD, NBI, PC at Camp Crame and police headquarters in the cities of Queson, Pasay, Makati, Parañaque, Mandaluyong, Caloocan, Malabon, Marikina, Navotas, and San Juan. The majority of these cities are already utilizing two-way radio. With the exception of Marikina, the population of each exceeds 45,000.

General Specifications and Costs:

Desk mounted transmitter/receiver units of 50 to 60 watt output power, FM VHF (150-160 Mc.) complete with microphone, comparable with the Motorola "CONSOLETTE", would adequately provide the required range. Each unit should be provided with a 100' length of RG 8 U (or better) cable and a suitable ground plane type antenna with mounting hardware and lightning protection. "Tropicalization" treatment of the equipment is a prerequisite.

The system would be operated as a "simplex" network, that is all stations would transmit/receive on the same frequency. Before finalizing a purchase order, a discreet

X 169

(specific) frequency assignment must be obtained from the Radion Control Bureau, Department of Public Works (equivalent of the F.C.C.).

Purchase and shipping costs are estimated to be $1,200 per unit. Total estimated costs for 14 units, including one spare unit for preventive maintenance use, plus ten percent for spare parts - - $18,480.

4. Problem: Failure to utilize the Motorcycle Radio System. Basic reason for non-use appears to be an administrative one involving an apparent conflict between the Traffic and the Mobile Patrol Divisions. Reasons offered included: the functions of the divisions differed --- patrol cruisers could not be bothered with traffic violations; the traffic men should not be required to make arrests except for moving violations; radio patrol discipline (reporting every ten minutes) was not acceptable to motorcycle officers; traffic division wishes to handle its own message dispatching; batteries could not be kept in a charged condition; radio coverage was spotty, etc. It was also alleged that the motorcycle patrolmen resented having to report their locations; thus requiring them to keep on the job.
Solution: Responsible officials should be advised that the radio communications system is a SERVICE for the entire department, and not the sole responsibility of the Patrol Bureau. Radio dispatchers should be made to handle all

radio requests. It is probable that both the Patrol Cruisers and the motorcycle squad officers frequently could be of assistance to each other. The radio system should be capable of providing the means to do this.

The Traffic Bureau (headquarters at Precinct 2) has in its possession two 50 watt base stations, two remote control consoles, and 34 motorcycle radios -- all not in use. Because of long disuse, the majority of the sets need overhaul and replacement of parts which have oxidized, rusted, and developed other adverse conditions because of humidity and lack of care.

Should the 50-watt base station transmitter power be inadequate to cover the city area from the police transmitter site for the motorcycles, there are two possibilities. In order of desirability, they are:

First, the frequency of one of the two 250-watt transmitters could be changed easily to that of the motorcycle frequency. One of the 50-watt motorcycle base station's frequency could be changed to the police frequency, giving the police frequency a stand-by or emergency capability. No cost would be involved; all that would be required would be to exchange crystals in the two transmitters and to realign the sets.

A second alternative would be to buy new crystals and align all motorcycle radio equipment to the police frequency. This would cost approximately $25 per set for the thirty-four

X
171

sets or a total of $850.00. The second alternate is the more desirable as it gives the city a unified patrol force coordinated in its efforts.

As the number of radio equipped field units increases, thought should be given to going to a duplex operation - - transmit from headquarters on one frequency and from the cars on another.

All radio equipment now installed on motorcycles should be immediately removed and a test and renovation program begun by the maintenance technicians. A list of replacement parts should be obtained and ordered based upon the data developed from the test program. Cost per set for renovation might average between $25 and $50 each totalling approximately $1,500.

5. Problem: It was reported that twenty-five of the patrol cruisers were deadlined and out of service because of a lack of spare parts, old age, or because they are too costly. Two-way radios are left in these vehicles and, because of moisture problems, rapidly deteriorate. Frequent use of the equipment tends to keep it dry due to the generation of normal heat. If allowed to continue unused, this equipment will soon require extensive and expensive overhaul.

Solution: Remove all radio equipment from deadlined vehicles; test, renew, and store in a sealed dehumidified area. Institute a practice of "rotating" radio equipment from storage to

activity on a scheduled basis. By this practice, when new replacement vehicles can be obtained, the radio equipment will be in operable condition.

6. Problem: A great need for procurement of replacement parts. The local GE distributor makes no attempt to stock repair parts for the police base station and motorcycle radio units. The Motorola distributor maintains a minimum stock of some types of replacement parts for the Motorola patrol car radios, but charges a premium far above stateside prices when such parts are sold. The amount of the maintenance budget authorized by the City for the current year is ₱10,000 ($2,500) and includes radio, teletype, call box and telephone. This amount is absurdly inadequate.

Solution: In making a budget presentation for maintenance, it is recommended that a detailed listing of known and anticipated needs be developed. It should break down cost figures to unit prices and estimated quantities, and be a realistic presentation - not a round number guess. By reference to past year needs and cost figures, future costs can be predicted quite accurately.

CALL BOX INSTALLATION

A project to install approximately forty police "call boxes" in each of the six precincts is well underway. Because of size and cost of the program, it is being phased over a period of several years. Installation of the equipment has been completed at MPD Headquarters; at Precinct 3 Headquarters.41 call boxes have been installed in the precinct.

Precinct 3 was chosen as the first area to be provided with the new call boxes because of "higher crime activity" there.

Call box design specifications call for two types of capability:

(a) Certain designated "V.I.P." civilians and officials can use an external loudspeaker and microphone to make urgent or special calls to headquarters. They will be issued specially numbered keys which cannot be removed from the box after a call is made until the foot patrolman arrives to unlock the inner box and release the V.I.P.s key. The special number on the key identifies the caller should he leave the location before the officer arrives.

(b) The second capability provides the patrolman with access to an inner telephone handset and dialing facility. He normally dials his precinct headquarters for routine reporting, however, he can dial other numbers connecting him with main headquarters for emergency calls.

Contract costs for providing and installing precinct headquarters equipment, 41 call boxes, and cable for Precinct 3 amounted to ₱400,000 ($100,000).

A contract to provide similar facilities for Precinct 6 is now being negotiated for a similar cost figure. The current budget has approved a sum of ₱900,000 ($225,000) for an additional two precincts.

Main headquarters terminal equipment was manufactured by Mix & Genst, a European firm. Precinct 3 equipment was supplied by Nippon Electric (NEC). It is understood that Automatic Electric of the U.S. has been selected by the successful contract bidder for installation in Precinct 6. Although the low bid procedure representa a saving in costs initially, it results in a later problem of maintenance, both from a lack of standardization in spare parts, and of more importance, in the need for specialized training for each dissimilar portion of the overall system.

It was noted that the terminal equipment at Precinct 3 (consisting of several cabinets of relays, cross bar selectors, etc.) was installed in a roofed-over outdoor area. This type of equipment should be housed in a dust-free, humidity controlled, completely enclosed room. Dust, oxidation and windblown moisture will very seriously impair this expensive equipment in an extremely short time. This unsatisfactory condition was pointed out to the Chief, Communications. He said that he had recommended construction of a new building around the equipment which is permanently mounted.

X
175

He planned to install dehumidifiers to take care of excess dust and moisture. His only problem in this regard was lack of funds which he hoped to overcome ultimately. In the meantime, the condition of the equipment will deteriorate unnecessarily.

The estimated cost of the total system installation is ₱3,000,000 ($750,000).

A major deficiency in the call box plan is its failure to consider the needs and desires of the citizen. The call boxes should be left in such condition that any citizen can use them.

1. Problem: Lack of standardization of equipment. Headquarters equipment is Mix-Genst; Precinct 3 is Nippon Electric; the contract now being awarded for installation in Precinct 6 appears to provide Automatic Electric. Even though the problems of incompatibility of systems can be solved by thorough specifications preparation and adherence, the problem of training technicians for maintenance of several types of dissimilar equipment is considerable. Furthermore, stocking adequate spare parts for each type of equipment requires a considerably higher inventory and creates a storage problem.

   Solution: To preclude the already poor situation from worsening, it is strongly recommended that all future bid invitations contain the requirement that awards be made to only those contractors who will supply equipment of the same manufacture as any one of those types already in use by the

MPD. This would still permit competitive bidding, yet would limit the expansion of the system to procurement of equipment identical with that already in service.

2. Problem: Lack of an aerial ladder truck. MPD maintenance men including linemen and electricians badly need an aerial ladder truck for repair of telephone lines, call box lines, and traffic control lines. As the call box system installation progresses, more and more miles of aerial cable will require maintenance. Cable breaks, shorts and opens, often occur between poles and are nearly impossible to reach by hand-held ladder, the use of which is dangerous.

   Solution: It is recommended that a panel truck equipped with a rotatable extension ladder be purchased. The panel truck should be equipped with tool compartments which can be securely locked. Ladder length extended need not exceed 25 feet and can be either hydraulically operated or hand-cranked. A working platform, basket, or other satisfactory device should be permanently attached to the top of the ladder for additional safety of the worker.

   Estimated cost could range from ₱20,000 to ₱40,000 ($5,000 to $10,000), depending upon make of vehicle, accessories, type of ladder manipulation, etc.

3. Problem: Lack of proper housing for call box terminal equipment at Precinct 3 headquarters.

<u>Solution</u>: Construct such a room at Precinct 3 headquarters. Estimated cost ₱4,000 ($1,000).

4. <u>Problem</u>: Citizens cannot utilize the call boxes.

<u>Solution</u>: Provide citizen access to all call boxes by leaving the V.I.P. key permanently in place.

TELETYPE OPERATION

Teletype operation is performed by police patrolmen; maintenance is performed by the civilian staff, all under the direction of Chief, Communications. Equipment is old, having been inherited from the U.S. Army and placed in operation in 1945.

Original installation included printers at Headquarters, the six precincts, the Traffic Bureau and the CRID. Five of these eight circuits have been out of operation for the past two years because of old age and lack of spare parts.

Between ten and twenty messages are handled per day over the existing network. Due to poor typing skills, speed is not more than fifteen words per minute. However, this is not a problem at present because of the light traffic load with the limited number of stations in the network.

A need exists for "written" communication between the NBI, the PC and the MPD. Wanted person lists, and other records and information should be exchanged between these departments through easily accessible channels (teletype). The Traffic Bureau, CRID, Juvenile Headquarters and Jail also should be included in this exchange circuit. With the implementation of the above suggestion, and the renewal of equipment at all of the six precinct stations, traffic volume would be significantly increased. At such time, operation of the equipment could be better performed by civilian operators (female typists).

1. Problem: Teletype printers were acquired from the U.S. Army in 1945. For the past two years, only three of the eight printers have been in use because of lack of spare parts.

Solution: Replace all machines, extend circuits to include the NBI and the PC headquarters, and provide ancillary equipment at MPD to provide "torn tape" relay (semi-automatic).

General Specifications:

Keyboard send/receive printers at each of 6 precincts, NBI, PC at Camp Crame, Traffic Bureau, CRID, Juvenile Headquarters, and jail. Thirteen units plus 1 spare. At MPD, automatic transmitter/receiver (typing reperforator and tape head), and circuit switching board, necessary power supplies.

Estimated costs:

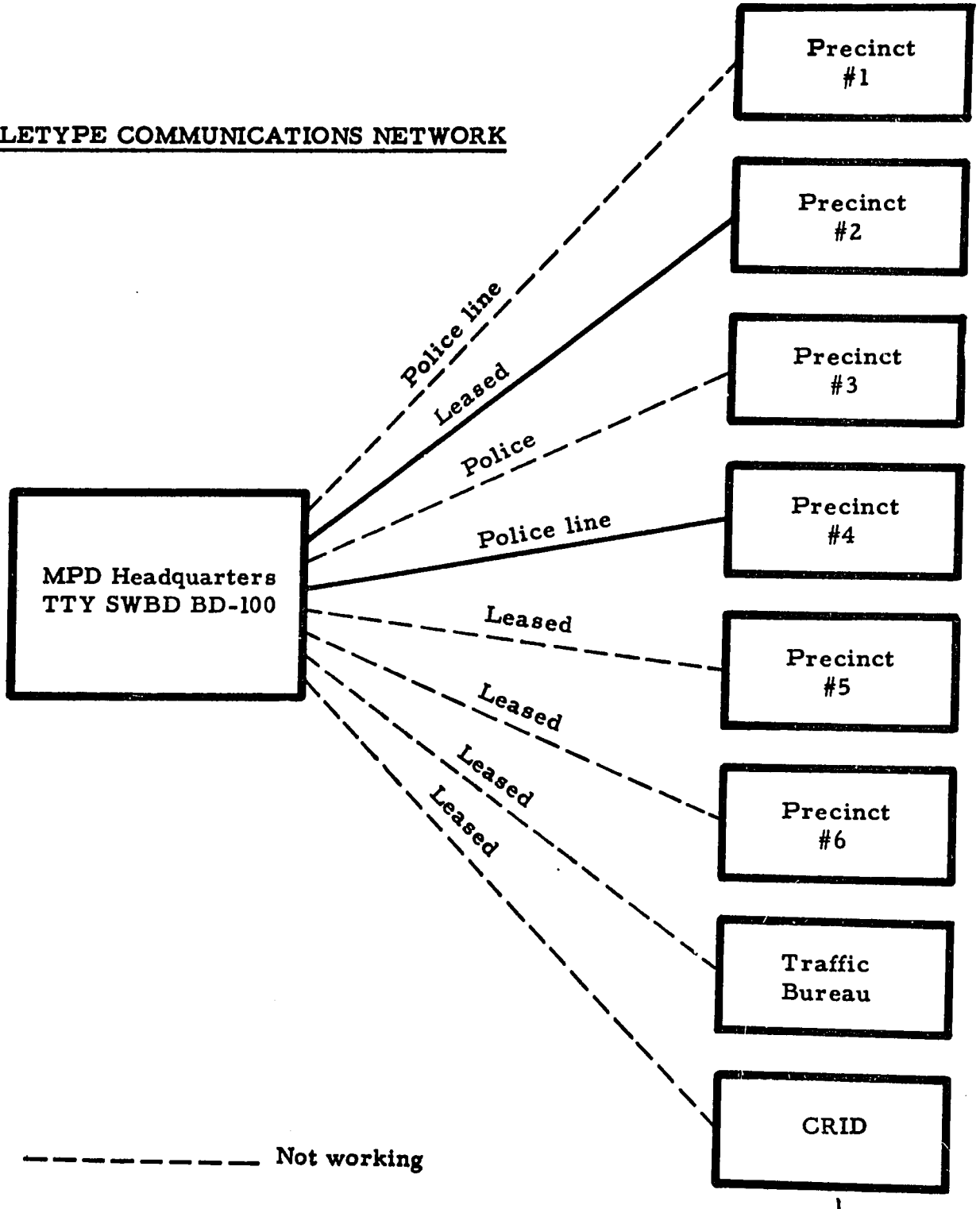
14	KSR @ $2,000 (₱8,000)	-- $28,000	(₱112,000)
1	ASR + auxiliary	-- 4,000	(₱16,000)
10%	for spares	-- 2,800	(₱11,200)
20%	procurement, shipping, insurance, etc.	-- 6,160	(₱24,640)
	Total Cost	$40,960	(₱163,840)

2. Problem: A matter of administration or jurisdictional authority involving police patrolmen who are assigned to communication duties. Teletype operators are police patrolmen who would normally come under the command of the Chief, Patrol Bureau. However, because of the slightly technical aspect of the equipment operation including minor

CITY OF MANILA

Police Department

TELETYPE COMMUNICATIONS NETWORK



- - - - - - - - - Not working

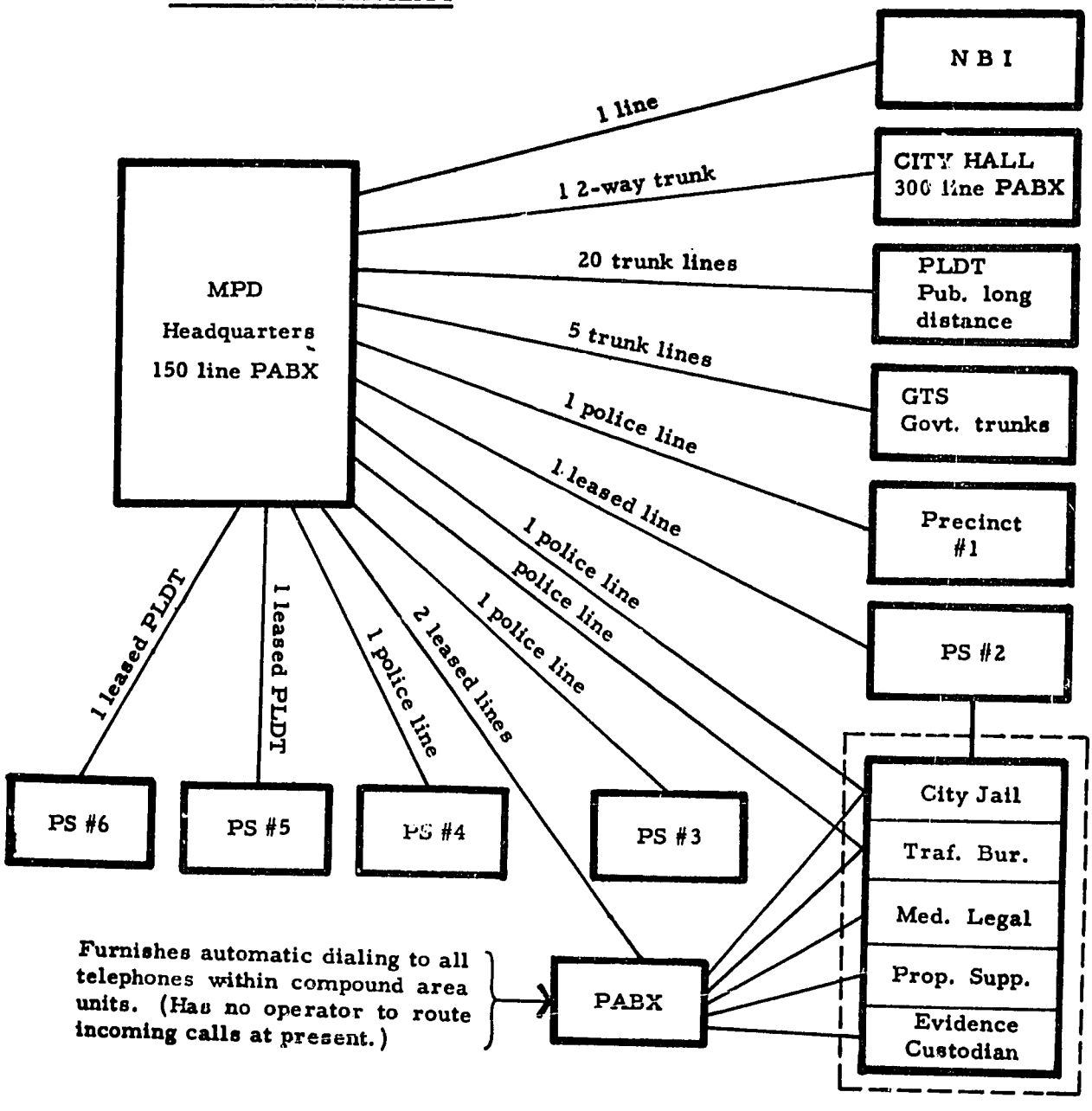
maintenance, operating procedures, etc., they are under the supervision of the Chief, Communications. It is apparent that each supervisor feels strongly that the operators should come under his supervision.

Solution: Replace the patrolmen operators with female typists who can be trained easily in the additional technique required. The present patrolmen operators could then be returned to field duty. Female typists usually become better teletype operators than men and salary costs are lower. Handling messages is a routine procedure and should be supervised by the civilian chief of communications. The patrol division should exert no official control over the operators. Should a problem arise of a message being improperly handled, the Patrol Bureau would report infractions to the Chief, Communications.

The teletype system should be considered as a "service" available to all police officials.

CITY OF MANILA
Police Department

TELEPHONE FACILITY



X
183

TELEPHONE OPERATION

Telephone operation and maintenance is performed by a civilian staff under the direction of Chief, Communications. Equipment at MPD headquarters was manufactured by Mix & Genst of Germany and installed by local contract. The main switchboard and terminal equipment provides automatic dialing service (PABX & Crossbar). Six incoming trunks and fourteen outgoing trunks adequately handle present loading of circuits. One hundred forty extensions are in use.

Temporary "tie-lines" presently provide limited service between precinct headquarters. Long distance lines of the PLDT must be used for connection with the NBI and the PC, and of course, calls to the metropolitan areas. It is proposed to link these locations with a simplex radio circuit.

Upon completion of the call box system in all of the precincts, additional trunk lines will be available between all precincts and MPD headquarters.

All telephone equipment with the exception of a few leased lines are police-owned. The main PABX and associated equipment cost ₱92,000 ($23,000). Operation and maintenance appear to be satisfactory. Additional extensions from the main board can be made when needed and funds (nominal) are made available.

1. Problem: No particular problem area was observed. Automatic switchboard equipment is fairly new and worked well. However,

some additional extensions should be provided and trunk lines between various municipal offices installed or leased. Completion of the call box network will provide extra trunks for telephone use between precinct stations.

Solution: As the demand for additional extensions and trunks becomes greater, authorize the Communications Division of the Service Bureau to provide the accommodation through normal channels.

X
185

NATIONAL BUREAU OF INVESTIGATION COMMUNICATIONS FACILITIES

For purposes of coordination, an inspection of the NBI communications facilities was made. The NBI Chief of Telecommunications, conducted a tour of the NBI premises.

NBI major radio network consists of 18 stations strategically located throughout the nation. The equipment is designed for a single sideband operation and provides four voice channels, either upper or lower sideband as desired. (R.C.A. Mark IV). The System works well. Longest transmission path is about 900 kilometers. Schedules are maintained only during the 8 A.M. to 5 P.M. shift.

In addition, A TWX, or teletype printer is linked with the long distance facilities of the telephone company, providing printed message service to any other governmental, provincial, municipal, et. al. entities wishing to contact the NBI through commercial facilities.

The NBI also operates the regional network station for the INTERPOL, working directly with Paris on an hourly schedule during certain afternoon and evening hours, dependent upon signal propagation factors. Equipment is "loaned" to the NBI at present;it is located temporarily near the airport. It consists of two 2-kilowatt transmitters operating on 19.360 and 14.817 megacycles. Under the Japanese reparations program, new transmitters (one 5 kilowatt and two 2 kilowatt) are being procured.

The Chief, NBI, Telecommunications said that for coordination

purposes the NBI needs a teletype printer circuit to the MPD as a considerable traffic load exists. In addition, a "hot line" between the MPD PABX and the NBI board is required as commercial lines are often busy and considerable time delay ensues.

RECRUITMENT AND TRAINING

A wide variation was noted in the technical skills of electronics technicians. Some staff members apparently have not been selected on the basis of knowledge or training. However, several are now fairly well qualified by reason of many years of association and in-service training.

Several good electronic and technical schools and a university are available for local training.

1. Problem: Failure in the past to select and recruit qualified communications personnel with adequate training and experience.

   Solution: Base future selection of communications technicians on a civil service examination requiring prescribed electronic training and a specified minimum of experience.

2. Problem: Absence of regularly scheduled pre-service and in-service training for communications personnel.

   Solution: Use the locally available excellent training facilities for both pre-service and regularly scheduled in-service training to assure uniform efficiency among communications personnel.

3. Problem: No member of the Communications Division has been exposed to formal training in management and administration

X
187

of police communications operations. It is believed that the overall efficiency of the Communications Division could be improved by application of such training.

Solution: Afford an appropriate member of the Communications Division the opportunity for study of management and administration of police communications operations in the U.S. Such training would require a minimum of three months, but should not exceed six months. In addition to academic training, a three week observation tour of police communications operations in some of the larger cities is recommended. An opportunity to study dispatching systems and coordination with other metropolitan areas and governmental agencies should be most useful.

Cost estimated at ₱14,000 ($3,500) to ₱22,000 ($5,500) depending upon length of course available (3 to 6 months).

"There is a serious breakdown in morality, discipline, and order in the protection force of the City Government. Even an enlightened citizenry and the most enthusiastic witnesses will grow weary and lose interest when the cases they have brought to official attention are unreasonably delayed and protracted."

Mayor Villegas

CRIMINAL INVESTIGATION LABORATORY

SUMMARY OF RECOMMENDATIONS

1. An adequate budget should be established for CILAB with specific amounts set aside for both supplies and new equipment.
2. New technicians should be assigned to understudy the present staff. There is no provision for replacement of normal attrition due to death, retirement, and departure. Selection of suitable policemen with adequate education should be made immediately from the ranks. This would relieve present pressures and provide for the next generation of specialists.
3. Worn-out and outmoded equipment should be replaced and construction of more work benches, cupboards, and hot water facilities should be implemented. See Appendix. The building is adequate. The staff is competent. The cupboard is bare.
4. Better administrative support should be provided. Laboratory records should be centralized and proper evidence custody should be implemented.
5. The laboratory and fingerprint functions should be separated from routine Identification and Records operations.

Background

Scientific criminal investigation in the Philippines began in Manila in 1895 when the Spaniards established a Medico-Legal Institute at the University of the Philippines. Patterned on the European "institute" system, it was mainly a coroner or medical-examiner facility which served both the city and the surrounding

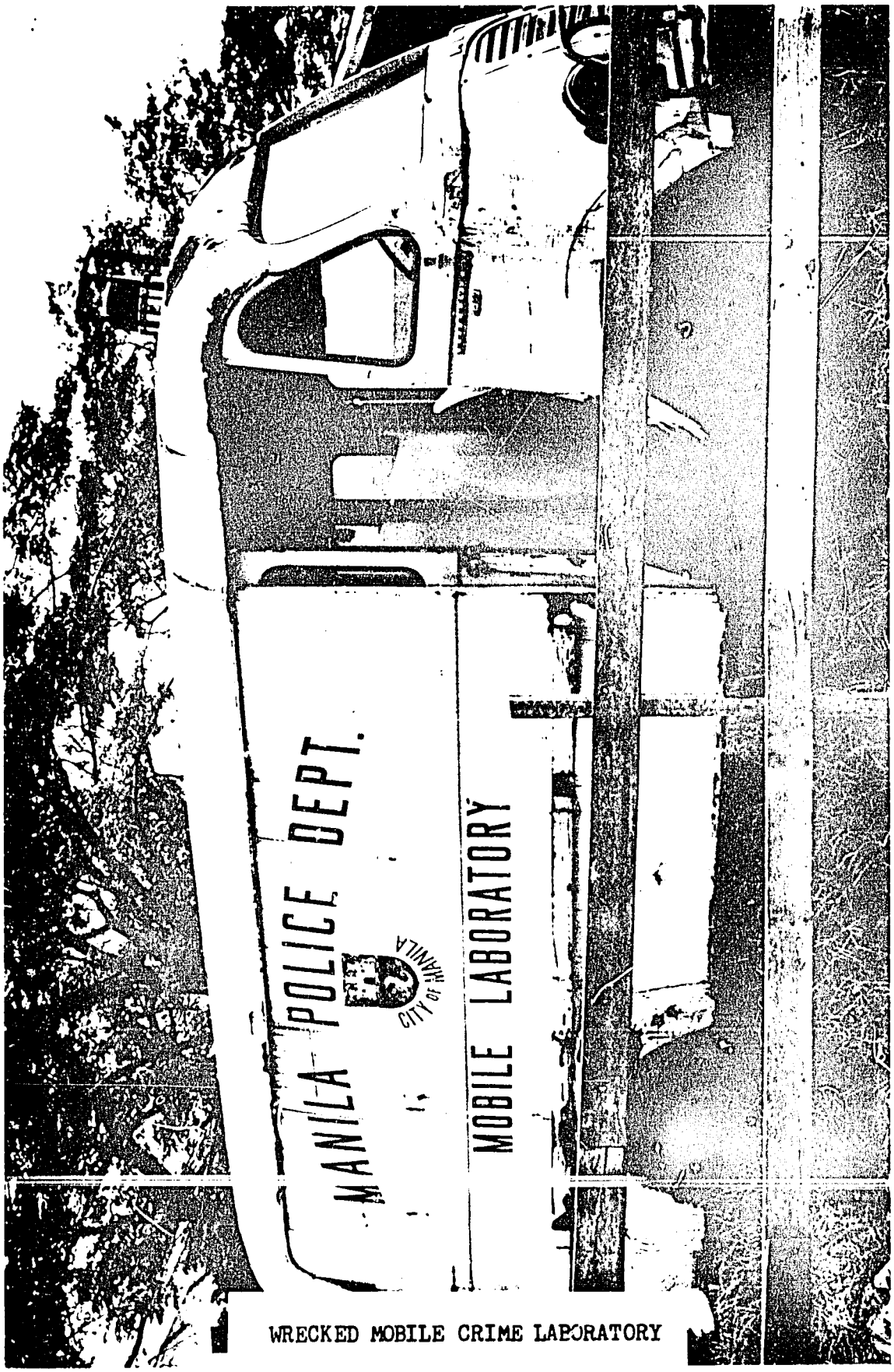
X
190

provinces. The Americans contined this system unchanged from 1898 to 1937 when a Medio-Legal Section in the Division of Investigation of the Department of Justice assumed the Institute's functions. During the Japanese occupation, the Division of Investigation was suspended. Medico-legal functions reverted to the University, while criminal laboratory functions - mostly firearms identification and document examinations - were performed by the Manila Metropolitan Police Department (MPD). At that time, the MPD included most of the present surrounding cities.

After Liberation in 1945, the U.S. Army Provost Marshal activated a Criminal Investigation Laboratory and a Medical Examiner's Office in MPD staffed by both American and Filipino technicians. This laboratory served all military and civilian needs not only for the Philippines, but accepted cases from as far away as Tokyo and Okinawa.

Following Independence, in 1947 the U.S. Army moved its laboratory to Tokyo, leaving behind the Filipino technicians and a great deal of laboratory equipment. These technicians and the remaining equipment became the present Criminal Investigation Laboratory of the Manila Police Department (CILAB). CILAB is part of the MPD Service Bureau. The Medical Examiner's Office became the Medico-Legal Section of the same Bureau.

Subsequently, two other police agencies activated criminal investigation laboratories in 1947. One was established in the Division of Investigation which became the National Bureau of



WRECKED MOBILE CRIME LABORATORY

Investigation; the other was established in the Philippine Constabulary. Besides these two complete facilities, the Department of Health conducts medico-legal investigations and performs autopsies in out-lying areas. It maintains only the usual bacteriological and histopathological laboratories customary to health departments. Recently, the Bureau of Posts established a laboratory for questioned documents examinations only.

Legal Authority

The MPD Laboratory operates under specific authority of Section 34, Article VII, of Republic Act #1934 of 1957 which provides that the Chief of MPD "shall cause examination...by a criminal investigation laboratory established within said department of evidences and telltale marks of crime".

The NBI Laboratory operates under specific authority of Section 1, Paragraph G of Republic Act #157 of 1947 which provides that the NBI "...shall have the functions...to establish and maintain an up-to-date crime laboratory and to conduct researches in furtherence of scientific knowledge in criminal investigation."

The Philippine Constabulary has no specific authority to operate a Crime Laboratory.

1957 REPUBLIC ACT #1934 CHIEF OF POLICE

ARTICLE VII - The Police Department

Section 34. The Chief of Police

There shall be a Chief of Police...who...shall cause medico-legal examination by the Medical Examiner of

> the Manila Police Department of victims of violence or foul play, sex crimes, accidents, sudden death when the cause therein is not known, self-inflicted injuries, intoxication, drug addiction, states of malingering and mental disorders, which are being investigated by the Manila Police Department; and shall cause examination by the medical examiner <u>or by a criminal investigation laboratory established within said department of evidences and telltale marks of crime</u>. (EMPHASIS ADDED)

<u>Budget</u>

No specific funding is provided in the MPD Budget for operation of the CILAB. Only ₱50,000 ($12,500) is allotted from the Budget for "supplies and materials" for the <u>entire department</u>, and none of this money is earmarked for the laboratory. Requests for non-expendable laboratory apparatus are handled on an <u>ad hoc</u> basis through the Municipal Board.

In contrast, the NBI Budget provides a total of ₱204,000 ($51,000) for supplies and equipment, and of this amount ₱20,600 ($5,150) is specifically mentioned as a <u>maximum amount</u> that may be expended for laboratory supplies. In addition, a further sum of ₱24,600 ($6,150) is earmarked as a maximum figure for purchase of non-expendable laboratory equipment.

<u>Organization</u>

CILAB operates as a division of the MPD Service Bureau which is commanded by a Captain of Detectives. The Bureau includes Communications, Records and Identification, Property and Supply, Transportation, Medico-Legal, and CILAB. CILAB is also commanded by a Captain of Detectives who is a line officer and attorney, but

X
194

not a technical specialist. The Assistant Chief is a civilian who is also the Head of the Firearms Identification Section.

The Laboratory is divided into ten sections:

Polygraph	Photography
Questioned Documents	Chemistry
Administration	Electronics
Latent fingerprints	Drafting
Ballistics (Firearms)	Mobile Laboratory (not active)

Building

CILAB occupies the second and third floors of a new four-story building adjacent to MPD Headquarters. A total of 8100 square feet of floor space is available and provision has been made for expansion of 1500 more square feet in the future. The ground floor of the building is occupied by the Records and Identification Section while the fourth floor contains a conference room, a recreation area, and an indoor pistol firing range which is not as yet completed.

Personnel

The total strength of CILAB is 36, consisting of one Captain, one Sergeant, 19 Patrolmen, and 15 civilians. The average age of all employees is 41 years with 11 years of service. One-fourth of the employees have been with the Laboratory for 19 years and over one-third are college graduates. There is no relation, however, between salary, education, years of service, technical skills, or civilian/commissioned:

Position	Age	Rank	Years Service	Education	Monthly Salary	
Laboratory Director	47	Capt.	9	Ll.B.	$135	540
Assistant Director)						
Chief Ballistics Section)	42	Civ.	19	A.A.	$103	412
Chief Chemistry Section	44	Civ (F)	19	B.S.	$96	384
Chief Photographer	49	Sgt.	9	HS	$96	384
Chief Document Examiner	40	Civ.	19	Ll.B.	$96	384
Chief Fingerpring Section	41	Pat.	12	HS	$71	284
Senior Ballistics Expert	46	Civ.	19	Ll.B.	$90	360
Senior Chemist	40	Civ.	12	B.S.(ChemEng)	$90	360
Chemist-Serologist	59	Civ.	11	B.S.(Pharm)	$84	336
Document Examiner	42	Pat.	8	Ll.B.	$71	284
Ballistics Assistant	49	Pat.	19	D.D.S.	$71	284
" "	50	Pat.	5	B.S.(Crim)	$71	284
" "	34	Pat.	3	B.S.(ChemEng)	$71	284
Fingerprint Expert	52	Civ.	9	HS	$71	284
" "	44	Pat.	15	Ll.B.	$71	284
Photographer	42	Pat.	17	HS	$71	284
"	48	Pat.	5	B.S.(Chem)	$71	284
"	42	Pat.	12	HS	$71	284
"	42	Pat.	15	HS	$71	284
"	45	Pat.	11	B.S.(Eng)	$71	284
"	46	Pat.	18	HS	$71	284
Polygraph Technician	41	Pat.	9	Ll.B.	$71	284
Senior Fingerprint Tech.	42	Civ.	3	HS	$63	252
Fingerprint Technician	38	Civ.	10	B.S.(Pharm)	$59	236
Metallurgist	30	Civ.	4	B.S.(Chem)	$59	236
Chief Administration Sec.	49	Pat.	9	B.A.,B.S.(Eng)	$71	284
Property Clerk(PhotoGr)	40	Pat.	16	A.A.	$71	284
Clerk-Stenographer	43	Civ.	19	Bus.School	$71	284
Draftsman/Polygraph Train	45	Pat.	19	B.S.(Eng)	$71	284
General Clerk	52	Civ.	6	HS	$59	236
Driver	62	Civ.	12	Elem.	$47	188

Equipment

Technical equipment in all sections is inadequate, uniformly overage, and in poor condition. Many instruments are legacies from the U.S. Army Military Police Laboratory and date back to 1945. Prominent examples are two comparison microscopes, two laboratory medical microscopes, and the single polygraph instrument. There is a gross lack of essential basic glassware and chemicals.

X
196

Staff Training

None of the laboratory specialists have had formal training either in post-graduate study or as foreign participants. All are on-the-job trained, and four of the present staff were trained by members of the U.S. Army Military Police group and have served continuously since. Others were trained by Philippine Army Colonel CABE, former Laboratory Director, now retired, who had studied criminalistics at the University of California School of Criminology under Dr. Paul Kirk in 1937.

In contrast, four PC and eleven NBI laboratory specialists have had U.S. participant training. This has frequently worked a disadvantage on CILAB specialists since some judges tend to give heavy weight to foreign training in qualifying an expert in court.

Case Distribution

It has been difficulut to make a statistical comparison between CILAB, NBI, and PC workloands since each agency uses a different method of reporting. A comparative figure was arrived at by taking an adjusted twelve-month sample during the 1963 annual and 1962-63 fiscal periods in order to determine what percentage of the total criminalistics work was being handled by each of the three agencies. It should be noted that only the total cases can be regarded as significant; NBI reports blood stain analysis under MEDICO-LEGAL while both CILAB and PC include it under FORENSIC CHEMISTRY. Trace analysis and tool mark comparisons are regarded as a separate function by PC; both NBI and CILAB include them with FORENSIC CHEMISTRY.

	CILAB	NBI	PC
Forensic Chemistry	546	1070	364
Firearms Identification	685	68	109
Questioned documents 1/	12	53	52
Medico-legal investigations	432	1392	347
Polygraph examinations	34	53	52
Total Cases	1699	2636	924
Percent of Total	32.3%	50.1%	17.5%

1/ A large amount of document work which would constitute police cases in the U.S. (forged and fictitious checks and commercial paper) is handled by private examiners retained by banks. Postal cases are handled by the Bureau of Posts Examiners.

Types of Cases Handled by MPD (1963)

Homicide	312
Assault	118
Rape	2
Fraud & embezzlement	27
Counterfeiting	4
Fraudulent checks	3
Arson	39
Burglary	422
Hit and Run	1

Court Appearances

A large amount of CILAB staff time is spent in court. Testimony is required in almost every contested case and stipulation is unheard of. Long delays are encountered even in criminal cases and experts are still appearing in actions that originated in 1957. Consequently, no comparison between work loads and court cases is possible, but data for the number of actions attended indicates the amount of time consumed:

MPD CASES FOR 1963

Forensic chemistry	252
Firearms identification	433
Questioned documents	96
Medico-legal	1080

Technicians complain that they are required to answer roll call and remain physically present in the courtroom pending disposition of their cases; the U.S. practice of permitting the expert to be subject to call is unknown. The Firearms Examiner spends at least one-half of his time in court and the Serologist has had at least one court case per day for as long as he can remember.

Outside Resources

Numerous government laboratories are willing to lend assistance to CILAB when it pertains to spectro analysis, soil testing, fiber identification, and food poisoning. The Adamson University is available for special courses in Textile Engineering. The Mapua

Institute of Technology, University of the Philippines, National University, and University of Santo Tomas offer courses in the physical sciences, metallurgy, chemistry, and engineering that may help to qualify technicians for various technical jobs in the laboratory. The National Library provides a source of scientific literature.

CILAB does not refer cases to the NBI.

Evaluation

1. Chemistry Section. Headed by a capable woman chemist with 19 years experience, this section is understaffed and overworked. It has four chemists and could use two more, plus a clean-up assistant and a clerk-typist. It handles half as many cases as the NBI Chemistry Section with one-third the staff. It also lacks modern instrumentation of the simplest type and does not have an adequate supply of glassware. There is no source of hot water and no distilled water. A fume hood for noxious vapors should be provided as well as a better arrangement for evidence storage. There is not sufficient bench space for the present staff - the benches are crammed with evidence and records.

   At least ₱12,000 ($3,000) for the purchase of new equipment should be appropriated and ₱200 ($50) per month allowed for purchase of expendable supplies like chemicals, glassware, and serums.

X
200

2. Questioned Document Section. Personnel and equipment are adequate to meet present requirements. This division lost a lot of work when the Bureau of Posts opened its own laboratory. In addition, there is an increasing number of retired government examiners who are setting up as private consultants and siphoning off much of the court-appointed work. Consolidation of facilities might be in order in this specialty.

3. Firearms Section. This section has a tremendous case and court load and should have at least two more trainee examiners. The present chief has 19 years experience and is approaching optional retirement. His experience forces him to shoulder most of the court testimony and should he retire or be incapacitated, a crisis would arise.

The section has an excellent collection of firearms but should have a better system of storage since the majority of the weapons are getting badly rusted. Funds should be allocated for the construction of a water trap for bullet recovery since the present cotton-waste trap is too slow for the case-load volume.

At least ₱200 ($50) per month should be allotted for the purchase of test ammunition; the variety of calibers encountered is large and reloading is not practical since many weapons are semi-automatic which require factory loads. Factory ammunition is very expensive in the Philippines.

4. Fingerprint and Photography Sections. Evaluation of these sections is included in the Records and Identification Section of this survey.

5. Polygraph Section. The organization chart indicates by a dotted border that uncertainty exists as to whether or not this activity should be under the CILAB or under Investigation Division control. It is recommended that this section be clearly made a part of the CILAB where it can provide service for all units of the police department.

The present instrument is a World War II relic and should be retired and replaced. It is losing its sensitivity, which is rather critical in this type of instrument. The examination room should be remodelled. It violates all principles of construction, it is not soundproofed and there are visually-distracting objects on the walls. There is no provision for one-way observation or recording of a statement.

The present examiner is approaching retirement eligibility. He is training the draftsman as an examiner, but it would seem better to select a detective with interrogation experience.

6. Electronics Section. This appears to have been placed in the laboratory because the laboratory Director is a former Intelligence Division Officer and this work was under his supervision in his previous assignment. However, it is believed that the Section is properly placed organizationally in the Crime Laboratory.

No examination was made of the equipment.

X
202

7. Administrative Section. This section is obviously not doing as much of the laboratory paperwork as it should. The technical sections contain abnormal numbers of file folders, and considerable record and report work was being performed by the technicians. Several obvious areas requiring corrective action are:

a. Improvement of statistical compilation. Much time was wasted in gathering for this study information which should have been immediately available. It was pointed out to the staff that CILAB's poor financial condition may be due in part to a lack of good documentation to reinforce requests for new equipment and additonal manpower.

b. Improvement of record management. Too much technician time is being wasted with paperwork, classification, sorting, subpoena management, etc. that could be better handled by clerks. Records are scattered throughout the sections instead of being located in a central file.

c. Establishment of property custody. A property custodian is listed on the Table of Organization but there is no evidence of any formal procedure. Evidence, scattered throughout the sections, should be booked in and out for better management and security.

8. Medico-Legal Section. While not a part of the CILAB, this office performs a large amount of toxicology and blood analysis work. No CILAB technicians are assigned to Medico-Legal,

which is located in another part of the city. In U.S. practice, the Medico-Legal Section would be classified as a County Coroner's Office with CILAB acting as its laboratory facility. In addition, the Medico-Legal Section has functions of a Workman's Compensation Referee with respect to injuries and illnesses of police employees as well as doing sex crime examinations, psychiatric evaluations, and some medical laboratory tests (urinalysis and Wassermann tests) for police applicant examinations.

The data for the Medico-Legal Section was included in this study to give a more accurate comparison with NBI and PC work loads, and to indicate the amount of crime laboratory work likely to be generated by this facility.

Summary

CILAB is performing about 33% of all criminalistics work in the country and over 90% of this work is for its own department. It has a staggering court load which alone would justify its operation to assure the availability of its technicians for local Manila court appearance. Its operation is further justified by the volume of its firearms cases since CILAB is handling almost 75% of the total firearms cases in the country.

CILAB appears to be doing a very good job in spite of outmoded equipment and limited administrative support.

"The present circumstances point to critical times ahead. If we allow law and order to deteriorate further, we may see the formation of vigilante groups, citizens arming themselves to fight crime.

Representative Justo R. Albert

CHAPTER TWELVE

MOTOR VEHICLE MAINTENANCE

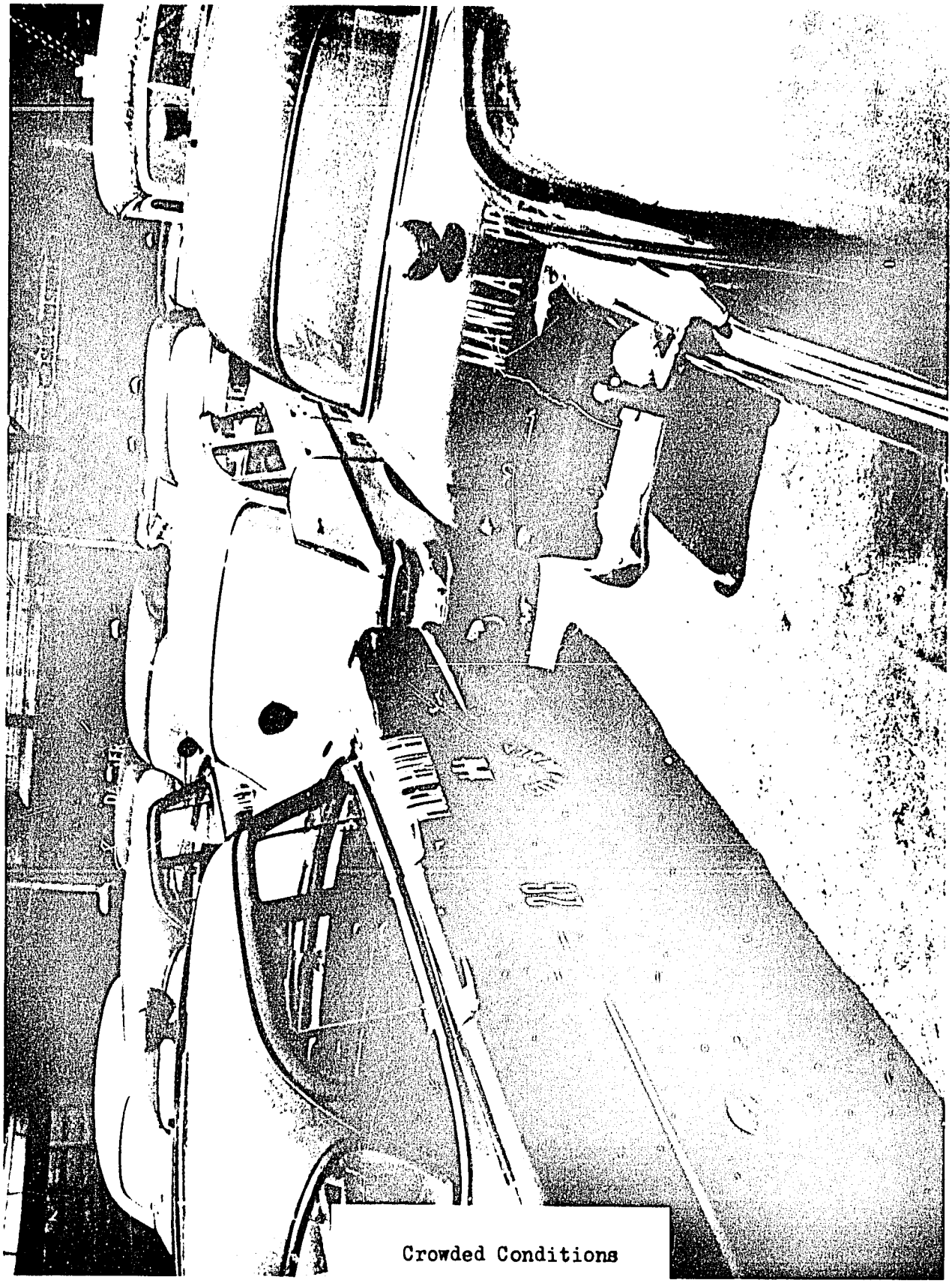
The MPD motor maintenance facilities are located on a lot behind police headquarters.

The area is congested, cluttered and appears disorganized. Space is limited with no provision for needed expansion. Precious space is taken up by a number of old vehicles, engines and useless spare parts which are lying around in disarray. Congestion in the small area is increased by the presence of moving vehicles, vehicles awaiting repair, deadlined vehicles, and impounded vehicles.

The clutter of old vehicles, and engines and useless spare parts is attributed to the complicated salvage disposal procedure. This procedure calls for the Chief, Transportation, to request permission of the Chief, Service Bureau, to dispose of the property. The Chief, Service Bureau is required to forward the request to the Chief of Police who transmits the disposal request to the Mayor, who in turn sends it to the City Auditor. A reply travels the same tortuous route and, needless to say, the whole procedure takes several months.

At the time of the survey, ten percent of the police fleet was inoperative, including a number of vehicles which had been deadlined for months due to lack of spare parts.

	SERVICEABLE	SERVICEABLE BUT NEEDS REPLACEMENT	UNSERVICEABLE	TOTAL	REMARKS
Jeeps	149	58	15	222	Most of these vehicles are of World War II vintage.
Dodge Weapons Carrier		2	4	6	
Dodge Sedan	29			29	
Dodge Ambulance	2	1		3	
Ford Sedan	1			1	
Ford Pick-Up	12			12	
Ford Panel		1		1	
Volkswagen Sedan	1			1	
Volkswagen Kombi	1			1	
GMC trucks		1	2	3	
Scout Car	3			3	
Wrecker	2		1	3	
Motorcycles	42		3	45	
Plymouth Utility	1			1	
Plymouth Sedan	27	14	17	58	
Chevrolet	1			1	
GRAND TOTAL	271	77	42	390	



Crowded Conditions

The procedure for obtaining parts and other necessary supplies is excessively complicated and time consuming. For example, when a vehicle is found to require a spare part, the assigned mechanic (1) submits a list of the parts required to the Chief, Transportation (2). A requisition is prepared and forwarded to the Chief, Property and Supply Division (3) for signature and assignment of a requisition number. The requisition is then sent for approval to the Deputy Chief of Police (4) who forwards it to the Mayor's Office (5). The Mayor's Office forwards it to the Property Division, City Treasurer's Office (CTO) (6) where the date of public bidding is set and the various dealers (7) are notified. After the bidding, the CTO (8) prepares the purchase order in favor the lowest bidder (9) who is required to deliver the items within a short period after receipt of the purchase order. When the bidder delivers the spare parts, they are checked by the Chief, Transportation (10) and the Chief Mechanic (11); the delivery is inspected by a representative of the City Auditor's Office (CAO) (12) and then turned over to the assigned mechanic (13). Engine oil, grease and other equipment are also secured through requisitions.

Additional delay in procurement is encountered by:

a. Rejection of item upon delivery if it is not in conformity with specifications set forth in the purchase order.

b. Rebidding when the lowest bid submitted is exhorbitant.

c. Failure of the lowest bidder to deliver items within the specified time. Dealers sometimes bid even though the

Disposable Junk

items called for are not included in their stock. If the awardee cannot make full delivery of the items called for, the requisitioner then requests the Chief, Property Division, CTO in writing to award the bid for the undelivered items to the second lowest bidder.

c. Lack of stock in the local market.

While the above procedure is followed, the deadlined vehicle is not only unavailable for operational use, but also adds to the clutter of the congested shop area.

The total personnel strength of the Transportation Division, MPD, is 54. Only 12 of these personnel are automotive mechanics assigned to the maintenance shop.

It is difficult for the police motor maintenance facility to retain mechanics and other motor maintenance personnel since the MPD salary scale is approximately 25 percent lower than that available from local business firms.

Preventive maintenance and care of vehicles and equipment is less than adequate. In fact, there is no schedule for periodic checking of vehicles and they are brought to the repair facility only when they are already broken down. Much of this neglect can be attributed to the lack of sufficient budget; for example, the police budget for FY 64 provided only ₱9,000 (slightly more than $2,000) for the care and maintenance of all equipment throughout the police department. The budget for FY 65 is better with ₱30,000 (approximately $7,500) provided for motor vehicle repair.

Disposable Junk

However, even this increased amount is not likely to effect much improvement in motor maintenance because of the large backlog of deadlined vehicles, as well as the need for preventive maintenance.

Drivers of vehicles are provided no guidance in good driving habits, safety, courtesy and most important, in day to day maintenance. The care with which the individual driver handles a vehicle has much to do with its mechanical condition.

The few spare parts which are available are not adequately stored to keep them in good condition. Neither are they stored in such a manner as to assure easy accessibility.

The motor maintenance facility is further handicapped by having to perform repair and maintenance work with out-dated, worn shop equipment and tools.

No control procedures have been set up for follow-up on progress of repair work, nor are there any plans for orderly work flow. The shop lay-out is haphazard which further complicates work flow.

Recommendations

1. A general clean-up of the litter in the shop area.
2. Disposal of useless old vehicles, engines, and out-dated spare parts.
3. The stocking of adequate amounts of frequently needed spare parts in order that deadlined vehicles can be put back in operation in a minimum of time.
4. Construction of storage bins to provide proper storage of frequently needed parts.

Disposable Junk

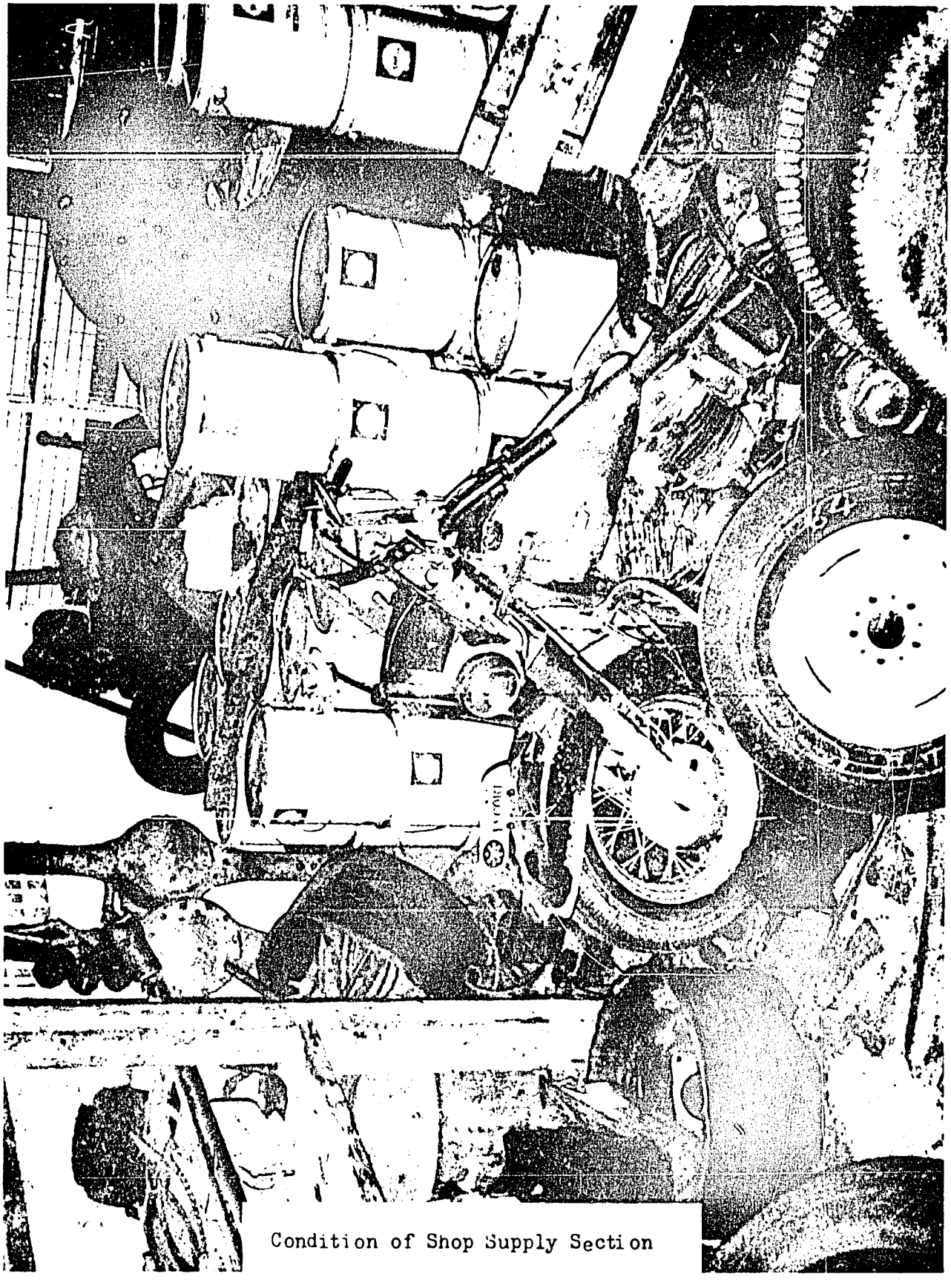
5. Initiation of an efficient stock record/locator system.
6. Adoption of a production control plan. A recommended plan is included in this report.
7. Establishment of a preventive maintenance program on all vehicles.
8. Construction of a good shop structure, providion of tools, equipment and manpower necessary to perform all echelons of repair. Layout of proposed facility and recommended list of tools and equipment are a part of this report.
9. Allocation of sufficient space in an area near Police Headquarters to provide a construction site for above shop structure. To try to fit an efficient shop operation into the present area would involve considerable expense and the problem of an overcrowded area would not be solved. The present area, on the other hand, would provide sufficient space for the parking of the operational police fleet; space would be available also to move the Supply Division (clothing, office supplies, etc.) and the Armory to this area.
10. Preparation of a pamphlet on good driving habits, safety, courtesy, and day to day maintenance for distribution to all drivers of police vehicles.
11. Training in the use of inventories, stock record cards, and stock locator systems.

WORKING CONDITIONS IN AUTOMOTIVE SHOP

Conclusions

The present motor maintenance facilities are not meeting the requirements of a large municipal police department with expanding needs.

Implementation of the above recommendations will provide a more efficient operation and provide the MPD with the mobility it needs.



Condition of Shop Supply Section

SHOP OPERATIONS

PRODUCTION CONTROL PLAN

The importance of good automotive maintenance cannot be overemphasized. A well-organized, adequately managed, and efficiently operated maintenance program will insure a highly mobile fleet of vehicles ready at any time for any emergency.

1. Organization:

   a. Shop Office/Production Control Section

      This Section will be responsible for the introduction and establishment of control procedures throughout the shops.

   b. Quality Control/Inspection Section

      This Section will be responsible for the establishment of quality control procedures in the shops.

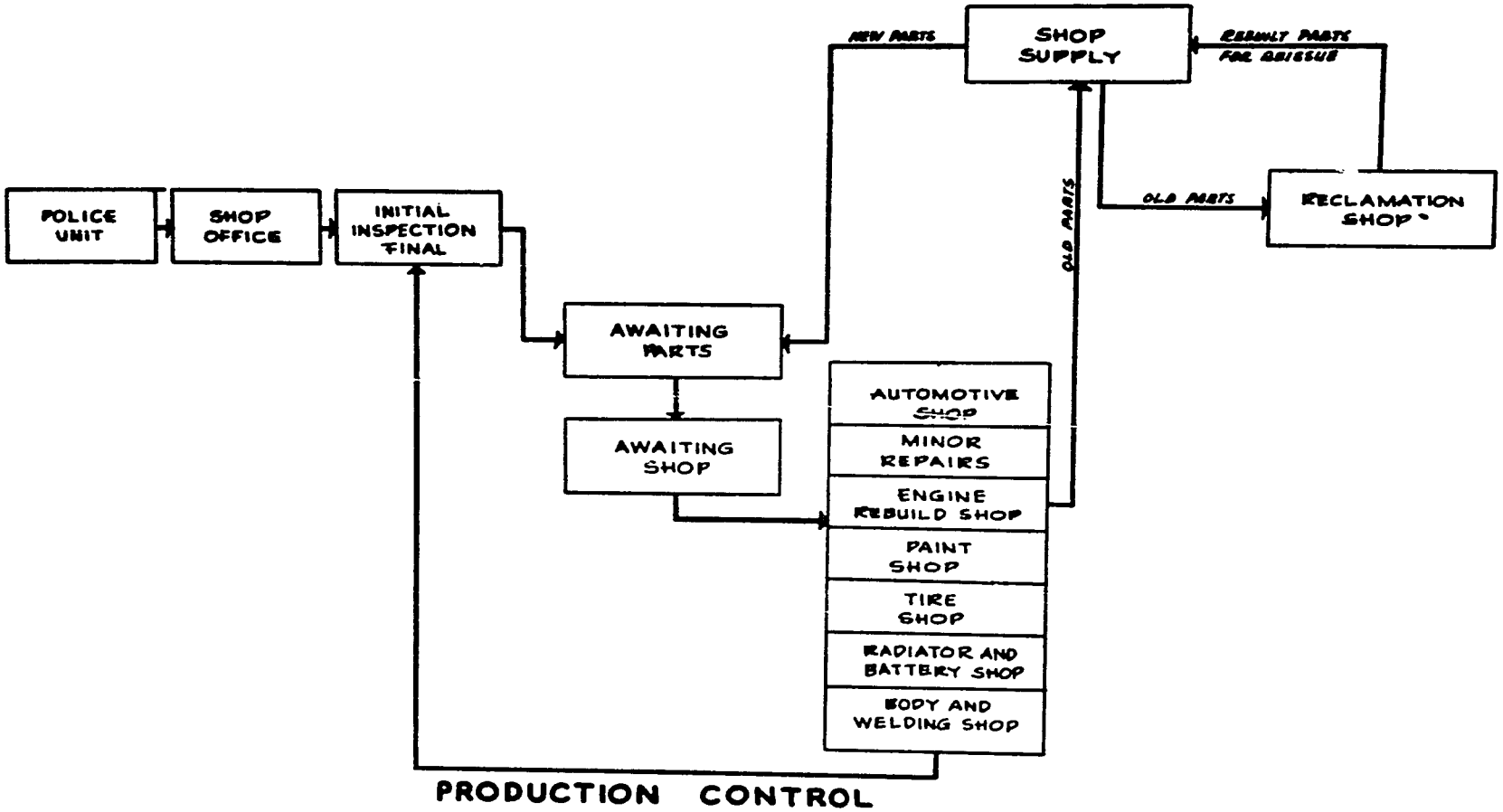
   c. Shop Supply Section

      This Section will be responsible for the establishment of shop supply procedures.

   d. Shop Layout

      In order to obtain the maximum from personnel, shop space, tools and equipment, and other facilities of a maintenance shop, it is of utmost importance to have an efficient shop layout for an even flow of work. The shop will have the following Sections:

PROPOSED PRODUCTION CONTROL PLAN



X
220

(1) Shop Office/Production Control Section

(2) Quality Control/Inspection Section

(3) Shop Supply Section

(4) Automotive Section

(5) Welding and Body Section

(6) Reclamation Section

(7) Lubrication Section

(8) Battery Section

(9) Tire Section

2. Shop Office/Production Control Section:

a. This Section will be the headquarters for the various shops. The Shop Officer will control operations of the automotive shop through this Section and will be responsible for all maintenance and administration. The Section will function as follows:

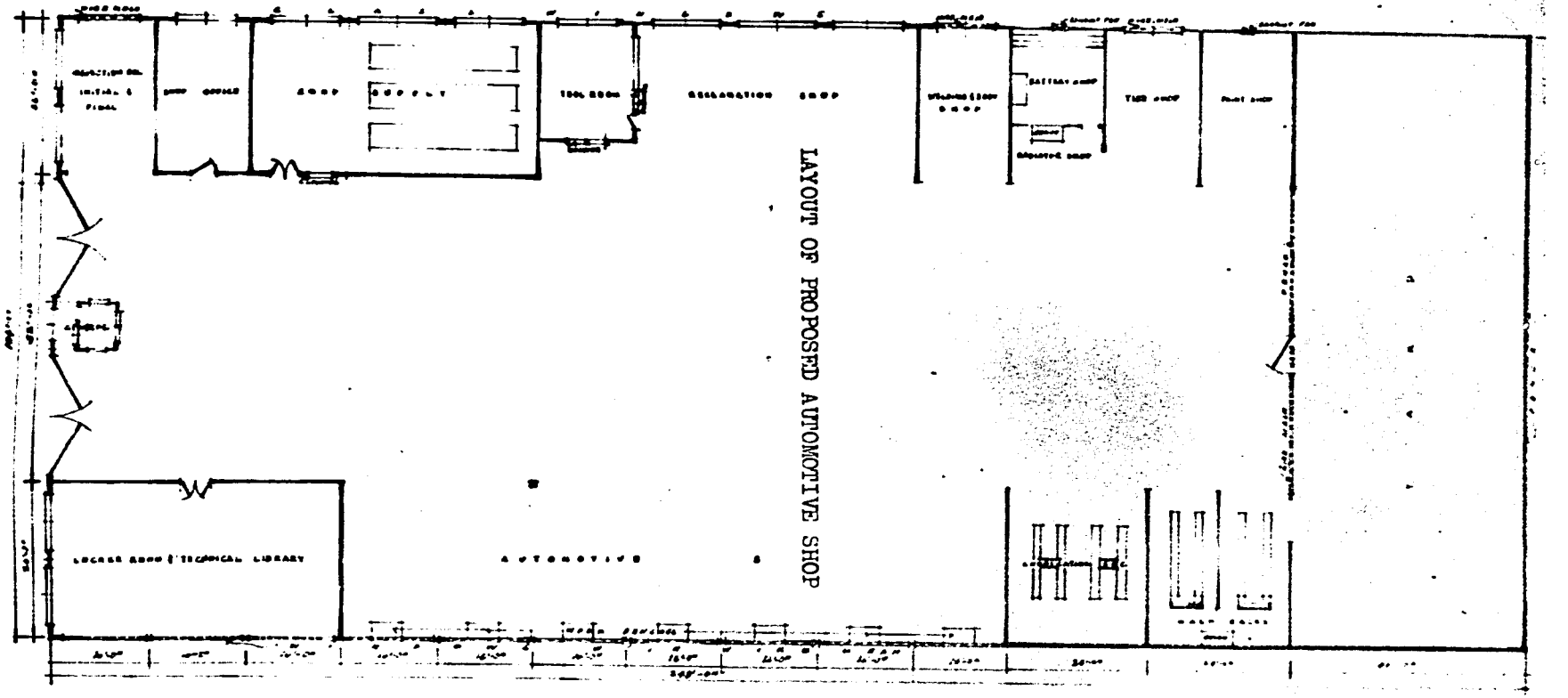
(1) Exercise supervisiou of all shops and shop activities.

(2) Maintain all records of shop operations.

(3) Establish priorities for work within the shops.

(4) Determine whether shop heads have knowledge of procedures for securing necessary supplies and an understanding of methods of routing the flow of work and forms.

b. Maximum production depends upon an orderly and uniform flow of material through the shops. Such a flow of



METROPOLITAN POLICE TRANSPORTATION DIVISION
SCALE 1/8" = 1 FOOT

2-5

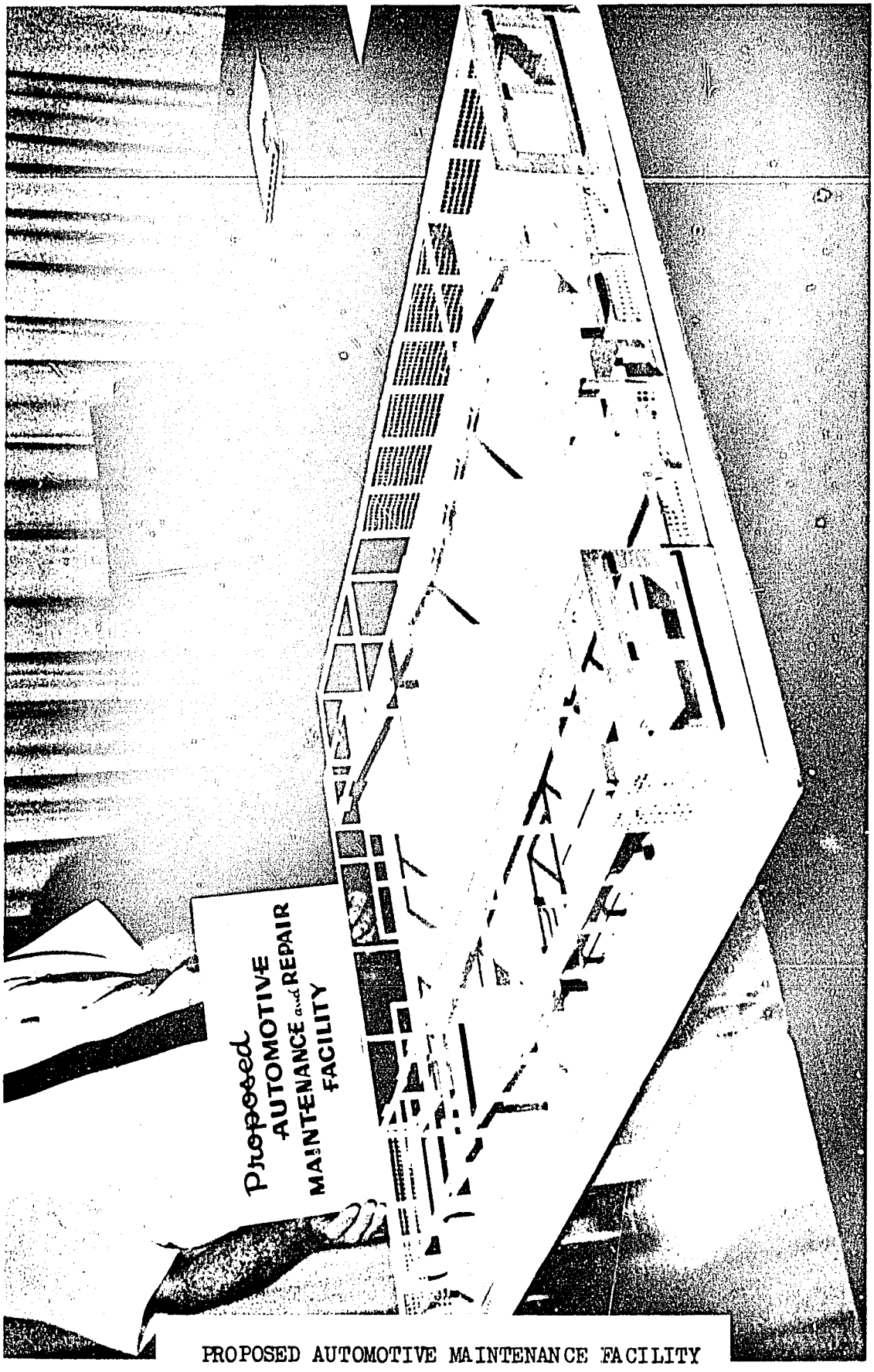
material can be maintained and regulated only if adequate records are instituted and efficiently employed. All information relative to the status of items awaiting repair, in process, or completed, must be readily available in the Production Control Section.

c. The establishment and operation of adequate production control, together with a well-organized plan, will provide the Shop Officer with current and accurate records, available at all times, to intelligently control production of the Automotive Shop. It will be possible for him to forsee bottlenecks developing in any Section, and in most cases, before the Chief Mechanic becomes aware of such a condition. Since shop operations will be clearly reflected in the Control Section at all times, this system will allow the Shop Officer to take immediate corrective action to remove bottlenecks before they seriously affect the shop.

3. <u>Quality Control/Inspection Section</u>:

a. Important phases of operation in the Automotive Repair Shop are initial and final inspections.

b. The Shop Officer is responsible for both the quality and quantity of work performed by the Shop.



PROPOSED AUTOMOTIVE MAINTENANCE FACILITY

c. The objective of the Automotive Shop is to repair a vehicle to a condition of serviceability equivalent to a "like new" condition.

d. The volume of work performed will dictate the number of automotive inspectors required. The automotive inspector should be the best repairman available, since excellent inspection is the surest means available to the Shop Officer for improving the quality of work.

e. The automotive inspector will inspect work in process and make thorough inspections of completed jobs.

f. He will recommend, if necessary, that work be repeated until satisfactory.

g. He will advise the various precinct chiefs on first and second echelons of maintenance.

h. The inspector will return to the shop any defective equipment which has been indicated as ready for final inspection.

4. <u>Shop Supply Section</u>:

a. This Section will procure, store and issue all supplies required to operate the shop.

b. It will maintain a stock record account, covering property on hand, in storage or in process within shops.

c. It will issue parts and supplies to shops as needed.

d. It will exercise general supervision over all supply activities.

e. It will back-order parts requested which are not immediately available and insure delivery of such parts to the proper shop immediately upon their receipt.

f. It will procure necessary parts on the open market when authorized.

g. It will maintain statistical records of current supply activities.

5. Conclusions:

a. The efficient execution of this program will insure use of standard procedures of automotive maintenance in the shop and will afford training to a considerable number of personnel in methods and procedures previously unfamiliar to them.

b. The impact of this program will be evidenced in the lower echelons of maintenance and will result in a clearer understanding of the responsibilities of all echelons of maintenance (preventive and driver maintenance) and supply, and a closer coordination and support from Police Headquarters.

SALARY COMPARISON CHART
PESOS

	MPD	LOCAL BUSINESS
Clerk	200	300
Mechanic	190	250
Chief Senior Mechanic	275	400
Chief Asst. Mechanic	245	325
Motorcycle Mechanic	180	250
Auto Painter	180	250
Welders	200	300
Battery	170	250
Greasemen	170	250
Washmen	150	250
Tiremen	180	220
Gas Attendants	160	200
Helpers	160	180
Drivers	190	250

MANILA POLICE DEPARTMENT
SERVICE BUREAU
TRANSPORTATION DIVISION

LIST OF SHOP EQUIPMENT

1	No.	Grinder, 1/2 HP, electric, 220-V, 3450 RPM.	Needs replacement
1	"	Gun, power and hand, "ARA" Model 296, 096 & 200, portable, easel type gun rack.	Needs replacement
1	"	Hoist, aridraulic lift, rotary brand Model ICAF e/auto, air bleeder, capacity 8,000 lbs., w/accessories & installation.	
1	"	Hoist, chair, Wright Differential.	
1	"	Lubricator, Graco, Model 225-696, 600-line, hand operated, SN-1A60.	Needs replacement
1	"	Soldering iron, electric, 220-V, 500-watt, US mftr.	
1	"	Jack, hydraulic, 4-ton cap., 4-wheel mounted, Blackhawk.	Needs replacement
1	"	Lifter, valve.	
1	"	Lubricator, chassis, ARO Model 62161, complete w/heavy duty grease gun & hose.	Needs replacement
1	"	Outfit, spray painting, Model cc-2, Kellog American, complete w/regulator & filter #C3A, 25 ft. hose #18270, spray gun, spray gun micro spray model S-7P, Nozzle, air cap w/extra quart container.	Needs replacement
1	"	Outfit, testing, brake, SN-629733.	
1	"	Puller, rear wheel hub, Code 13573.	
1	"	Puller, steering wheel, universal type, Snap-on, US mftr.	
1	"	Shears, for steel plate, 14", US mftr.	
1	"	Tester, battery cell.	
1	"	Tester, armature, 220-V, Model 350, Heyer brand.	Unserviceable
1	"	Tungar, CE Model 6r Colt, AC-115, 16 amp. battery charger.	Unserviceable
1	"	Washer, car, Hardie brand, Model 99CPW, 2-cycle pump, Model 99CPW, 300-lbs. grease pressure.	Needs replacement
1	"	Welder, electric, No. 1118-861118.	Needs replacement
1	"	Jack, Hydraulic, Ajac Brand, HD, 4 ton capacity.	

X
228

1 No.	Welding and cutting outfit, "Gasold".	Needs replacement
1 "	Pipe wrench, 18", U.S. mftr.	Needs replacement
1 "	Wrench, pipe, 14", U.S. mftr.	Needs replacement
1 "	Auto lift, portable, Baylift, 3000 lbs. capacity	Needs replacement
1 "	Cleaner, steam, Malsbury, Model 110-OEB, SN-14683, US mftr.	New
1 "	Cleaner & tester, spark plug	Needs replacement
1 "	Compressor, Model B-321-C, w/2 HP elec. motor, 115/230-V.	Old, insufficient capacity.
1 "	Drill, elec. heavy duty, 3/8" capacity, 220-V.	
1 Set	Wheel Balancer, cars & light trucks, 220-V.	New
1 "	Arc elec. welding, 300 watts, 250-300 amps.	Good condition
1 No.	Grease gun assembly, #62161 H.	
1 Set	Portable wheel aligner.	
1 "	Welding outfit, portable.	
1 "	Copper tubing flaring tool.	

Estimated cost for needed replacements ₱400,000 ($100,000)

TOOL LIST

QTY

The Starrett Co.
Athol, Mass.

2 ea.	Combination set with Square Head and Center Head, No. 433ME
2 ea.	Inside Micrometer Calipers, No. 700A
2 ea.	Inside Micrometer Calipers, 1" - 2", No. 700B
2 ea.	Screw Pitch Gage, for 60° threads, No. 474
2 ea.	Screw Pitch Gage, Whitworth Stnd., No. 476
2 ea.	Screw Pitch Gage, Metric, No. 156M
2 ea.	6" Combination Depth and Angle Gage, with Hook Rule, No. 236H

Wilson Products
Reading, Penna.

8 ea.	Safety Spectacles, clear, spade temple with elastic headband, No. WCS47 with 6.00 curve clear Super-Tough lenses.

QTY	
	Snap-On Tool Corp., Nenosha, Wisconsin
2 ea.	Electric Impact Wrench, EW-500
2 ea.	1/2" Dr. 0-250 ft. lbs. Torque Wrench, TQ-250
2 ea.	Socket set, No. 5075A-GS-B, Mastermech set with box
10 sets	Mechanic Tools, "Mechanics Standard Service Set" 5166-GS-B, with box
2 sets	Mechanic Tools, "Mechanics General Purpose Set" No. 5233-GS-B
10 sets	Allen Wrench sets, AW-1015-K
10 ea.	Flexible "Grib-it" Tool, 715-FF
10 ea.	Magnetic Pick-up Tools, PT-27
2 sets	Taps and Dies, Blue-Point TD 9900C, complete
1 ea.	Armature reconditioning Tool, Blue-Point AT-2, with extra cutters and blades.
2 ea.	Bushing Inserter and Remover sets, A-57K-B
10 ea.	Curved Nose Pliers, No. 497
2 sets	Pipe Wrenches, 6" through 24", No. PWR-906
	McMaster-Carr Supply Co. 640 West Lake St., Chicago 6, Ill.
2 sets	Hand Reamers (Expansion) 1/4 - 1" x 1/16", No. EOZ
1 ea.	Handee Grinder Kit, complete with all accessories and 2 sets stones and cutters, No. M0120.
2 sets	Gear Pullers and board, PE15
3 sets	H.S. 1/16" - 1/2" x 1/64" SS Drills with stand, No. TSB
3 sets	H.S. 1/16" - 1/4" x 1/64" SS Drills with stand
	Clay Borne Automotive Engine Stands 209 S. La Saue Street, Chicago 4, Ill.
2 ea.	Model 201 Stand
	Blackhawk Manufacturing Co. Dept. AA, Milwaukee 1, Wisconsin
2 ea.	Black Hawk Service Jacks, 4 ton Model S-4
1 ea.	Black Hawk Porto-Power, S-200 Super Deluxe Model 200/60 cy. 1 Phase
	Black and Decker Mft. Co. Towson, Maryland
1 ea.	Electric Valve Shop No. 509 Standard Valve Shop with 9/16" standard Refacer and standard straight driver.

X
230

QTY	
1 ea.	8" Ball-bearing bench grinder
1 ea.	7" Standard Sander Catalog No. 93

Accurate Parts Manufacturing Co.
12435 Enclid Ave., Cleveland 6, Ohio

1 ea.	Accurate No. 7A

Clutch Rebuilder Complete

Joseph Weidenhoff Inc.
4340-58 W. Roosevelt Rd., Chicago 24, Ill.

1 ea.	Model B-501 Generator Test Bench
1 ea.	Model C-729 Double Duty Voltmeter
1 ea.	Model B-336 Armature Crowler

Sunnen Products Co.
7900 Manchester Ave., St. Louis 17, Mo.

	Sunnen Bushing Grinder
1 ea.	Complete Model LBN 550

Miller Manufacturing Co.
5919 Tireman Ave., Detroit 4, Mich.

8 ea.	Garage-Man Shop Light C-684
2 ea.	Tube Flaring and Cutting Tool C-804 Flaring
2 ea.	C-873 Cutting
1 ea.	Spark Plug Cleaner C-812
1 ea.	Transmission Lo-Jack C-3069
1 ea.	Stencil Set C-733

Curtis Pneumatic Machinery Div.
1919 Kienlen Ave., St. Louis 20, Mo.

1 ea.	Curtis Hydraulic Car Washer

3 H.P. 220-V, 60 cycle, 1 phase.
Two Gun Model

The Joyce-Cridland Co.
Dayton 3, Ohio

20 ea.	Safety JackModel 960

Manning, Maxwell and Moore, Inc.

1	ea.	Hoist, Electric one (1) ton (Frame K) 30 ft. lift, Std. Speed, Manual control operated 220V 60c 1 phase Model K
2	ea.	Neon timing light
2	ea.	Compression tester
2	ea.	Vacuum gage
2	ea.	Battery cell tester
2	ea.	Battery Pliers approx. 8" long
2	ea.	Offset screw driver 4 way
2	sets	Screw drivers (Philipps type 1 (3"), 2 (4"), 3(6")) Plastic handles 4-1/2" x 3/16" - 2" x 1/8" - 3" x 3/16" - 4" x 1/4" - 5" x 5/16" - 6" x 1/4" - 8" x 5/16" - 9" x 3/16" - 12" x 1/4" - 12" x 3/8"
2	ea.	Locking Plier wrench - Ton grip
2	ea.	Blow torch, gasoline
1	ea.	Bolt Cutters, 24" long
1	ea.	Brace, Heavy-duty
4	ea.	"C" Clamps 4"
2	ea.	Center punches
1	ea.	Press - 75 ton capacity
2	ea.	Cleaning Tank
2	ea.	Dresser, emery wheel
2	ea.	Extractors, bolt & screw set
10	ea.	File cleaner
10	ea.	File or stone, contact points
10	ea.	Gauges, feeler
10	ea.	Gauges, spark plug
2	ea.	Gauges, Tire pressure lg.
1	ea.	Headlight screen, test
10	ea.	Saws, hack
10	ea.	Vises
2	ea.	Brake bleeder hydraulic
2	ea.	Brake spring pliers
2	ea.	Pusher bushing
4	ea.	Battery-terminal pullers
1	ea.	10" Lathe w/accessories
2	ea.	Boring Bars
1	ea.	Air Compressor 220V, 60 cy. 1 phase 5 H.P. 175 lbs cap.
2	ea.	Spray Gun, Paint
1	ea.	Crankshaft Grinder MX 278, complete w/standard rear wheel unit. 220V 60 cy. 1 phase. (Miller Manufacturing Co., Detroit, Michigan - Cat. B)
1	ea.	Radiator Test and Repair Bench Model 60A w/group C accessories

X
232

1	ea.	Model 2500	Wet. Honing Machine furnished with Pin Vise, Splash Pan, Foot Pedal Control, Connecting Rod Guide, and
			5 Gallons Honing Oil.

Extra Equipment Follows:

2	ea.	#7025	Long Stone Honing Heads
1	ea.	#7027	Truing Sleeve
2	ea.	#7030	Long Stone Honing Heads
1	ea.	#7032	Truing Sleeve
2	ea.	#7035	Long Stone Honing Heads
1	ea.	#7037	Truing Sleeve
2	ea.	#7040	Long Stone Honing Heads
1	ea.	#7042	Truing Sleeve
2	ea.	#7045	Long Stone Honing Heads
1	ea.	#7047	Truing Sleeve
1	bx.	#3780	Roughing Stones
1	bx.	#3785	Finishing Stones
1		#7024	Honing Head Rack
1		#1800	Honing Head w/Stones

1	ea.	Model 2500	#2450 Honing Head w/Stones
1	ea.	Model 3300	Connecting Rod aligner w/"V" Block and Checking Block, Truck Checking Block

AMMCO TOOLS, Inc.
2100 Commonwealth Ave., N. Chicago, Ill. or Equal

2	ea.	No. 248	Slide Hammer
2	ea.	No. 28	Universal Pilot Bearing Puller
2	ea.	No. 235	Universal Wheel Puller
2	ea.	No. 61	Remote Starter Switch
2	ea.	No. 550	Battery Service Kit
2	ea.	No. 540	Battery Carriers
2	ea.	No. 541	Battery Carriers
2	ea.	No. 546	Battery Filler
2	ea.	No. 224	Axle Rethreading Die

CAL-JAN INC.
2328 Brooklyn Road, Jackson, Mich. or Equal

2	ea.	41L27	Welding and Cutting Outfit Complete

QTY			
		McMaster-Carr Supply Co. Chicago, Ill or Equal	
1	ea.	B-6A-2	BRAKE-MOBILE/COMPLETE To include Drum Lathe and True-Arc Brake Shoe Grinder and Anchor Eye Shoe Positioner and Power Driven Dust Collector and a complete set of special brake service Tools and Accessories.
1	ea.	B-238	Special Brake Tools
1	ea.	B-236	Special Brake Tool Group
		Barett Equipment Co. P.O. Box 183 - Export Dept. Springfield, Ill. or Equal	
1	ea.	ICFD	Crane and Floor Dolly
1	ea.	IBC	Barrel Chain
1	ea.	IX	Extension
1	ea.	D11	Dynomanger, 220 Volt, 1 Phase, 60 cy., complete
		Storm Volcan Inc., 2225 Burbank St., Dallas 35, Texas, or equal	
1	ea.	Model 881MB	Tire Changer
1	ea.	Model 855 T	Tubeless Tire and Tube Tester
1	ea.	Model 918	Bead Breaker
1	ea.	No. 425	Hydraulic Tire Spreader
2	ea.	815-S	E-Z-Off Rim Compount (5 Gal Cans)
2	ea.	882-S	Rub-Er-Slide (5 Gal Cans)
		Bishman Mfg. Co. Route 2, Osseo, Minn., or Equal	
1	ea.	CS100	Southbend/or Equal 7" Precision Bench Shaper, w/Motor 100 Volt, 60 cy. 1 Phase and Standard Equipment
		South Bend Lathe, Inc. South Bend 22, Indiana, or Equal	
4	ea.	GA-87	Mechanics Creeper
4	ea.	GA-82	Service Stool
1	ea.	EDS-51A	Drill, Electric 1/2" Standard, w/Chuck and Key
1	ea.	EDS-76A	Drill, Electric 3/4" H.D. w/Chuck and Key
1	ea.	EDS-190	Stand, for Drill EDS-51A
1	ea.	EDS-192	Stand, for Drill EDS-76A
2	ea.	DB-129	Fractional Drill Set H.S. 1/6" to 1/2"

X
234

QTY			
2	ea.	DB-160	Wire Gauge Drill Set, DBE-1 to DBE 60
1	ea.	DB-30	Drill Grinding Attachment
2	ea.	WD-12	Wheel Dresser, w/WD-12-1, Set of Extra Cutters
1	ea.	2033-BT-B	Brake Service Set, w/Mechnikit, KBA 21
1	ea.		Body and Fender Tool Set Complete, Snap-on or Equal
6	ea.	5524-GS-B	Shop Master Set, for General Automotive Service, Complete

SNAP-ON TOOL CORP.
8028, 28th Ave., Kenosha, Wis. or Equal

1	ea.	VR-300	Wet Valve Refacers, w/Standard Equipment
			Extra Equipment as follows:
		KRA 532	Cabinet
		KRA 411	Heavy Work Top
			Extra Equipment:
			Cabinet and Work Top

AMMCO TOOLS INC.
2100 Commonwealth Ave., N. Chicago, Ill. or Equal

2	ea.	Model BC-80	Battery Charger 6 and 12 Volt 220V, 60 cycle, w/Standard Equipment
2	ea.	Model X40	Timing Light 6 and 12 Volt
2	ea.	Model UCT-1	Compression Tester, w/Standard Equipment
2	ea.	Model Q	Vacuum Pressure Gauge
2	ea.	Model FPT-3	Fuel Pump Tester
2	ea.	Model O	Oil Pressure Tester w/Standard Equipment

SUN ELECTRIC CORP.
Harlem & Avondale, Chicago, Ill. or Equal

1	ea.	Model SSMT	Tester Complete w/Accessories 220V, 60 Cycle, 1 phase, for use on 6 and 12 Volt Vehicles
			Standard Equipment consists of following:
		SSMT-H	Head Complete w/Accessories 115V 50/60 cycle, 1 Phase
		10N	Tech-Dwell Unit
		20M	Condenser Vacuum Unit
		30M	Coil Test Unit
		50M	Combustion Unit

EC	Gas Pick-up
669-14	Exhaust Hose
SS	Sunscope 115V 50/60 cycle 1 Phase
SSMT-HF	Head Frame and Power Supply
SSMT-C	Cabinet

To be furnished with all adapters, jump leads, tools, switches, hose, and instructional material and specification booklet.

1 ea. Model MDT-50 Distributor Tester w/Accessories 220V 60 Cycle 1 Phase w/Standard Equipment as follows:

130	Vacuum Unit
145	Distributor Driver Unit
150	Tech-Dwell Unit
PS	Power Supply
5-112	Scroll Chart
	Chuck Wrench
MDTC-3	Cabinet
DT	Accessory Group

To be furnished with all adapters, jump leads, and instructional material and specification booklet.

6	pr.	AX-2	Garage Horse 2 Ton
6	pr.	AX-5	Garage Horse 5 Ton
2	ea.	S-4	Service Jack 4 Ton
1	ea.	T-1	Transmission Jack
1	ea.	FZ-10	Porto Power Body and Fender Service Center Bench Rack, Complete

Blackhawk Mfg. Co.
Milwaukee, Wis., or Equal

CHAPTER THIRTEEN

WEAPONS ARMORY

The Armory is located near Police Station No. 2, quite some distance from the Police Headquarters building.

A very discouraging scene meets the eye as the door to the Armory is opened. Here in a room barely large enough to turn around in are stored pistols, carbines and riot guns of various makes and all in deplorable condition.

No personnel are regularly assigned to clean and maintain the weapons even though they are a fairly expensive commodity.

The storage room is very damp and musty, a perfect condition for the growth of rust which now covers most of the weapons stored here.

Ammunition is stacked on the floor against one of the walls which acts as a conductor for dampness. The water table in this area is within a few feet of the surface which makes dampness a real problem.

The Armory remains locked except when entered to check out weapons or ammunition, but no other security precautions are taken. There is no equipment in or near the Armory.

Recommendations

1. Relocate the Armory adjacent to the Police Headquarters where the weapons will be quickly available in case of emergency. In selection of the location, it should be

kept in mind that a very dry area is ideal.

2. Build racks to properly store all weapons.

3. Build wooden pallets and properly stack ammunition now on hand on the pallets in a dry area.

4. Assign responsible personnel to maintain and repair the weapons.

5. Repair and reblue all weapons now on hand to a serviceable condition. It is suggested that the Chief, Service Bureau, explore the possiblity of having the Philippine Army repair and reblue the weapons now on hand. Training of police personnel, item 4 above, might be accomplished with the Philippine Army at the time the weapons are reblued and repaired.

Weapons Armory

"For those of us who profess the rule of law, these are trying times indeed. The increasing incidence of crime flouting with insolence and brazenness the forces of peace and order, points with growing alarm to the great number of those who, in disdain or disenchantment, choose the ways of the jungle instead of the paths of right and justice.

"It is time we are reminded that the safety and stability of our society depend on a faithful adherence to the principles of Government and its institutions. For once men have forsaken obedience of the constituted order, destruction of society begins to take place."

Cesar Bengzon

Chief Justice of the Supreme Court

CHAPTER FOURTEEN

RECORDS AND IDENTIFICATION

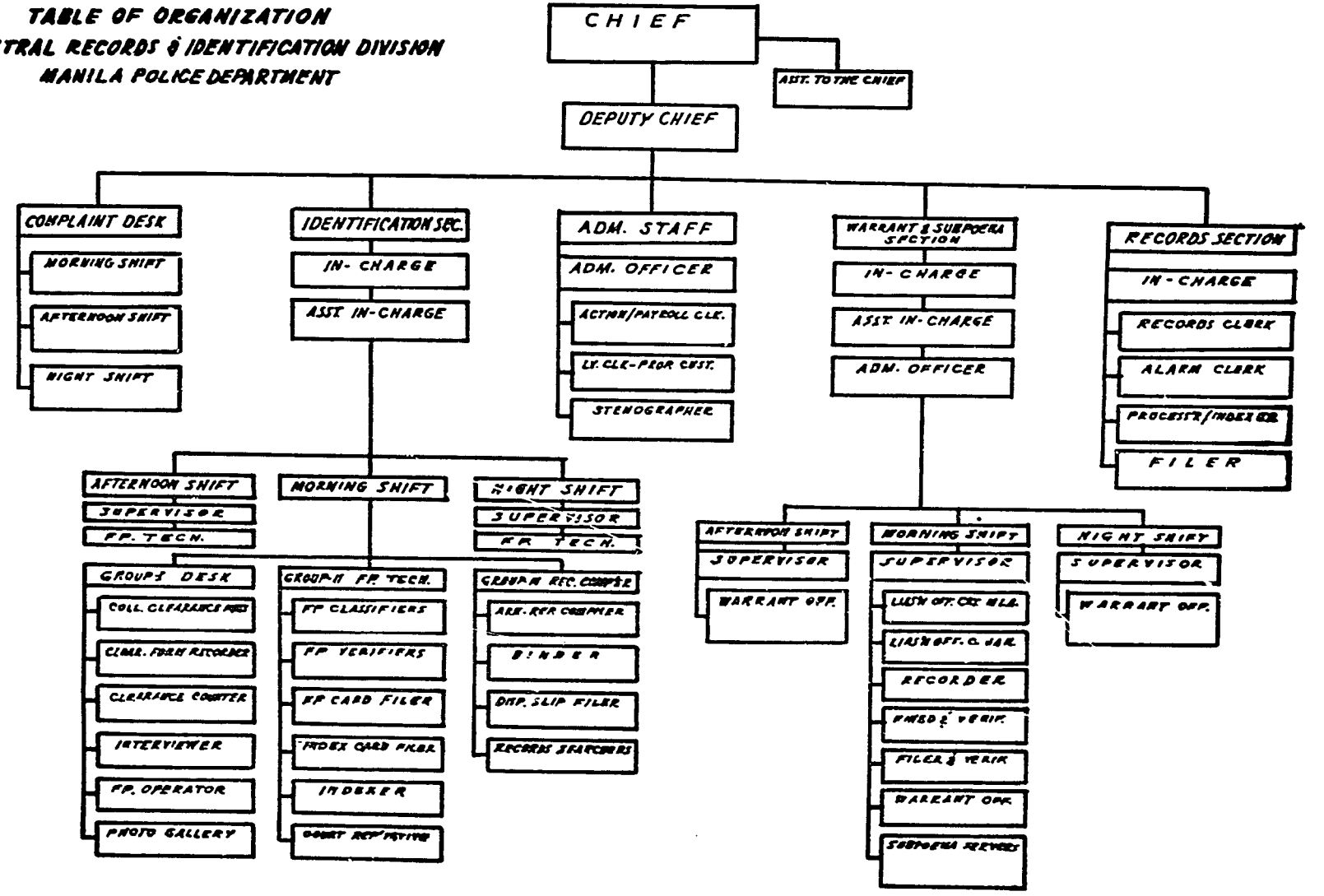
SUMMARY OF RECOMMENDATIONS

1. Develop and use a monthly crime and clearance report form.
2. Develop and use a monthly arrest tabulation report form.
3. Remove wall between the Identification section and the hallway.
4. Obtain classification formula 8x8 index file tab cards for fingerprint files.
5. Extend height of fingerprint classification tables.
6. Procure needed supplies and equipment for Records and Identification Division - ₱ 64,362 ($16,090).
7. Strip the Photo Gallery of unimportant photos.
8. Provide three additional personnel in the photo lab in order to enable it to keep up with its work.
9. Establish an individual folder file for each subject involved in 2 or more arrests.
10. Review record forms for revisions, prepare modernized standard forms on better quality, thinner paper.
11. Prepare a manual of records procedure.
12. Reestablish the practice of making an extra copy of fingerprint cards and submitting to NBI.
13. Study the possibility of microfilming certain records in order to reduce the bulk of the CRID files.
14. Install cameras at precincts for the purpose of taking identification photographs.

15. Remodel the photo section. ₱8,000 ($2,000)

16. Assign a committee headed by a Bureau Chief to study the problem of the Warrant section.

TABLE OF ORGANIZATION
CENTRAL RECORDS & IDENTIFICATION DIVISION
MANILA POLICE DEPARTMENT



ORGANIZATION CENTRAL RECORDS AND IDENTIFICATION DIVISION

X
243

RECORDS AND IDENTIFICATION

The effectiveness of a police department is directly related to the quality of its records. They are vital to the complete integration of the service and coordination of its activities. Records are essential in the efficient performance of routine duties, in the wise direction of the police effort, in supervision and control, and in the determination of policy.

Day to day operations. A suitable records system contains information useful in the investigation of crimes, in the identification of persons and property and in daily routine tasks. Investigation reports of crimes and other matters of interest to the police, when classified, indexed and filed, provide information needed by officers in the field. Records also make it possible to trace the history of possession of property in police custody and establishing its final disposition, thus ensuring its return to its rightful owner.

Supervision. Each police task must be the responsibility of someone, and each officer must be assigned unavoidable duties if administration is to be successful. Police records should delineate these assignments and provide a check on accomplishments so that errors may be traced, oversight and neglect spotted and successful performance assured.

Suitable records give supervisors a basis for reviewing work.

They help in day-to-day operations by revealing improper handling of cases; they show whether officers were properly dispatched to the scene of criminal operations as well as the progress of the investigation. Records also prove invaluable in delineating the department's action in cases where misfeasance is alleged.

Development of Strategy. Intelligent administration decisions should be based on information gleaned from or analysis of recorded summary reports of conditions and problems, of the work of individual employees, and of activities requiring police attention.

The first step in solving a problem is to recognize and diagnose it. For this reason, the police administrator must have facts concerning types, times and locations of crimes and other incidents requiring police attention -- the circumstances of their occurrence. Records help him in the determination of educational and enforcement needs.

Success in preventing crimes and accidents, in apprehending criminals and accomplishing the myriad of tasks which are required of the police force, depends on the concentration of police effort at the locations and during the hours when it is most needed -- and with instructions as to the particular problem. Records provide data for this police strategy.

Measures of Accomplishments. The success of a program launched to lower crime or accident rates may be measured by records analysis. It is absolutely imperative that the accomplishments of each individual member of the department, and each individual component of the

department be measured and totalled into the full accomplishment of the department if the administration is not to be haphazard.

Public Reporting. The vital administrative duty of keeping the public informed as to police problems, needs and accomplishment requires readily available records. The success of police programs requires public support which is more likely to be forthcoming when the programs and problems are understood.

Fiscal Affairs. At budget time, records are an important source of supporting data for budget requests. Since the police program must compete with other programs for public funds, supporting data fully justifying the requests will be more likely to receive approval.

The Records and Identification Division is the center of the department which brings together a meaningful pattern of all police records work.

History

The Criminal Records and Identification Division (CRID) of the Manila Police Department, commanded by a police captain, is located on the first floor of a three year old building adjacent to Manila Police Department Headquarters.

The Division was established in 1900 at which time the Bertillon system of identification was utilized. During World War II, police records were destroyed.

The Division was reestablished in 1945 by the U.S. Army and the Henry system of fingerprint classification was adopted.

Approximately 90 percent of the Division's present equipment is from U.S. Army stock left behind when the U.S. Army departed in 1946.

General Order No. 8, issued by the Chief of Police on December 30, 1955, established a Central Complaint Receiving Desk and called for centralization of reports.

Personnel

A total of seventy-nine personnel are assigned to the Division. Fifty are protective force personnel and 29 are civilian employees.

Organization

The Division is made up of five sections: Identification, Records, Administrative, Warrants and Subpoena, and the Complaint Desk.

I. Identification Section

1. Duties and Responsibilities:

a. Processing of all fingerprint and name index cards.

b. Processing of the "Clearance" applications required by government regulations for all persons applying for government and public employment.

c. Compiling, filing and binding of arrest reports and disposition slips.

d. Preparation of Monthly Arrest and Crime Statistical Reports.

e. Processing release documents of prisoners and/or detainees prior to their release from the city jail by comparison of the fingerprints attached to the release documents with fingerprints on record in CRID.

f. Presentation of criminal records in evidence in court which is required almost daily.

2. Personnel:

This Section is under the command of a detective corporal. It includes 14 civilian technicians, 7 patrolmen technicians, 3 patrolmen clerks, and 3 civilian clerks for a total of 27 personnel. Twenty-one persons work from 8 A.M. to 5 P.M.; 3 work from 4 P.M. to 12 P.M., and 3 from 12 P.M. to 8 A.M.

3. The following observations were made in the Identification Section:

Fingerprint File:

One copy of fingerprints is taken at the precincts and is forwarded to the CRID on a daily basis. Fingerprint cards are segregated into classification groups by male and female; quantity in each is unknown. However, the entire file is reported to contain something over 700,000 cards of which about 573,000 are for arrests or investigations. So that separation of cards by sex is easily maintained in their appropriate files, male persons are fingerprinted on the standard 8 x 8 card with all lettering in black and

CLASSIFIERS AT FINGERPRINT CLASSIFICATION DESKS

"Male" in the upper left-hand corner while the cards for females are in red lettering with "Female" in the upper left-hand corner. Fingerprint cards are filed by the extended Henry System using Primary, Secondary, Sub-Secondary and little finger count thus excluding the key and major classification breakdowns.

Classification filing tabs are torn or non-existent. Prior to 1961 when the National Bureau of Investigation (NBI) was providing fingerprint cards to the Manila Police Department (MPD), all precincts took two sets of fingerprints, one of which was directed to the NBI. In 1961, the NBI stopped providing the blank cards for this use, and MPD discontinued the submission of fingerprint cards to the NBI. The CRID does submit a monthly report to the NBI consisting of a resume of persons arrested by name, charge and date.

Arrest Reporting:

Of the original and two copies of the Arrest Report submitted to the CRID, one is sent to the Records Section for statistical recording and preparation of the arrest resume which is submitted to the NBI. This copy is later returned to the Identification Section where it is eventually filed along with another copy either in the "R" Identification file and/or in the Arrest Report file. The third copy of the Arrest Report is returned to the submitting precinct.

VERIFIER CHECKING CLASSIFICATIONS

The Arrest Report forms are maintained in manila folder type books with the individual reports attached with metal "acco" fasteners. Each book contains approximately 300 arrest reports; quite often duplicate reports are filed together with the original. Each book is numbered on the back with a "book or folder number" and the arrest numbers of reports contained therein.

The precincts make a total of 6 and sometimes 7 copies of each arrest report with the following distribution:

a. 3 copies to CRID (1 is returned to precinct)

b. 1 copy retained at precinct

c. 1 copy to the Fiscal's Office (Prosecuting Attorney)

d. 1 copy to the City Jail

Disposition of Arrests

CRID has not received reports of final court dispositions since the retirement in September 1962 of the court liaison officer who was responsible for obtaining dispositions directly from the court for transmittal to CRID.

Name Index Card File

File cabinets are reaching maximum capacity. Most of the alphabetical breakdown tabs are worn out or difficult to read. Cards are blank, not form printed, cross-indexed with "R" Identity and booking numbers.

The civil applicant index card requires a left thumbprint on front lower right hand corner.

Fingerprint records were checked for investigation purposes during the month of August for the following:

Precincts	476
Detective Bureau	59
City Jail	3
NBI	1
Total	539

Name index records checked during August in response to correspondence:

USAF Office of Special Investigation	671
Detective Bureau	282
U.S. Navy	237
Philippine Navy	77
National Bureau of Investigation	36
U.S. Embassy	30
Intelligence, AFP	33
HPC	27
NICA	18
Parole	14
Social Welfare Administration	10
Malacañang	4
Bureau of Customs	3
PAF	2
U.S. Veterans Administration	2
Central Bank	2
Suburban	1
HPA (Harbor Patrol)	1
Total	1,451

Transcript of Criminal Records Provided:

Precincts	4
Detective Bureau	7
Office of the Chief Police	5
Total	16

CRID Personnel Subpoenaed for Court Appearances:

Municipal Court	41
Court of First Instance	27
Fiscals (Prosecuting Attorney)	5
Municipal Board	1
Total	64

2073 wanted persons notices were received via teletype and other means from different sections, bureaus and institutions.

497 wanted notice cancellations were received during the same period.

Clearances were processed with a total of ₱8,678.00 ($2,200) fees collected. Thirty-two clearances were issued free of charge for government employees. A ₱2 ($.50) fee is charged for regular employment clearances. A ten peso ($2.50) fee is charged for passports and a twenty peso ($5.00) fee for firearm clearance applications. MPD fees go to the City Treasurer. On the other hand, NBI fees for application clearances go into the NBI budget.

II. Administrative Section

1. Duties and Responsibilities:

a. Receives, records and distributes communications and correspondence; prepares correspondence for transmittal, and maintains systematic records of all communications received and/or transmitted.

b. Retains and maintains complete records of all personnel in the Division.

c. Maintains complete records of all property and equipment of the Division.

d. Maintains Division's time and attendance records for Payroll purposes.

2. Personnel:

The Administrative Section consists of three civilian employees. The table of organization provides for a Section Chief; however, the position is vacant at present.

3. Files:

Files are retired yearly to an inactive file in the Section where they are held for four years before removal to a storage location. Old records from all sections of the Division are presently maintained in a hallway. There are plans to enlarge the building housing CRID which will provide storage space.

III. Records Section

1. Duties and Responsibilities:

a. Prepares monthly "General Alarm" Report of wanted persons and property, and of recovered property and persons.

b. Prepares daily record of major crimes and investigations of the various departmental units.

c. Prepares weekly reports of closed and pending theft and robbery cases.

2. Personnel:

The Records Section consists of three personnel under the command of a patrolman. It was reported that during the period 1940 to 1950 the Records Section had twelve persons assigned. Between 1950 and 1958, it was reduced to seven. Between 1958 and 1964, it was reduced further to its present three employees who all work the day shift.

3. The following observations were made of the Records Section:

Wanted Bulletin:

Wanted persons and property list is prepared in mimeograph form and 70 copies are printed for distribution to the NBI, PC, Armed Forces of the Philippines and MPD Precincts. This bulletin is submitted also occasionally to the Office of the President and Mayor. It is issued once and sometimes twice monthly, depending on quantity of listings. Cancellations are also listed. As the Records Section does not have a mimeograph machine, reproduction is done at Police Headquarters.

Alarm Report:

This report is used when stolen property is involved. The report form is forwarded to CRID from the originating precinct. This report is filed by:

a. Alarm number -- established and used at the precincts.

b. Case number -- established at CRID Complaint/ Receiving Desk and used for central filing of these reports.

Miscellaneous Complaint or Crime Report:

This report is used for reporting all cases which do not involve theft. It is filed by the case number which is established at CRID Complaint/Receiving Desk.

Investigative Reports:

This report is used for reporting all crimes against persons. It is filed by case number which is established at CRID Complaint/Receiving Desk.

The Case Register:

Contains the following information:

a. Case number
b. Reported by
c. Section Reporting
d. Time Reported
e. Date Reported
f. Nature of Case
g. Complainant
h. Address of Complainant
i. Officer investigating case
j. Section/Precinct of investigating officer

This register is used for the establishment of serial numbers (case numbers) for all complaints, offenses, crime, accident and investigation reports for the purpose of maintaining a central file for all reports. All cases are indexed on 3" x 5" cards by name of victim, complainant, and suspect. Stolen property, having serial numbers, is filed by the last three digits of the serial number.

Rogues Gallery (Identification Photo File):

Photographs are filed by type of crime and photograph number. Photographs taken in 1960 are presently being

filed, and older ones removed and retained in open file drawers. Photographs from 1962 to the present have not been printed and forwarded from the photo lab. The Photo Lab, which is under the direction of the Crime Lab, advises it has not had time to print this backlog of photographs. The visible Kardex file contains only sufficient space for filing of one year's photographs, others are maintained in drawers and boxes. Presently, all photos of persons arrested are being filed by type of offense from vagrancy to murder.

IV. Warrants and Subpoena Section

1. Duties and Responsibilities:

a. Receives and serves warrants and orders of arrest, subpoenas, summons and other court writs and processes from all courts of justice, semi-judicial bodies and government investigating agencies and/or committees throughout the Philippines for individuals residing and/or working within the geographical limits of the City of Manila.

b. Maintains accountable registers, index card files of names of persons wanted by virtue of such warrants or orders of arrest.

c. Prepares communications for the Deputy Chief of Police relative to inquiries and follow-ups concerning warrants

and orders of arrest and all other communications concerning this Section.

2. Personnel:

The Warrant and Subpoena Section is under the command of a police lieutenant and consists of 26 police officers and 3 civilian employees. Thirteen of the personnel are utilized to serve warrants and subpoenas.

3. Volume:

This Section receives over 1000 warrant/subpoenas for service each month and serves an average of 300 warrant/subpoena per month.

4. Operational Procedures:

a. Upon receipt of the warrant of arrest, two 3 x 5 alphabetical index cards are typewritten, one in carbon, in the name of the accused.

(1) The original is filed in the Warrants Section.

(2) The carbon copy is forwarded to the Identification Section for filing.

b. Warrants are sorted into categories to correspond to the issuing court as follows: eleven Municipal court branches, Court of First Instance, 25 branches of the Juvenile and Domestic Relations Court, and the Court of Appeal.

c. The warrants so sorted are then issued by district

according to the address of the accused to be served by members of the Warrants Section.

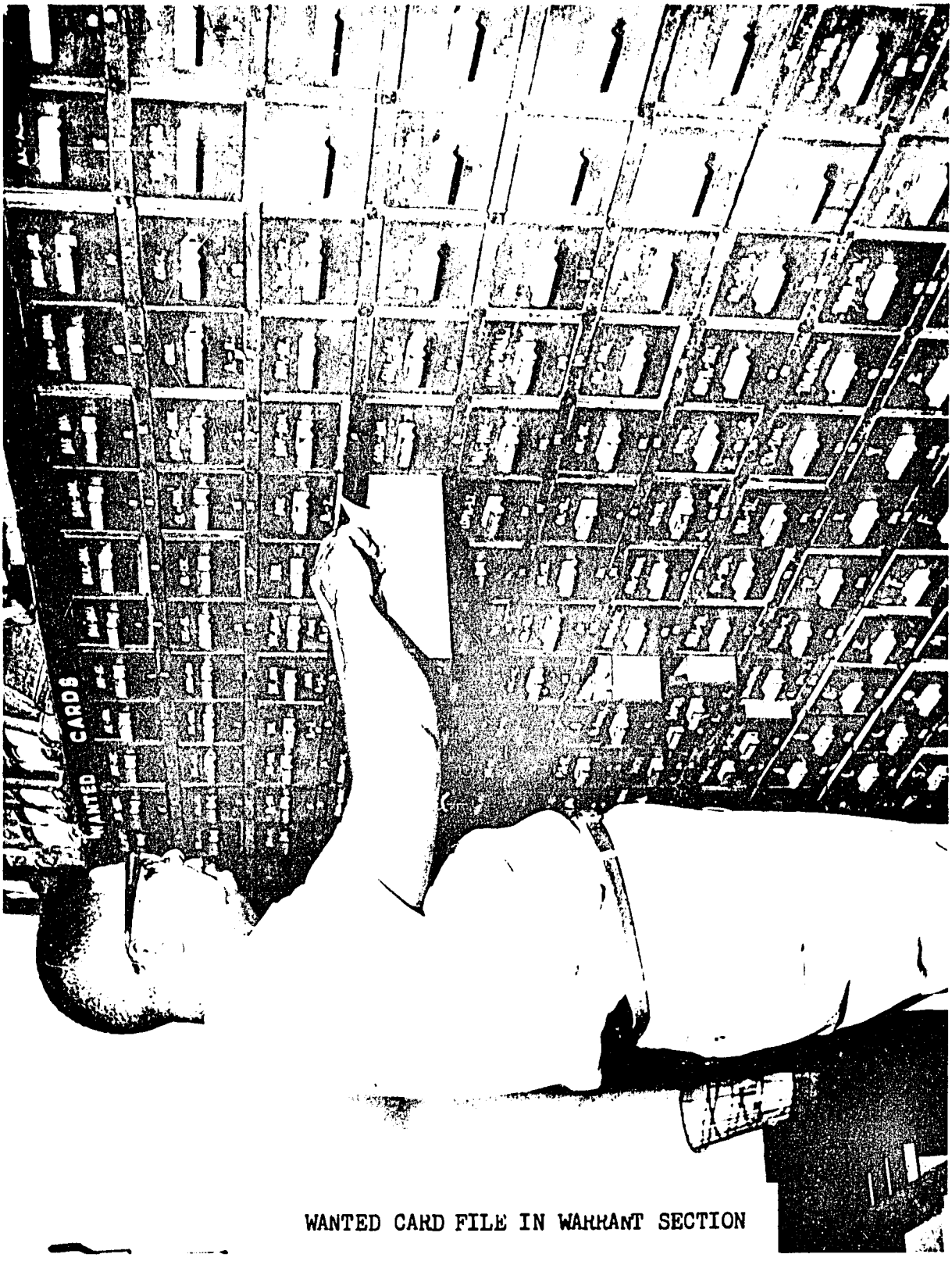
d. On completion of the above processing, warrants are logged daily in a register by the name of the judge of the issuing court and filed by date.

(1) The Warrant Register contains the following registry information:

(a) File number
(b) Date warrant received in section
(c) Name of accused
(d) Address of accused
(e) Offense
(f) Court warrant number
(g) Issuing judge
(h) Bail recommended
(i) Date of issuance of warrant
(j) Name of officer in Warrants Section to whom warrant is assigned for serving, or police agency to which warrant is reassigned in lieu of Manila Police Department. Warrant office personnel receiving warrant must sign acknowledgement of receipt at this point.
(k) Date warrant received by serving officer or department.
(l) Date of accused's arrest
(m) Date warrant is returned to court
(n) Date returned - if unserved
(o) Date - if warrant is recalled
(p) Remarks - bond issued, set aside, etc.

The alphabetical index cards are filed in two sections; one section contains active cases and the other inactive - by reason of service or non-contact. All files are maintained by the family name.

A small barred detention room is provided in this Section to hold defendants until transportation can be arranged to the city jail. Some detainees are held in the office without being placed in the detention quarters.



WANTED CARD FILE IN WARRANT SECTION

Other than in the courts, cash bail can be taken only at precincts; however, bail bond can be accepted by the Warrants Section. If a warrant is issued to the "Prison Official", no bail is permitted.

Warrants are usually issued to "Prison Officials or to any Peace Officer of the Law."

After an arrest is made, the wanted card is removed from the active file, arrest data is noted and the card is returned to the inactive file. The arrest information is also noted in the register.

On criminal cases the subject arrested may be fingerprinted either at the Identification Division's first floor location or in the Warrants Section.

Upon completion of the arrest, the warrant is returned to the court with a copy of the arrest report made by the arresting officer.

V. Complaint/Receiving Desk

1. Duties and Responsibilities:

a. Assigns booking (arrest) and case numbers.

b. Maintains registers of booking and case numbers issued and assigned.

c. Receives all arrest reports and fingerprint cards from sections and precincts, records data, stamps on CRID file number, and assigns to appropriate sections for processing.

d. Receives teletype messages for distribution to appropriate sections for processing.

All incoming material, including arrest reports and fingerprint cards, pass through the Complaint/Receiving Desk located on the ground floor at the entrance to the building. It is at this location that the register log books are maintained. The Arrest Register Book contains the following information:

a. "Booking" number, in sequence
b. Submitting section or precinct
c. Name of arrestee
d. Name of Police Officer presenting identification documents to CRID Receiving Desk
e. Date of arrest
f. Arrest charge
g. Name of arresting officer
h. Arresting officer's section or precinct

An arrest "booking" number is assigned to the precinct by the Complaint/Receiving Desk at CRID upon request from the precinct which provides the name of subject arrested.

The Complaint/Receiving Desk maintains the following registers for the tallying and sequencing of records:

a. Clearance Register Book for applicant fingerprint records search which is maintained on a yearly basis; numbers change on the 1st of each year.

b. Activity Register. This is a register of all incoming fingerprint cards, arrest reports, and miscellaneous other material.

c. Booking (Arrest) Register. To assign and maintain order on arrest reports. Numbers are retained in this register and assigned to precincts as daily arrests are made.

X
263

d. Daily Activity Register

(1) Booking number
(2) Section or precinct
(3) Accused
(4) Charge
(5) Time in - when documents received
(6) Time out - when arrest report, etc. returned after classification of fingerprint and search of files - returned to desk for delivery to originating precinct with any notation of wants.
(7) Desk technician
(8) Disposition - as to whether subject wanted or not
(9) Receiving officer - precinct officer receiving the copy of the arrest report after processing.

e. Clearance Register

(1) Number
(2) Official receipt number
(3) Technician's initials
(4) Name of applicant
(5) Purpose of clearance

In 1963, the MPD processed 50,833 application clearances for record checks, excluding passports which are handled separately. Fingerprinting for clearance checks is accomplished at two tables in a location immediately inside the ground floor entrance to the building. Applicants must provide their own photograph in 1 x 1 or 2 x 2 size; this photograph is attached to the fingerprint card. The fingerprint card is the same type used for criminal arrests.

VI. Photographic Laboratory

The Photographic Laboratory and the Latent Fingerprint Section are both units of the Criminal Investigation Laboratory Division (CRID) of the MPD Service Bureau. However, they are

reported on in this section of the survey report because of their close relationship to the Record and Identification function.

1. Duties and Responsibilities:

   a. Crime lab photography - photographing of arrested persons for identification purposes, and the taking of identification photographs of departmental personnel.

   b. Crime scene photography - miscellaneous photographic requirements as deemed necessary by the department.

   c. Developing and printing of all photographs.

2. Personnel:

   The Photographic Laboratory is under the command of a detective sargeant and has a total of eight personnel. Five work from 7 A.M. to 3 P.M., one works from 3 P.M. to 11 P.M., and one works from 11 P.M. to 7 A.M.

3. Files:

   Files maintained by the Section include:

   a. Identity Photo Register

      (1) date
      (2) time
      (3) name of subject
      (4) photo number
      (5) charge - violation
      (6) initials of photographer
      (7) precinct or section of subject's arrest
      (8) "booking" number (arrest number)

   b. Negative file

      (1) Criminal Identification Photos. All identification photographs are front and profile head

views taken in two frames on 35mm film. The film is filed in rolls by the photo number.

(2) Crime Scene Photos. Negatives, usually 4 x 5, are filed in cabinets by case number.

This Section is presently in the process of transferring data from small worn out photo register books to a large permanent book, for the purpose of centralizing the number sequence data.

The following shows the volume of work handled by the Photographic Section.

	Quantity of Photographs Taken	
	August 1964	From January 1st thru June 30, 1964
Departmental personnel	77	200
Prisoners	828	4,677
Crime scenes	25	103
Traffic accidents	4	21
Fire scenes	5	39
Bodies	58	300
Exhibits	50	294
Vehicles	39	212
Photographs copied	3	14
Fingerprints - negative developed & printed	4	16
Ballistics - negatives developed & printed	2	95
Chemistry and drafting cases - photographed	3	14
Questioned documents	3	11
Pickpockets & wanted persons - in groups by respective gangs	6	189
Miscellaneous	35	121
Flash bulbs used	94	751
Court cases attended	21	119

	August 1964	From January 1st thru June 30, 1964
Single exposures by film type		
35mm	2,784	11,551
4 x 5	288	1,611
5 x 7	26	167
8 x 10	2	32
Photographic Printing		
2 x 2	60	716
4 x 5	610	3,380
5 x 7	52	346
8 x 10	6	85
Photographic enlarging		
4 x 5	790	5,557
5 x 7	70	487
8 x 10	42	252

VII. Latent Fingerprint Section

1. Duties and Responsibilities:

   a. Performs crime scene search for latent fingerprint impressions; develops, searches and preserves those latent prints found.

   b. Takes inked impressions both of individuals for elimination and of suspects for comparison.

   c. Compares latent and suspect impressions.

   d. Testifies in court on impression comparison cases.

2. Personnel:

   This Section is commanded by a patrolman and includes a total of seven personnel: three are civilian and four are patrolmen. Two civilians work from 8 A.M. to 5 P.M; two police work from 7 A.M. to 4 P.M.; two police work from 4 P.M. to 11 P.M. and one civilian works from 11 P.M. to 7 A.M.

3. The Latent Fingerprint Section prepares a technical report of its investigations in five copies and distributes them as follows:

   a. Crime Lab Administrative office - 1 copy.

   b. The Section of MPD making investigation of incident - 1 copy.

   c. Latent Fingerprint Section - 1 copy retained.

   d. Technician making the latent investigation examination - 1 copy retained.

   e. The Chief of Police - 1 copy on occasion.

4. Latent fingerprint technicians frequently will search through the Identification Section files inked fingerprints of suspects as well as employees obtained at a crime scene, and occasionally will attempt search of single latent impressions through these same files.

   Four of the seven technicians from this Section have received correspondence course training from the Institute of Applied Science. One female technician has a BS degree in Pharmacy and joined the Section eleven years ago after completing a correspondence course with IAS.

   From 1946 to 1957 this Section maintained a single fingerprint file presently consisting of over 11,000 single prints, or over 1100 individual persons. The filing of these "Battley" filed prints was discontinued in 1957. During its existence, it is not known that a comparison

was ever made against this file. The Section Chief is planning to reorganize and start new with the "five fingerprint system" for specific known criminals, however, no progress along these lines has been made to date.

The Section does not maintain a latent print file as such; all latent prints are filed in folders on 8 x 11 sheets of paper from which they were originally transferred at the scene. Each sheet bears the case number and date.

Latents are usually preserved by transparent lifting tape; if further investigation is necessary, they are then photographed for enlargement purposes.

Each technician has his own fingerprint kit. Section activities for August 1964 were as follows:

a. Field Post-Mortem & Laboratory fingerprint Investigations 106
   (1) Cases with positive findings 40
   (2) Cases with negative findings 66

b. Latent print examinations 150

c. Fingerprint examinations against fingerprints in files of the Identification Section. 165

d. Persons fingerprinted for elimination purposes 125

e. Latent fingerprints photographed 30

f. Expert testimony in court 2

This Section handled 1,536 fingerprint cases between July 1, 1962 and June 30, 1963.

X
269

PROBLEMS AND RECOMMENDATIONS

Problem:

It has been well established that police statistics are a vital management tool. The MPD reports observed appear to lack sufficient information. Furthermore, considerable inaccuracy was noted. This is not because the information is not available but because it has not been properly presented. The only statistics observed relating clearances to crimes were developed as a result of the requests of the Survey Team and these are in such general terms as to be almost useless. There are no other types of arrest summaries, e.g. by types of crimes, location of arrests, etc. Consequently, crime statistics are not compiled in such a form as to be useful. Obvious lack of understanding is prevalent in the compilation of statistical data.

Recommendations:

To assist in compiling crime and arrest figures for statistical purposes, the following forms and procedures are recommended:

Monthly Crime and Clearance Statistical Report Form

1. Purpose: To compile crime statistics for use as a police management tool to show crime grouping, classification and clearance. To record the crimes that occur in order to establish crime trends so that police measures may be taken to combat and reduce such offenses.

2. When Required: (Frequency) This report form is to be prepared at the beginning of each month. Current and

previous months' figures should be shown as well as year to date this year and last year of crime activities by the specific reporting jurisdiction.

It is compiled from the appropriate registers and reports.

3. Distribution:

a. This form should be prepared in three copies. Two copies will be submitted to the CRID by all precincts and reporting sections. One copy will be retained by the submitting jurisdiction.

(1) Of the two copies submitted to the CRID, the original will be retained in a folder, filed by precinct or reporting section and date. The second will be submitted to the statistical gathering unit for consolidation into one monthly report which will reflect crime and clearance for the entire city.

b. Consolidation can be accomplished in two separate reports; one showing crime comparison by reporting jurisdiction and the other a total reflection of city crimes. The reports should be distributed to units of the Police Department as required and compiled into an annual police report.

4. Preparation: A tally worksheet may be used for easier and more accurate tabulation and the figures then transferred

to the monthly report.

a. Reports should list precinct or jurisdiction reporting in the upper left of the form.

b. The month and year of the report figures should be indicated in the upper right of the form.

c. The left hand column should contain names of the crime classification for part 1 extending on down to parts 2, 3 and 4 of a standard crime classification category which should be developed by the department. (A proposal is submitted for consideration.)

d. Column 1 should record offenses reported or known to the police. This column should include all offenses (crimes and attempts) for the month. It should include any crimes which happened in previous months, the commission of which was learned during the current month. Each entry on record should be examined to be sure of the correct classification; the total is then inserted in column 1 opposite this classification.

e. Column 2 - unfounded false or baseless complaints - tally here all cases proven to be non-existent, issued without cause, etc.

f. Column 3 - number of actual offenses - - list here the results of column 2 subtracted from column 1 - the resultant figure is the total of actual offenses committed.

g. Column 4 - cleared by arrest or otherwise - indicate here the total cases indicated in column 3 that have been cleared by arrest or otherwise cleared (complaint dropped - settled out of court, etc.). DO NOT list the number of arrests - only the number of crimes for the particular category that have been "cleared".

h. Column 5 - not cleared - indicate here the results of column 4 subtracted from column 3. This will provide the number of cases still pending.

i. Column 6 - not cleared during a previous period, but cleared by arrest or otherwise during this period. If a case reported in a previous month was not cleared during that month but was cleared during any subsequent month, indicate those cases cleared during the reporting period (for a previous period) of that particular crime classification.

Monthly Arrest Tabulation Report

1. Purpose:

   a. To show arrest grouping by crime and sex.

   b. To account for arrests that occur and their relation to offenses/crimes known.

2. When Required: This report form is prepared at the beginning of each month for the previous month's activities by the specific reporting agency. The report is prepared from the Arrest Register and Arrest Report.

3. Distribution: Refer to distribution section under Crime reporting.

4. Preparation:

   a. Reports must list precinct or jurisdiction reporting in the upper left corner.

   b. The month andyear of the report figures are indicated in the upper right.

   c. The left hand column contains names of the crimes classified in two parts.

   d. Column 1 - Male - indicate total male arrests by specific crime classification.

   e. Column 2 - Female - indicate total female arrests by specific crime classification.

   f. Column 3 - total - list the total of columns 1 and 2 to reflect total arrests.

   g. Column 4 - Released - no charges filed - indicate total persons released after being arrested in which no charges were filed.

   h. Column 5 - Released on bail - to answer charges.

   i. Column 6 - Held for court on charges.

MANILA POLICE DEPARTMENT
MONTHLY ARREST TABULATION FORM

REPORT FORM NO._____ MONTH _____

REPORT OF ARREST

CLASSIFICATION OF OFFENSES	1. MALE	2. FEMALE	3. TOTAL	4. RELEASED NO CHARGE	5. RELEASED ON BAIL	6. HELD FOR COURT
PART I - TOTAL						
MURDER, PAR & INFCDE						
FORCIBLE RAPE						
ROBBERY-PERSON						
ROBBERY-THINGS						
PHYS INJ-SERIOUS						
PHYS INJ-LESS SERIOUS						
THEFT-OVER ₱50						
THEFT-UNDER ₱50						
PART II - TOTAL						
FIREARMS,ILLEG.POSS.						
EXPLOSIVES,ILLEG.POSS.						
DEAD.WEAP.CONCEALING						
ASSAULT RESIST AUTHOR.						
ESTAFA						
PART III - TOTAL						
PROSTITUTION						
GAMBLING						
NARCOTICS						
VAGRANCY						
DRUNK						
PART IV - TOTAL						
COERCION						
SLANDER						
THREAT						
UNJUST VEXATION						
TRESPASSING						
MALTREATMENT						
ALL OTHER FELONIES						
ALL OTHER ORDINANCES						
TOTAL I, II, III & IV						

X
275

MANILA POLICE DEPARTMENT
MONTHLY CRIME AND CLEARANCE FORM REPORT

REPORT FORM NO._____ MONTH _____

CLASSIFICATION OF OFFENSES	1. OFFENSES REPORTED OR KNOWN TO POLICE	2. UNFOUNDED FALSE OR BASE-LESS COMPLAINTS	3. NUMBER OF ACTUAL OFFENSES	4. CLEARED BY ARREST OR OTHERWISE	5. NOT CLEARED	6. NOT CLEARED OTHER PERIOD NOW CLEARED BY ARREST
PART I - TOTAL						
MURDER, PAR & INFCDE						
FORCIBLE RAPE						
ROBBERY-PERSON						
ROBBERY-THINGS						
PHYS INJ-SERIOUS						
PHYS INJ-LESS SERIOUS						
THEFT-OVER ₱50						
THEFT-UNDER ₱50						
PART II - TOTAL						
FIREARMS, ILLEG.POSS.						
EXPLOSIVES, ILLEG.POSS.						
DEAD.WEAP.CONCEALING						
ASSAULT RESISTAUTHOR.						
ESTAFA						
PART III - TOTAL						
PROSTITUTION						
GAMBLING						
NARCOTICS						
VAGRANCY						
DRUNK						
PART IV - TOTAL						
COERCION						
SLANDER						
THREAT						
UNJUST VEXATION						
TRESPASSING						
MALTREATMENT						
ALL OTHER FELONIES						
ALL OTHER ORDINANCES						
TOTAL I, II, III & IV						

Problem:

Space is becoming acute and fingerprint files are overloaded.

Recommendation:

Remove wall between the Identification Section and the hallway to provide additional space for filing cabinets and filing shelves for this section. The ground floor of the new wing, when constructed, could serve as additional space for the Records Section combining the Fingerprint and Records Sections into a centralized police records repository.

Problem:

Fingerprint classification and name index files lack index tabs.

Recommendation:

1. Supply 3 x 5 alphabetical filing index letter tabs to facilitate name search.
2. Supply classification formula 8 x 8 index file tab cards to facilitate classification search.

Problem:

Existing fingerprint tables tire technicians due to low level and steep slope.

Recommendation:

Remodel or reconstruct fingerprint classification tables by extending height 2 - 3 inches with several degrees less slope.

Problem:

Fingerprint technicians lack fingerprint classification text reference material which causes considerable delay in the classification process.

Recommendation:

Supply ten copies of the FBI fingerprint classification book, "Science of Fingerprints", one for each technician, one for Section and Division Chiefs, and one office copy.

Problem:

Fingerprint technicians are hampered in classification by lack of magnifiers and hairline coding discs.

Recommendation:

Supply fingerprint magnifiers and Hairline Henry Classification discs.

Problem:

Numerous file folders are maintained on the top of file cabinets for lack of filing equipment.

Stolen property index cards are retained in open drawers on top of cabinets for lack of filing equipment.

Recommendations:

1. Procure additional file cabinets both for 3 x 5 index and legal file size to eliminate the crowded file conditions and provide more efficient filing and recovery operations.
2. Review possibility of filing accident reports in separate file from case reports.

Problem:

Division issues a wanted bulletin and considerable other duplicated material but does not possess a duplicating machine.

Recommendation:

Provide hectograph machine for the issuance of the wanted bulletin as well as other divisional requirements, such as preparation of the criminal history report.

Problem:

The Photo Gallery appears to contain photographs that are not pertinent, such as photographs of normal vagrants and other petty criminals, resulting in overcrowding of the present Kardex files.

Recommendations:

1. A detailed survey should be made of the photo crime type files to determine which photographs, such as those of vagrants, can be eliminated from the Kardex files which should contain only photographs of persons involved in crimes of a more serious nature, such as crimes of violence.
2. Consideration should be given to filing photographs on 3 x 5 cards by crime and description types rather than limiting photos to the Kardex file.

Problem:

The Photographic Laboratory lacks sufficient space, personnel and equipment to perform the volume of work required by a large municipal police department. One manifestation of its inadequacies

is demonstrated in the fact that it is two year's behind in printing crime photographs.

Recommendation:

Reorganization and expansion of the Photographic Laboratory to include assignment of 3 additional personnel and the provision of adequate equipment to enable it to perform its job.

Problem:

Due to lack of fingerprint classification and search personnel, the numerous applications for clearance are being delayed as much as fourteen days.

Recommendation:

Employment of five additional fingerprint technicians to work the evening shift to speed up and eliminate the backlog of work in fingerprint classification, search, and document preparation.

Problem:

Arrest reports for "individual files" are combined together and filed in books by the subject's identification number; another copy of the arrest report is filed separately in the arrest report files by arrest number, resulting in unnecessary duplication. In the case of the "individual file", considerable time is required to remove the fasteners, take out the individual folder, locate earlier arrest reports, combine the new arrest report with them, insert the combined arrest reports, and replace

OLD ARREST REGISTER FILE

X 281

the file in the book. This is all done without recapitulating the subject's individual arrests and dispositions.

Recommendations:

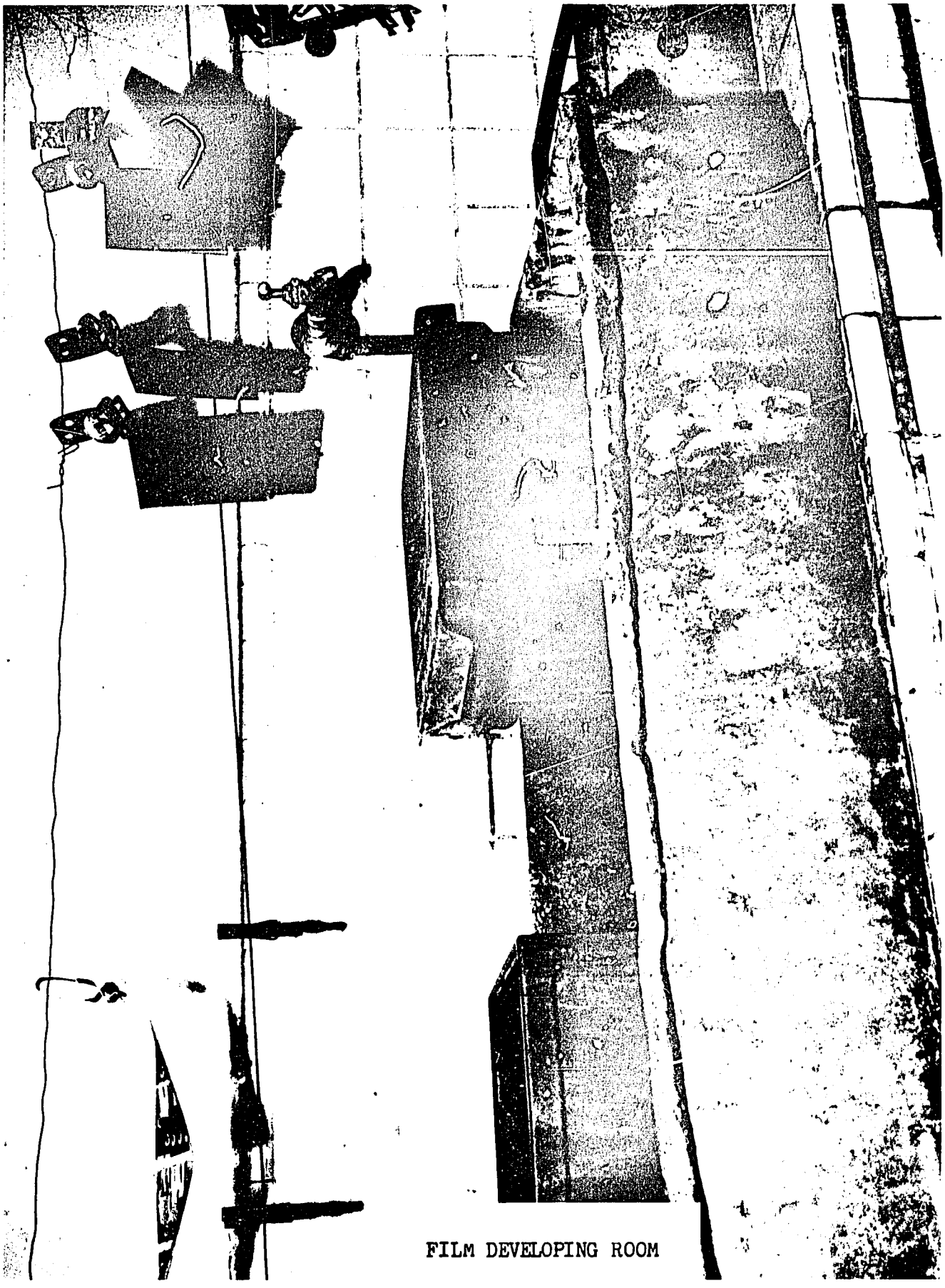
1. Establish an individual folder file, filed by "R" (identification) number only after subject is involved in crime a second time.
2. Do not issue an identification number until the arrestee's second offense.
3. Establish the individual folder when the identification number is assigned.
4. The folder should contain a criminal history report on a "hecto duplication master", and other pertinent information as necessary. As many copies as needed could be printed from the "hectomaster" and additional arrest information could be added easily to this master stencil.

Problem:

Most of the report forms are printed on an inferior grade of mimeograph paper which makes them difficult to read, easily susceptible to deterioration, and requires additional filing space since the paper is thick.

Recommendation:

Review record forms for revisions and have modified standardized forms printed on a better quality and thinner paper.



FILM DEVELOPING ROOM

Problem:

There are no written regulations or work manuals containing procedural and operational direction for processing of police records.

Recommendation:

Review in detail all records procedures for effectiveness and based on findings, prepare a workable manual of records procedure.

Problem:

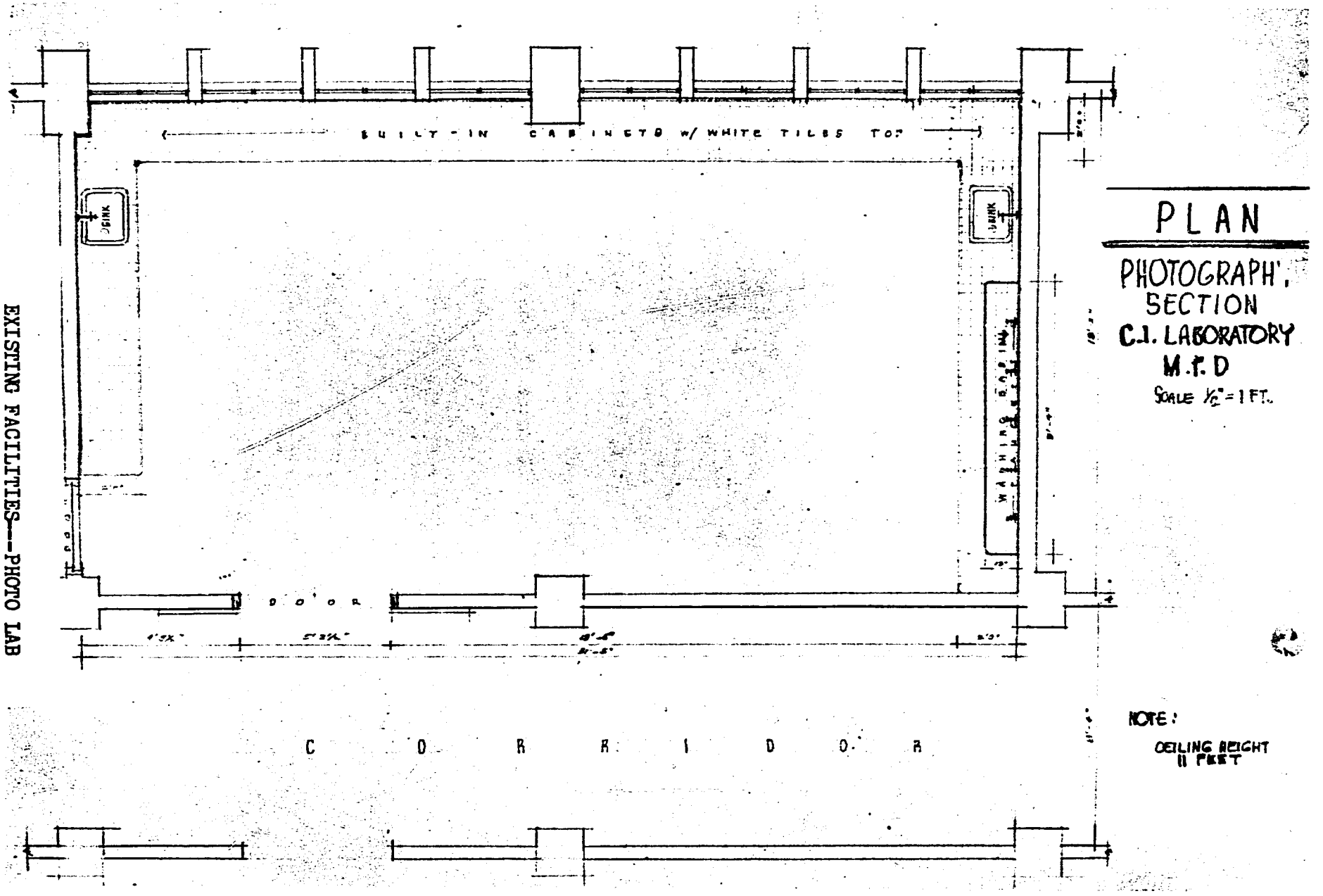
The MPD has submitted no fingerprint cards to the NBI for central filing since the NBI stopped providing the fingerprint forms. This deprives the MPD and other police agencies of the benefits of centralized nationwide police records.

Recommendation:

Re-establish within precincts and appropriate sections of MPD the practice of submission of an extra fingerprint card, routed to the CRID through the present channels, for forwarding to the NBI. (It should be mentioned that initiation of this practice may result in an NBI need for additional fingerprint technicians to handle the increased load of approximately 2,000 to 3,000 fingerprint cards per month.)

Problem:

The MPD record files appear to include an excessive amount of out-dated and unimportant information.



EXISTING FACILITIES--PHOTO LAB

X
285

Recommendation:

Study in detail the possibility of microfilming certain records such as arrest, crime, and other reports of varying ages and categories and then destroying outdated records.

Problem:

Present procedure calls for each person arrested being brought to the Criminal Investigation Laboratory Photo Section for photographing. This causes excessive waste in time and money in transporting the arrestee to be photographed.

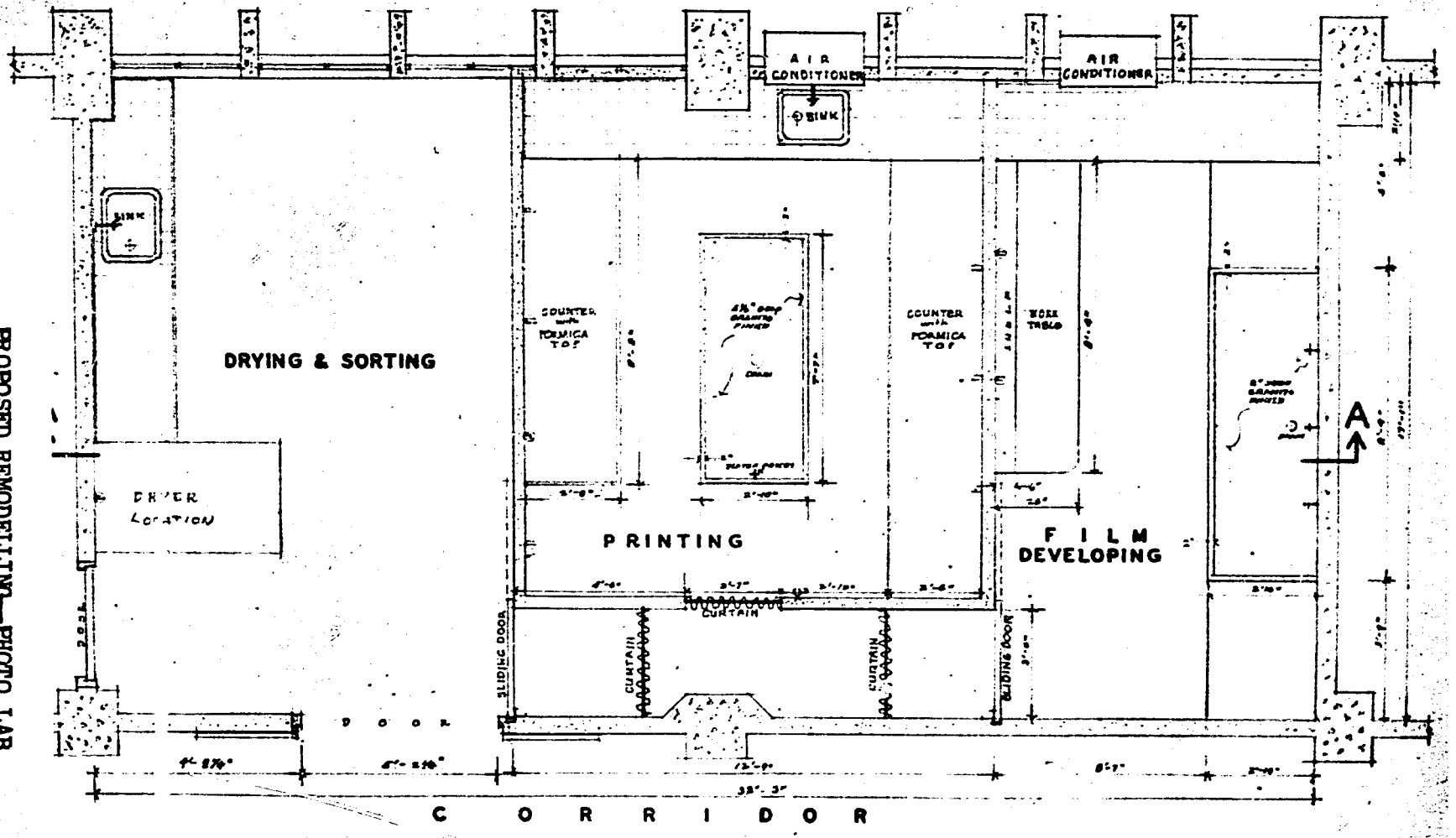
Recommendation:

Maintain cameras at precinct level for the purpose of taking identification photographs. A photo number could either be the same as the present case number or could be issued separately as a photo number. Additional study would be required before recommendations could be made for type of camera equipment to be utilized. However, film exposed at the precincts should be returned daily to the Central Photo Laboratory for processing.

Problem:

The facilities and equipment of Photo Section are in a deplorable condition for a department of this size. Film is being developed and printed in a stuffy, non-airconditioned room at temperatures above 80°, as the airconditioning equipment has long since ceased to operate. Rooms presently being utilized as photographic darkrooms were designed for anything other than for what they are used which results in poor quality,

PROPOSED REMODELING



PROPOSED REMODELING—PHOTO LAB

PLAN
PHOTO DARK ROOM
SCALE 1/2"=1 FT.

LEGEND:
- WATER FAUCETS
- CONVENIENCE OUTLETS
- SAFETY LIGHTS SWITCH

X 287

unstable film and prints. Camera equipment on hand is generally of the 1945 era. While it has been utilized quite well during the 19 years, it is now in need of replacement.

Recommendations:

1. Remodel the 605 sq. ft. room, located in the confines of the Photo Section, into a modern photographic laboratory equipped to provide for the photo needs of a police department of this size. Three separate rooms are needed - one for film developing, one for printing, and the third for drying, sorting and office space. Remodeling cost is estimated at ₱8,000 ($2,000). Dark rooms should be painted with glossy light blue washable enamel, passageway should be painted with flat black washable paint. (Plans for recommended remodeling are enclosed).
2. Assign additional personnel, provide equipment and supplies to enable operation of the photo lab in a manner in keeping with the needs of a department of this size. The provision of needed equipment should be accompanied by appropriate instruction to increase operational efficiency. (A list of needed commodities is enclosed.)

Problem:

For the amount of cases handled, the Latent Fingerprint Unit has a serious lack of modern latent fingerprint investigative equipment. Most of the technicians have made themselves a simple fingerprint kit, but lack quality brushes. Although a good hand-made fuming cabinet is available in the unit, there

are no portable fumers for field operations.

Recommendation:

Provide modern latent fingerprint investigative equipment including good quality brushes and one portable fumer for use in field operations.

Problem:

The Warrants Section appears to be quite slow with an average of one service per officer per day, and a tremendous backload of unserved warrants.

Recommendation:

Make a detailed study to determine means of expediting service.

Summary

Generally, most of the Records Division's procedures are operative and records can be found. However, usable administrative type records are not being compiled. Closer working study would reveal methods for accomplishing these procedures in less time and more efficiently. Most sections appear to lack personnel and additional study should be carried out along these lines. Overhead fans would add much comfort and thus efficiency, especially during the hot months, as would chairs and paint. Differences of opinion have been noted by MPD personnel when establishing records routing and procedures and regulations; for this reason and for the purpose of centralizing and standardizing operations, a work manual including detailed regulations

on operational procedures is needed and would be of great assistance in establishing good working patterns.

A detailed list of equipment and supplies required for the CRID follows.

EQUIPMENT AND SUPPLIES NEEDED BY C.R.I.D.

Reference: Simmons Omega, Inc.
257 Park Ave. South
New York, 10, N.Y.
FSC Group 67 Part III
Contract No. GS-00S 38710
GSA Dist. - Code C-71

QTY		Description	Unit Price	Total	Pesos
2	ea.	Omega Enlarger, Cat. No. 710, Automaga D-3V (Variable Condenser system)	337.50	675.00	2,700
1	ea.	Pro-Raptar, Wollensak, 50mm f-4,0, #1740 lens	76.00	76.00	304
1	ea.	Lens mount and Auto Focusing Track. No. 3700, for 50mm lens - Mount with above lens (Item No. 2)	24.00	24.00	108
1	ea.	Pro-Raptar, Wollensak, 90mm No. 1741 lens	89.15	89.15	357
1	ea.	Lens mount and Auto Focusing Track, No. 3702, for 90mm lens - Mount with above lens (Item 4)	27.15	27.15	109
1	ea.	Pro-Raptar, Wollensak, 135mm No. 1743 lens	102.85	102.85	412
1	ea.	Lens mount and Auto Focusing Track, No. 3705, for 135mm lens - Mount with above lens (Item 6)	29.35	29.35	117
6	ea.	Lamps, opal, 150 W,No. 6402 (GE-212 or Sylvania E-11), 115 v.	.65	3.90	16
12	ea.	Lamps, opal, 75 W, No. 6401, 115 v (GE-211 or Sylvania E-10)	.60	7.20	29
1	ea.	Film holder, glassless, 4x5" (Sandwich type) #5400	10.30	10.30	41
1	ea.	Film holder, glassless 2-1/4x 2-1/4" #5400 (Sandwich type)	10.30	10.30	41
1	ea.	Film holder, glassless, rapid shift type, No. 5402 (1), 35mm	14.30	14.30	57

X
291

QTY	Description	Unit Price	Total	Pesos
2 ea.	Easel, Omega No. 7262, 11 x 14"	67.50	135.00	540
2 ea.	Dust Cover, Omega D-3V, No. 7206	4.10	8.20	33
	Reference: Graflex, Inc. 3750 Monroe Ave. Rochester, N. Y.			
2 ea.	Film, holder, graphic roll "23", No. 1244	35.75	71.50	295
2 ea.	Knobs, exposure counter for above film holder (spare parts)-price estimated	2.00	4.00	16
2 ea.	Dark slides (for above film holders)-price estimated	3.00	6.00	24
2 ea.	Film holder, Grafmatic, 4x5", No. 1268	31.95	63.90	256
4 ea.	Adapter, film pack,Graphic 4x5", No. 1234	15.95	63.80	256
1 ea.	Tripod, flip lock, Model PT No. 4510	39.75	39.75	160
2 ea.	Outlet, expand-o-cord, solenoid No. 2809 36"-price estimated	3.00	6.00	24
3 ea.	Clip support, expand-o-cord, No. 2711 - price estimated	1.00	3.00	12
2 ea.	Bayonet, expando-o-cord outlet (ASA) No. 2808, 36" - price estimated	2.00	4.00	16
	Reference: Industrial Timer Corp. 1407 McCarter Highway Newark, N.J.			
1 ea.	Timer, photo equipment, professional model P-59, Time-O-lite	37.50	37.50	150
2 ea.	Plug male special for remote outlet (for item 31)-price estimated	1.00	2.00	8
	Reference: Eastman Kodak Co. Rochester, N.Y. 1964 Catalog			
1 ea.	Lamp, Kodak Utility Safelight Model C	17.50	17.50	70

QTY	Description	Unit Price	Total	Pesos
1 ea.	Bracket, for Kodak Utility Safelight	3.95	3.95	16
1 ea.	Filter, safelight OC, 10x12", for Mod. C	7.75	7.75	32
9 ea.	Lamps, Dark room Kodak,5-1/2"	5.50	49.50	200
10 ea.	Filters, Kodak OA,-5-1/2"	3.75	37.50	152
2 ea.	Timers, Kodak interval	11.95	23.90	96
24 ea.	Bulbs,safelight, 15w,115v	.25	6.00	24
12 ea.	Bulbs,safelight, 25w, 115v	.25	3.00	12
3 ea.	Thermometers, Kodak tank and tray	1.75	5.25	21
40 ea.	Clips, Kodak flexo film	.40	16.00	64
12 ea.	Hangers, Kodak sheet and film pack developers, No. 6	2.00	24.00	96
20 ea.	Hangers, Kodak sheet film No. 4A 4x5 size	3.00	60.00	240
6 ea.	Cleaner, Kodak lens, 1 oz. polyethylene squeeze bottle	.85	5.10	20
1 ea.	Hood, Kodak lens, for Graphic 135mm lens, series 6	2.75	2.75	12
1 ea.	Filter, Kodak K-2 series 6	3.15	3.15	13
1 ea.	Filter, Kodak A (red) ser. 6	3.15	3.15	13
1 ea.	Lens,Porta, 1 plus,series 6	4.25	4.25	17
1 ea.	Lens,Porta, 2 plus,series 6	4.25	4.25	17
1 ea.	Lens,Porta, 3 plus,series 6	4.25	4.25	17
1 ea.	Lens, Telek,1 minus,series 6	4.25	4.25	17
1 ea.	Lens, Telek,2 minus,series 6	4.25	4.25	17
1 ea.	Lens, Telek,3minus, series 6	4.25	4.25	17
2 cases	Film, Royal Pan, 4x5" (100 sheets per pkg.-10 pkgs per case)	135.00	270.00	1,080
5 pkgs.	Film, contrast process pan, 4x5" (100 sheets per pkg.)	13.50	67.50	270
2 cases	Pack, film 4x5" plus X, PX523 (12 exposures per pack-50 pkgs. per case)	182.50	365.00	1,460
2 cases	Developer, film, D-76, cans to make 1 gal. stock solution (24 cans per case)	26.40	52.80	212
1 case	Replenisher, D-76R, cans to make 1 gal.stock solution	26.40	26.40	105
1 case	Developer, Dektol,(paper developer) cans tommake 1 gal. stock solution	26.40	26.40	105
12 bot.	Stop bath, Universal, w/indicator (16 oz. bot.)	1.20	14.40	57

QTY	Description	Unit Price	Total	Pesos
24 pkgs.	Hypo clearing agent, (ea. pkg. to make 5 gal. working solution)	.90	21.60	86
5 bot.	Solution, photo-flo 200, 16 oz. bot.	1.00	5.00	20
2 cubi-tainer	Fixer, Kodak Rapid, 5 gal. cubitainer pkg. solution A	13.55	27.10	108
2 cubi-tainer	Fixer, Kodak Rapid, 1 gal. cubitainer pkg. solution B	4.15	8.30	33
1 ea.	Kit, Kodak dispenser, tub, for cubitainer pkg.	5.10	5.10	20
10 pkgs.	Developer, contrast, D-11, ea. pkg. to make 1 gal. stock solution	1.05	10.50	42

Reference: Burke & James Inc.
321 So. Wabash Ave.
Chicago 4, Ill.
Catalog No. 662.-A

8 ea.	Bottles, unbreakable plastic photo storage, 1 gal size, No. 96020 A W/3Y	6.75	54.00	216
2 ea.	Pitcher, pouring and mixing, stainless steel, 1 gal. size, No. 8750-A (U)	21.90	43.80	175
2 ea.	Tank, Nikor roll film developing, 12-1/2" w/lift rod, No. 8922-A (w)	13.25	26.50	106
10 ea.	Reels, exp., 35mm X 36, stainless steel, No.8910-A	4.95	49.50	200
8 ea.	Reels, stainless steel, 120 size, No. 8910	4.95	39.60	160
2 ea.	Trays, developing, 8x10" styron plastic, No.9020-A(3Y)	2.25	4.50	18
3 ea.	Trays, developing, 11x14" styron plastic, No.9021	4.50	13.50	54
2 ea.	Trays, developing, 16x20" styron plastic, No. 9023	8.95	17.90	72
1 ea.	Tray, styron hypo, 14x17x6" No. 9026-A	12.95	12.95	52
3 ea.	Timer, solar interval, No. 9112-AA	10.80	32.40	130
1 ea.	Outfit, developing, Model 507 Morse, consisting of-3 hard-rubber tanks, 2 floating covers, 1 light-tight film holder w/cover	92.50	92.50	370

QTY		Description	Unit Price	Total	Pesos
		Reference: Arkay Corp. 1570 South First St. Milwaukee 4, Wis. Catalog No. 62			
1	ea.	Washer, film, Arkay Model 58-S, stainless steel	39.75	39.75	160
		Reference: Dayton, Inc. Weston Instrument Div. 614 Frelinghuysen Ave. Newark 12, N.J.			
1	ea.	Exposuremeter, photoelectric Weston Univ. Model 745	35.95	35.95	144
		Reference: Burke and James, Inc. 321 So. Wabash Ave. Chicago 4, Ill. Catalog No. 622-A			
1	ea.	Washer, Pakolux print, w/stainless steel tank No. 8134-A, 115v, 50 cycle	425.00	425.00	1,700
1	ea.	Dryer, rotary, Pakonomy Model 26,No.8503-AA, 115v, 50 cycle	630.00	630.00	2,520
1	ea.	Apron, for Pakonomy No. 26, No. 8518-AA, No. 52.151	18.00	18.00	72
10	roll	Fingerprint lifting tape 1 inch x 10 years clear	.75	7.50	30
5	ea.	Latent fingerprint kits - Sirchie Fingerprint Laboratories, Inc. Berlin, New Jersey	59.50	297.50	1,190
10	ea.	Fingerprint magnifiers 4.5 power - George F. Cake Co. Berkeley, Cal. #A4321	18.50	185.00	740
10	ea.	Henry Dispositive discs - George F. Cake Co. #A4322	5.00	50.00	200
1	ea.	Illuminated Magnifier Model DSV	81.75	81.75	327
6	ea.	4 watt flourescent lighting fixtures for Magnifier George F. Cake Co.	8.00	48.00	192

295

QTY	Description	Unit Price	Total	Pesos
200 cards	Blank guide cards 8x8 metal tab	.46	92.00	368
2 sets	Fingerprint guide 8x8 consisting of 6000 guides, divisions by primary, subsecondary and extensions - Geo. F.Cake Co. "8152	890.00	1,780.00	7,120
1 ea.	Film holder glassless, 2-1/4x3-1/4, (sandwich type) estimated cost	5.00	5.00	20
1 ea.	Verifax copier - Kodak Letter size paper-both printing and matrix Legal size paper-both printingand matrix Chemicals - Estimated cost	400.00	400.00	1,600
1 ea.	Faurot Foto Focuser No. 450 Faurot, Inc. New York,N.Y.	29.00	29.00	116
2 ea.	Speed Graphic outfit to include Graphlex shutter 4.7 optar lens 135mm with selector synchronizer and solenoid. Carrying case graphex back. Graphic flash unit, 3 cell with mounting bracket. 5" reflector for bayonet base lamps. 7" reflector for screw base lamps.	500.00	1,000.00	4,000
20 ea.	Riteway graphic cut film holders 4x5	4.20	84.00	336
2 ea.	Polaroid land 4x5 film holder #500-estimated cost	30.00	60.00	240
10 ea.	P/N (positive-negative) Packets of 12 sheets 4x5, 20 sec Polaroid film	6.95	69.50	278
10 ea.	Film packets of 12 sheets 200 film speed, 10 sec Polaroid film No. 52	5.90	59.00	240
4 ea.	Film packets of 12 sheets 3000 film speed, 10 sec Polaroid film	6.45	33.60	136
6 ea.	Zephr (treated-glass tilaments)fingerprint brushes Geo Cake Co. #A1038	4.95	29.70	120

QTY		Description	Unit Price	Total	Pesos
15	ea.	Drawer double compartment fingerprint files	277.50	3,855.00	15,420
10	ea.	Drawer double compartment 3x5 index card file	295.00	2,950.00	11,800
1	ea.	Contact printer 8x10 Rexo Burke & James #7301-A(W)	119.50	119.50	478
10	ea.	Legal size compartment filing cabinet	60.00	600.00	2,400
		TOTAL		$16,080.15	₱ 64,362

"One factor often left out of the analyses in the discussions is the role of law enforcement in socio-economic growth. Yet internal peace and order are as strategic to development as the other factors .... "The successful promotion of a socio-economic program...demands as a necessary element the enhancement of the organized capabilities of our law enforcing agencies; namely all those that engage in the prevention of crimes, in the apprehension of criminals and in the detection and investigation of criminal acts and tendencies....

"The other factor behind the incalculable importance of our law enforcing agencies in the process of economic development lies in the obviously adverse effects of crime on economic development itself."

Sixto K. Roxas

Former Chairman, National Economic Council

December, 1963

CHAPTER FIFTEEN

TRAFFIC MANAGEMENT

SUMMARY OF RECOMMENDATIONS

Adequate Budgeting and Funding for

1. Long range studies and planning for needed police supervision, new traffic facilities, such as through streets, belt-ways, bridges, grade separations, signals and off-street parking, with priority listing of most urgent requirements, detailed cost estimates, and protection of rights of way.
2. Renovation of existing streets and roadways, with annual scheduling of maintenance, resurfacing, paving, and signal system improvements.
3. Annual scheduling of improvements to overcome present deficiencies, particularly to replace antiquated signal systems, and for needed redesign of selected intersections.
4. Annual scheduled maintenance, replacement and augmenting of motor vehicle and other equipment.

Provision - Possibly Through Private Investment - of

5. Central Bus Terminal Facilities
6. A rapid mass transportation system, separated from street levels.
7. Adequate off-street parking facilities.

Passage of City Ordinances to

8. Authorize all police to order immediate tow-service removal of traffic obstructions, including disabled vehicles in traffic ways.

9. Require semi-annual safety inspections of all vehicles using Manila streets.

10. Reserve an easement over all property adjoining traffic ways for underground service facilities, removing such facilities from under paved surfaces.

11. Require that all new structures provide adequate off-street parking facilities for occupants and clients, as a condition to issuance of building permits and approvals.

12. Require issuance by the City as a control and regulating measure of a franchise to, and payment of an annual fee by, all public passenger carrying and cargo vehicles using Manila streets.

13. Completely revise and modernize the traffic code of the City of Manila.

14. Improve driver testing and controls by the Land Transportation Commission, initiate use of clinical interviews for problem drivers and continue action for the early establishment of a central driver's record file to be available for immediate use by all enforcement agencies.

15. Review by the Public Service Commission of certificates of public convenience presently issued for Manila with the objectives of replacing small passenger carrying units with larger, more efficient units, and reducing the number of operators, plus constant rigid enforcement of conditions of certificates and withdrawal of certificates from habitual violators.

16. Reorganize the Police Traffic Bureau to increase efficiency and provide required equipment and physical facilities, including radios.
17. Improve traffic accident reporting and investigation with trained, equipped, mobile accident investigation squads.
18. Rigid, impartial traffic law enforcement by all uniformed Manila police with emphasis on violations contributing to congestion and accidents.
19. Establish an accident location file and a separate fatality file of complete accident reports, prepare complete 6-months accident summaries, monthly and 6-months complete enforcement summaries, compare and analyze these and maintain current accident and enforcement spot maps in the Records and Statistical Section of the Traffic Bureau.
20. Greatly enlarge and improve the traffic education program.
21. Improve traffic court records procedures, provide case dispositions to police and regularly publish audits of dispositions.
22. Release police from manual traffic direction at all locations suitable for modern traffic signal direction, and assign to traffic enforcement duties.

TRAFFIC MANAGEMENT

Appraisal of the Situation

A. Major Factors Contributing to Congestion, Delays and Consequent Accidents Are:

1. Inconsiderate and illegal actions by vehicle operators and pedestrians, including widespread ignoring of traffic signals and rights of way, indiscriminate parking or stopping of vehicles in traffic ways and unsafe pedestrian actions.
2. Weaving from one lane to another, particularly by taxis and jeepneys, some of which is caused by efforts of drivers to avoid holes and breaks in street paving.
3. Taxis and jeepneys cruising for the purpose of soliciting business.
4. The great number of jeepneys operating in the City.
5. Vehicles disabled in traffic lanes and left standing - estimated at 40 to 50 per day - which evidences unsatisfactory maintenance and inadequate road worthiness.
6. The presence of slow-moving horse drawn vehicles in heavy traffic.
7. The lack of adequate off-street parking facilities.
8. The irregular street pattern of the City, which reduces the efficiency of traffic signalization.
9. The concentration of traffic at bridges crossing the Pasig River.
10. The lack of protected thru-way and belt-road facilities.

PUBLIC SERVICE VEHICLES

ANNUAL TOTALS AS OF JUNE 30

PUBLIC SERVICE COMMISSION FIGURES

TYPE			CITY OF MANILA 1960	1961	1962	1963	1964	PHILIPPINES 1960	1961	1962	1963	1964
PUB-PUJ	BUS	No. of Operators	3,578	3,578	3,578	3,614	3,614	5,560	5,534	5,627	5,662	5,904
	JEEPNEY	No. of Units	10,562	10,562	10,612	11,177	11,177	22,770	22,878	23,522	25,458	25,697
AUTO-CALESA	JEEPNEY 7 Pass. Limit		1,319	1,319	1,319	1,333	1,333	4,021	4,076	4,223	4,485	4,623
			2,268	2,268	2,268	2,348	2,348	8,515	8,689	9,340	10,297	10,901
TH -	TRUCK for Hire		518	518	518	593	629	1,852	1,880	1,988	2,603	2,743
			1,026	1,026	1,326	1,892	2,276	4,333	4,473	4,969	6,075	6,957
PU -	Passenger CAR -Rental		71	71	71	71	71	425	427	439	435	436
			105	105	105	105	105	874	879	891	921	924
TC -	CARGO TRUCK - not for Hire		25	25	25	26	26	25	25	25	26	26
			266	266	266	271	272	266	266	266	271	272
TAXI -			60	63	76	76	76	113	118	123	138	143
			2,485	2,890	2,890	2,890	2,890	3,730	3,857	3,891	4,072	4,139
GARAGE -	Passenger CAR for Hourly Rental		3	3	3	5	7	9	10	10	13	16
			25	25	25	48	74	59	64	70	98	126
SCHOOL BUS			-	-	-	-	59	-	44	60	70	68
			-	-	-	-	245	-	166	224	248	265
TOTAL			5,574	5,577	5,590	5,718	5,815	12,005	12,114	12,487	13,632	13,959
			16,737	17,142	17,492	18,731	19,387	40,547	41,272	43,173	47,440	49,280
NET CHANGE - 1960 to 1964							+4%					+18%
							+16%					+22%

9/9/64-GEM

Public Service Vehicles

11. The presence and activities of street vendors in the traffic ways.
12. Congestion attendant to traffic collisions.
13. The lack of modern, non-street level mass transport facilities.
14. The present deplorable condition of street surfaces and gutters in many areas of the City.

B. Mass Transport Facilities are contributing heavily to present traffic problems in the City of Manila. The proliferation of passenger carrying vehicles and ownership increases the difficulties of routing, scheduling, maintenance and controls. As of June 30, 1964, a total of 19,387 public service vehicles of all types, scattered among 5,815 owner-operators, were certified in the City of Manila. These numbers are, of course, increased by similar vehicles registered outside the City, but which make regular use of Manila street and traffic facilities. A high percentage of all are driven by operators who are paid on a commission basis which provides an incentive for competitive soliciting for passengers and for reckless operation. Some drivers work ten, twelve or more hours per day, with resultant reductions of physical capability, and vehicles are often used too many hours per day to permit the minimum desired level of maintenance.

During the month of July 1964, public service vehicles contributed to 8 of the 11 fatal accidents and to 51 percent

of the total traffic accidents reported in the City.

Mass transportation facilities on separate non-surface levels are not provided.

C. Traffic Accidents during the years 1956 through 1963 totaled 69,202; resulted in deaths to 532 persons and injuries to 29,832 others. The total annual traffic toll increased by 19.8 percent from 1956 to 1963 and fatal accidents increased 136 percent during the same period. Continued increases are reflected during the first seven months of 1964 with a total of 5,171 accidents including 75 fatal accidents reported.

TRAFFIC (MOTOR VEHICLE) ACCIDENTS IN MANILA

YEAR	FATAL ACC.	NON-FATAL INJ. ACC.	PROPERTY DAMAGED ACC.	TOTAL ACC.	PERSONS KILLED	PERSONS INJURED
1956	41	2,553	5,473	8,067	41	3,197
1957	52	2,716	5,219	7,987	52	3,349
1958	55	3,019	5,943	9,017	55	3,817
1959	43	3,002	5,411	8,456	45	3,898
1960	73	2,861	4,941	7,875	74	3,632
1961	82	2,686	4,439	7,207	83	3,423
1962	82	3,054	5,742	8,878	83	3,957
1963	97	3,358	6,210	9,665	99	4,559
				69,202	532	29,832
1964 (Jan. to Aug.)	75	1,960	3,136	5,171	78	2,701

Submitted by:

Accident Records and
Statistics Section
TCB, MPD
September 7, 1964

D. Enforcement has decreased during the years 1956 through 1963, with the most pronounced decrease in enforcement actions shown for those violations which contribute to accidents.

MOVING AND NON-MOVING VIOLATIONS OF DRIVERS NOT INVOLVED IN ACCIDENTS

(Compiled by the License Unit)

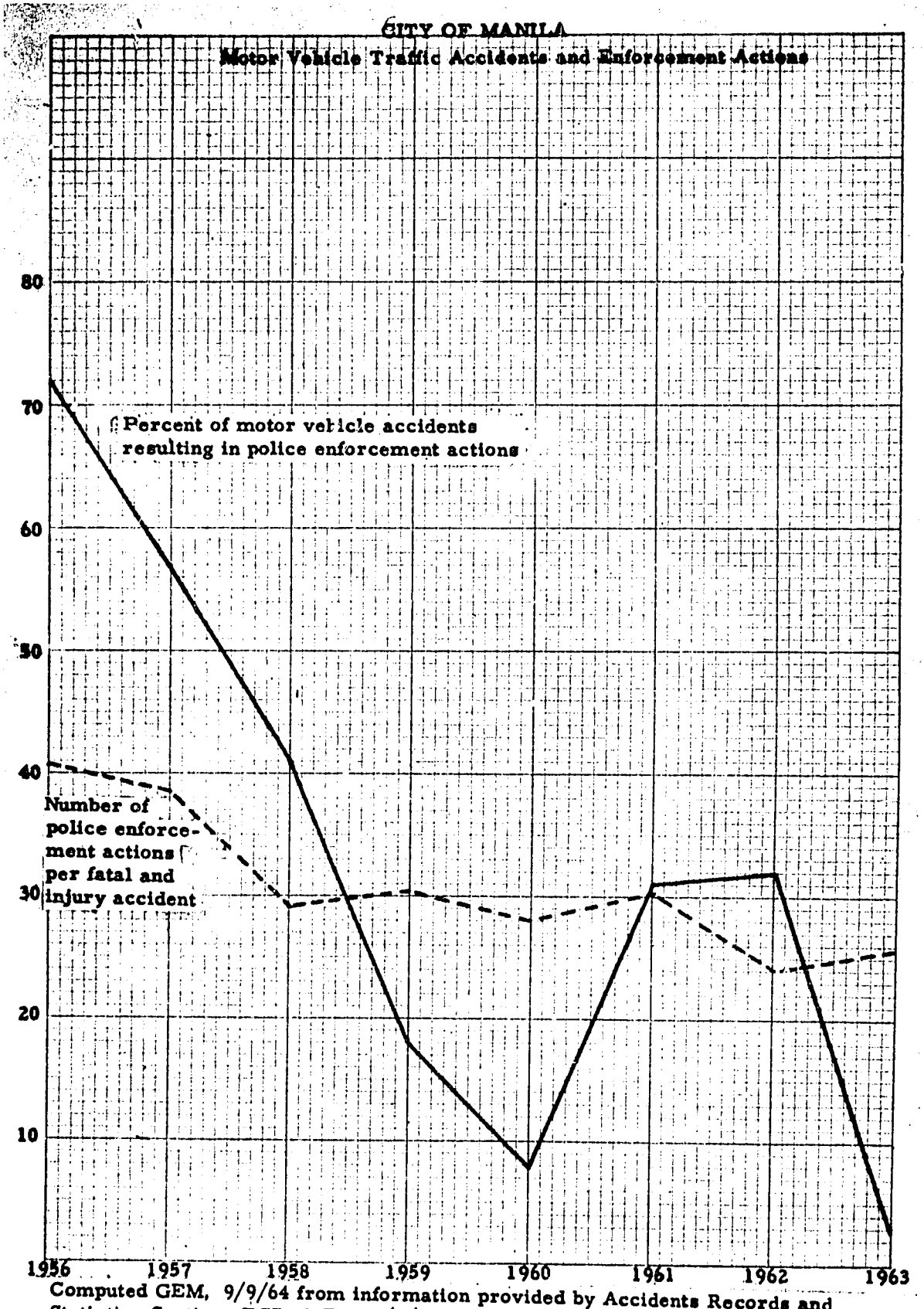
VIOLATIONS	1956	1957	1958	1959	1960	1961	1962	1963
Speeding	360	2130	4310	6378	7381	4839	4839	2176
Reckless Driving	1990	7890	8707	8254	16288	17076	9741	8277
Total	2350	10020	13017	14632	23669	21915	14580	10453
Obstruction	62592	63775	42551	43582	31861	30116	31641	33900
Disregarding Traffic Sign & Disobedience to Police Order	27381	17143	22241	27030	22081	25149	23956	39114
Other Violations	7445	8472	8021	5172	4072	4481	2770	5335
T O T A L	99768	99410	85830	90416	81683	81661	72947	88802

APPREHENSIONS AND ARRESTS OF DRIVERS INVOLVED IN ACCIDENTS

	1956	1957	1958	1959	1960	1961	1962	1963
TVRs w/violations (Reckless Driving)	5499	4059	3184	1164	284	1965	2517	9
Arrested	335	473	466	346	310	270	339	304
TOTAL	5834	4532	3650	1510	594	2235	2856	313

Submitted by:

Accident Records and
Statistics Section
TCB, MPD
September 7, 1964



Computed GEM, 9/9/64 from information provided by Accidents Records and Statistics Section, TCB, MPD, 9/7/64

Enforcement and Accidents

X
309

Charts illustrate the relationship of total traffic enforcement activities to total traffic accidents and that of traffic accidents and resulting enforcement actions, and the percentage of motor vehicle accidents resulting in enforcement actions by police and the number of enforcement actions per fatal and injury accident.

E. Traffic Courts were unable to provide data which would enable studies in relation to traffic enforcement actions reported by police, of the ratio of convictions with penalties to "not guilty" findings or separation of cases arising from accidents. Data provided does not check mathematically.

Republic of the Philippines

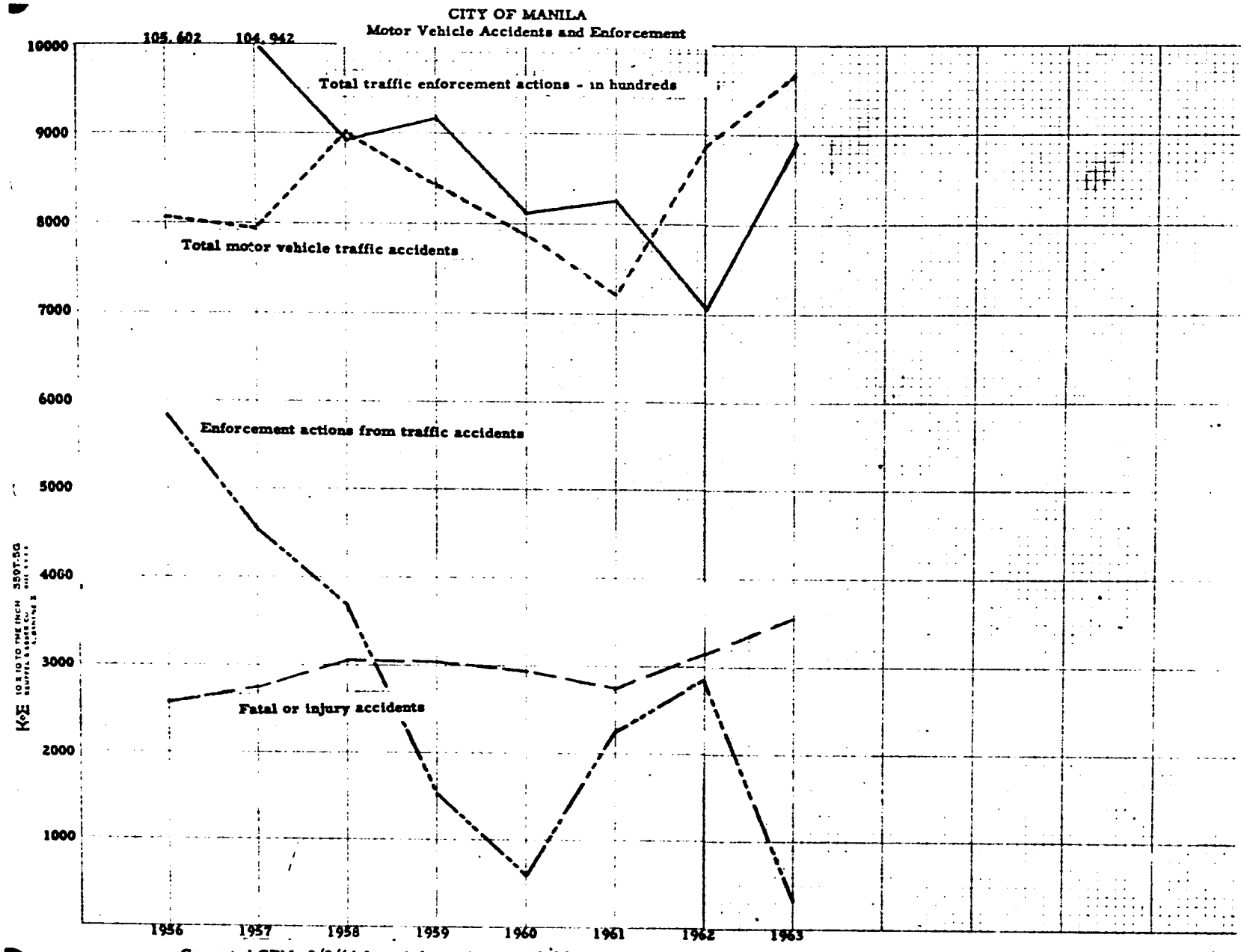
MUNICIPAL COURT OF MANILA

ANNUAL REPORT OF THE ACTIVITIES OF THE TRAFFIC COURT

FOR THE FISCAL YEAR	1959-60	1960-61	1961-62	1962-63	1963-64
Number of cases pending at the beginning of the year	847	900	2,147	2,033	1,410
Number of cases filed	120,321	129,282	132,631	98,728	160,585
Number of cases disposed of	119,421	127,135	132,464	93,318	145,156
Number of cases pending (End of Year)	900	2,147	2,033	1,410	5,848

Table rearranged GEM, 9/10/64 from information provided by Mr. Pablo Marquez, Administrative Officer

Motor Vehicle Accidents and Enforcement



Computed GEM, 9/9/64 from information provided by
Accident Records and Statistics Section, TCB, MPD, 9/7/64

3

X
311

The Projected Situation

Unless balanced corrective measures are planned carefully and implemented properly, and soon, traffic congestion and accidents may be expected to increase progressively. As the population, number of vehicles and vehicle operators increase in the City of Manila and its surrounding area, business in the central congested areas may be expected literally to choke to death on motor vehicles. Such congestion will cause business failures and reduce ability to pay taxes. Traffic accidents and their attendant deaths, injuries and property losses will rise in considerably greater proportion than the direct ratio of miles travelled.

Following are tables showing (1) projected population growth for Manila and its suburban area, (2) numbers of vehicles and drivers annually and (3) projected computation of motor vehicle operators.

As to the third chart - a more realistic projection should include the totals for the suburban areas; however the data was not available within the limited time provided for the study.

The figures forecast an overall gloomy picture indeed.

POPULATION - MANILA AND SUBURBS

(In Thousands)

Totals as of July 1	1960	1964	1965	1970*
Population of City of Manila	1,152	1,312	1,356	1,582
% Change		+ 13.9	+ 3.35	+ 16.66
Suburbs:				
Caloocan	147.3	168.5	174.5	206.6
Pasay City	134.3	152.7	157.8	183.5
Quezon	402.9	464.2	482.4	585.1
Makati	115.9	132.6	137.3	162.6
Mandaluyong	72.5	82.9	85.9	101.7
Parañaque	62.6	71.5	74.0	87.1
San Juan del Monte	57.5	65.6	67.8	79.4
Total	993.0	1,139.0	1,179.7	1,406.0
% Change Total		+ 14.70	+ 03.57	+ 19.25
GRAND TOTAL	2,145	2,450	2,536.7	2,988

* 1970 estimate as of February 15.

X
313

INFORMATION FOR FISCAL YEAR ENDING JUNE 30

ANNUAL TOTAL OF MOTOR VEHICLE OPERATORS LICENSED

City of Manila	1959	1960	1961	1962	1963
Non-professional driver	38,895	24,069	27,619	27,736	47,684
Professional driver	56,164	38,795	46,615	46,714	79,570
Total	95,059	62,864	74,234	74,450	127,254
Examined	636	840	--	--	515
Re-examination	--	--	--	--	--
Suspensions) Revocations)	465	705	180	--	--

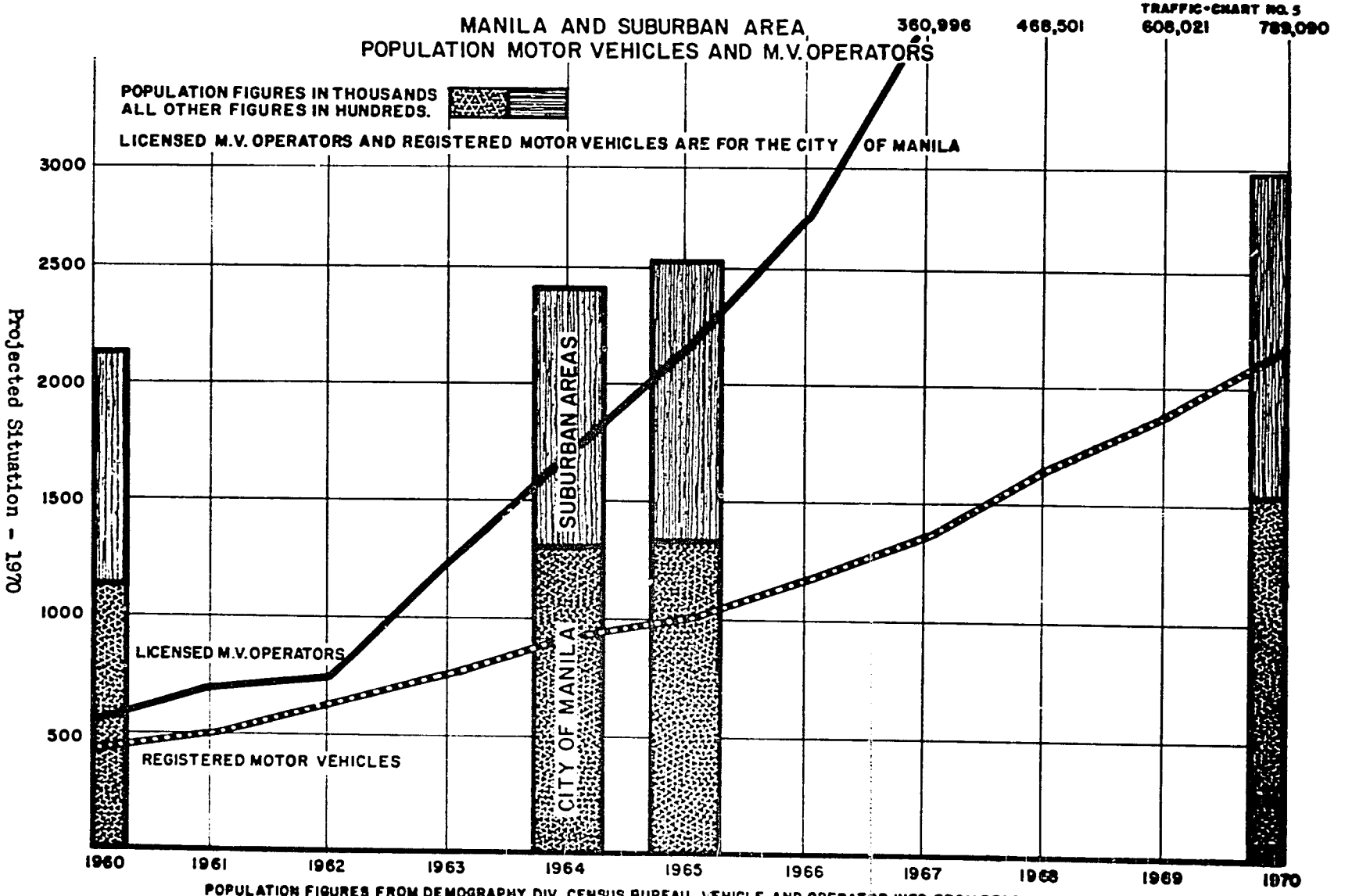
ANNUAL TOTAL OF MOTOR VEHICLES REGISTERED

City of Manila	1959	1960	1961	1962	1963
Passenger Autos	30,198	29,200	30,996	33,137	49,647
Trucks	17,592	17,827	19,843	26,604	22,134
Trailers	858	825	847	865	853
Motorcycles	1,634	1,015	1,181	1,713	3,451
Total	50,282	48,876	52,867	62,319	76,085

BUSES REGISTERED

	1959	1960	1961	1962	1963
City of Manila	5,500	5,100	4,266	4,356	3,156
Total Philippines	19,658	20,678	11,951	9,699	11,747

RECORDS AND STATISTICS SECTION
LAND TRANSPORTATION COMMISSION
September 10, 1964


TRAFFIC-CHART NO. 5
MANILA AND SUBURBAN AREA
POPULATION MOTOR VEHICLES AND M.V. OPERATORS
360,996
466,501
608,021
789,090
POPULATION FIGURES IN THOUSANDS
ALL OTHER FIGURES IN HUNDREDS.
LICENSED M.V. OPERATORS AND REGISTERED MOTOR VEHICLES ARE FOR THE CITY OF MANILA
Projected Situation - 1970
3000
2500
2000
1500
1000
500
SUBURBAN AREAS
CITY OF MANILA
LICENSED M.V. OPERATORS
REGISTERED MOTOR VEHICLES
1960
1961
1962
1963
1964
1965
1966
1967
1968
1969
1970
POPULATION FIGURES FROM DEMOGRAPHY DIV., CENSUS BUREAU. VEHICLE AND OPERATOR INFO. FROM RECORDS AND STATISTICS SECTION LAND TRANSPORTATION COMM. PROJECTIONS COMPUTED GEM.-1964-1970

X→
315

COMPUTATION OF NUMBER OF MOTOR VEHICLE OPERATORS PROJECTED TO 1970 - MANILA AREA

Total Increase 1960 - 1963	= 102.43 %
Average Annual Increase	= 34.14 %
Increase 1962 - 1963	= 70.92 %
Adjusted Annual Increase Computed By Adding Average Increase for 1960 - 1962 And Increase for 1962 - 1963, then Dividing by 3	= 9.215%
	= 29.78 %

Computed for Year	% Increase	= Increase	+ Base	= Total
1964	29.78%	37,896	+ 127,254	= 165,150
1965	29.78%	49,182	+ 165,150	= 214,332
1966	29.78%	63,828	+ 214,332	= 278,160
1967	29.78%	82,836	+ 278,160	= 360,996
1968	29.78%	107,505	+ 360,996	= 468,504
1969	29.78%	139,520	+ 468,501	= 608,021
1970	29.78%	181,069	+ 608,021	= 789,090

COMPUTATION OF NUMBER OF MOTOR VEHICLES PROJECTED TO 1970 - MANILA AREA

Total Increase 1960 - 1963	= 55.70%
Average Annual Increase	= 18.90%
Increase 1962- 1963	= 22.09%
Average Annual Increase 1960 - 1962	= 13.76%
Adjusted Annual Increase Computed by Adding Average Increase for 1960-1962 and Increase for 1962-1963, then Dividing by 3	= 16.54%

Computed for Year	% Increase	= Increase	+ Base	= Total
1964	16.54%	12,584	+ 76,085	= 88,669
1965	16.54%	14,666	+ 88,669	= 103,335
1966	16.54%	17,092	+ 103,335	= 120,427
1967	16.54%	19,919	+ 120,427	= 140,346
1968	16.54%	23,213	+ 140,346	= 163,559
1969	16.54%	27,053	+ 163,559	= 190,612
1970	16.54%	31,527	+ 190,612	= 222,139

The gloomy future predicted above need not come to pass. A community may have the kind of traffic facilities and traffic flow which it desires. Adequate, well signalized roadways, ease of driving and parking may be made available if the Government and people of the community are prepared to meet the cost in funding and cooperative efforts.

A carefully planned and executed program is required to provide better streets and roads, improved mass transport, adequate parking facilities and effective traffic management. Another important element of such a program is public participation to include improved maintenance of vehicles, conscientious observance of safe driving and walking practices, and courteous consideration of the right of other users of the roadways. The choice rests with the community and its Government.

Factors Contributing to Traffic Problems

The same factors which contribute to traffic congestion are frequent causes of traffic accidents. Conversely, accidents invariably cause traffic congestion. The motorist who is delayed by stopped or slow moving vehicles may become exasperated to the point where his impatience reduces his driving capability, encourages chance-taking and results in a traffic collision. Other motorists are then delayed, become impatient and less careful than usual and a chain reaction of more accidents and mor congestion may ensue. Both congestion and accidents are manifestations of inadequate traffic management and control.

X
317

Three principal factors are involved in any traffic problem: the roadway, the vehicle and the operator. Most important of these is the operator. If he is an expert driver, he may compensate for deficiencies of the roadway or his vehicle by adjusting his operation to existing roadway conditions, limitations of his vehicle, density of traffic, weather, etc. Hence the vehicle operator is the factor most susceptible to effective controls and good management.

A certain percentage of all drivers in any community will respond favorably to necessary controls if they are offered clear explanations of the reasons for needed regulations. As citizens, motor vehicle operators are entitled to such reasonable explanations, particularly since some traffic regulations require submerging individual desires for the benefit of all users of roadway facilities. This is a part of democracy in action and to meet its responsibility, Government must maintain an adequate and continuing public information program.

A small percentage of drivers in any community seem to consider that they as individuals have greater rights than other citizens. They seldom respond favorably to appeals to reason and will consider the right of others only because of strong police enforcement measures. If police enforcement is firm, courteous and impartial, this non-conforming group may be reduced in size by forcing compliance with regulations. But enforcement measures must be prompt, uniform in application and free from the distortions of any type of influence. Full enforcement includes not only police efforts, but the processing of police cases through the courts and the assessment of adequate

penalties in guilty cases. Removal of problem drivers from the public roads by the licensing authority through driver license suspension or revocation is another effective form of enforcement.

Between the group from whom voluntary compliance with needed regulations may be induced by appeals to reason and the other extreme - those who will comply only as forced by police - lies the large body of drivers and pedestrians. Their driving and walking habits are subject to change by the quality of enforcement and public information programs. If these programs are well conceived and well executed, members of this group will accept the effort of enforcement agencies as a friendly, efficient public service and habits will improve. If, on the other hand, "Juan Cruz" habitually ignores stop signs, red lights, speed limits or other regulations with impunity, others will begin to follow his example. Discourteous and lawless driving increases, congestion and accidents climb upward, and traffic management and police enforcement become increasingly ineffective.

Present Traffic Management

For the purpose of this report, the term "traffic management" must be understood to include the functions of all agencies having responsibilities for ascertaining traffic flow requirements, planning, approving, funding, constructing, changing or maintaining public facilities for the movement of persons or things, and of all agencies responsible for licensing, approving, restricting, stopping, prohibiting or controlling the use of such facilities.

In the City of Manila, responsibilities for various segments of traffic management are spread among diverse agencies of the Governments of the Republic of the Philippines and the City of Manila. Additionally since drivers, pedestrians and vehicles from satellite cities in the metropolitan area daily enter Manila, use its facilities, and exit, the activities of various suburban agencies are also bound to affect Manila traffic. This situation increases the difficulties of achieving well-balanced, effective traffic management for the uses of the street and road net of the city. With such fragmentation of authority maximum effectiveness can be obtained only through constant cordial working relationship and steady liaison between all of these agencies, with carefully coordinated planning and execution of a balanced, well-conceived program.

A. Roadways and Streets

1. The Office of the City Engineer (OCE)

Roadways, bridges, underpasses, over-passes and similar physical facilities for the movement of traffic are primarily the responsibility of the City Engineer's Office. 473.54 miles of streets, including seven bridges are provided as follows:

10.59	miles	- concrete paved
312.07	"	- asphalt paved
142.67	"	- macadam paved
9.21	"	- unsurfaced
473.54	miles	- Total

(Note: This total does not include the streets of 55 private subdivisions and 10 public subdivisions which are not presently incorporated in the City Street System.)

2. Bureau of Public Highways (BPH)

Of the total of 473.54 miles of streets, 61.1 miles are national roads within the city limits of Manila. 5.84 miles are part of the primary national road system and 55.26 miles are part of the secondary national roads. These are the responsibility of the Bureau of Public Highways which has similar responsibility for all of the national roads within the limits of other cities in the Manila metropolitan area. BPH prepares schedules for complete volume counts, speed, origin and destination and parking studies, has prepared traffic flow maps for each city in the Greater Manila area and has compiled origin and destination studies based upon people demand rather than vehicle travel.

For the City of Manila, the Office of the City Engineer handles design, construction and maintenance on national roads within City limits, subject to BPH approval and funding.

(Note: The 10 centavo per liter tax on gasoline generates approximately ₱120,000,000 annually for special highway funds. ₱10,000,000 of this is earmarked for amortization of existing debt; the remainder for maintenance or renewal of national roads.)

3. Engineering Division, Traffic Bureau, Manila Police Department.

The traffic engineer assigned to the Traffic Bureau of the Manila Police Department bases recommendations for changes upon his studies of traffic flow requirements. Such recommendations, if approved by the Mayor, may be placed in effect

for a thirty day experimental period. (It is reported that some "experiments" have been in effect for 15 years!) Included are designations of one-way streets, locations of bus and jeepney stops, prohibition of parking or turning movements and similar controls. The incumbent is a graduate civil engineer who attended a five-month course in the School of Traffic Engineering at the University of New South Wales in 1961. His responsibilities include design, preparation and installation of all traffic signs and curb and pavement markings within the city. Assigned to assist him are:

1 Policeman - to serve as truck driver and in-charge of maintenance of traffic signs and pavement markings.

1 Policeman - to serve as draftsman and to assist with above

1 Carpenter - to make wooden signs

2 Sign Painters

3. Laborers from the Office of the City Engineer.

Basic data such as volume counts, speed checks, pedestrian counts, turning movement studies, etc. are provided for his use by the City Engineer's Office and the Bureau of Public Highways.

4. <u>The City Electrician's Office</u>

The traffic engineer determines the cycle timing and split of all traffic signals, but actual timing is assigned as a responsibility of the City Electrician's Office. BPH

CITY OF MANILA - TRAFFIC SIGNAL INSTALLATIONS

From: Manila Police Department, Traffic Bureau, Engineering Division

September 4, 1964

LOCATION	Number of Heads: Directions 2	Directions 3	Directions 4	Sections 3	Sections 4	Mounting: Post	Span Wire	Vertical Bracket	Power Feed: Underground	Overhead	BRAND	ISOLATED OPERATION	INTER-CONNECTED	DATE INSTALLED	Controller: Single Dial: Auto	Manual	Manual	TOTAL HOURS DAILY MANUAL OPERATION
1. RIZAL AVE. - J. ABAD SANTOS		x		x		x			x		EAGLE	x		June 1960	x			0
2. RIZAL AVE. - AURORA BLVD.	x			x		x			x		EAGLE	x		June 1960	x			0
3. BLUMENTRITT - AURORA BLVD.			x		x		x				GE	x		March 1961	x	x		7
4. RIZAL AVE. - TAYUMAN			x	x			x				GE	x		Jan. 1957	x	x		10
5. TAYUMAN - J. ABAD SANTOS			x		x		x				EAGLE	x		March 1960	x	x		10
6. RIZAL AVE. - BAMBANG			x	x				x		x	GE	x		Jan. 1957	x			0
7. RIZAL AVE. - ZURBARAN			x	x				x		x	EAGLE	x		March 1960	x	x		8
8. RIZAL AVE. - CLARO M. RECTO			x	x			x				CROUSE HIND	x		1948		x		15
9. RIZAL AVE. - CARRIEDO		x			x		x				EAGLE	x		June 1960	x	x		9
10. QUEZON BLVD. - RAON			x	x			x				CROUSE HIND	x		1948		x		15
11. QUEZON BLVD. - CLARO M. RECTO	x			x		x			x		CROUSE HIND	x		1948		x		15
12. QUEZON BLVD. - C. LERMA			x		x		x				GE	x		Jan. 1957		x		15
13. ESPAÑA - MORATTA			x		x		x				GE	x		Jan. 1957		x		20
14. ESPAÑA - LEPA			x	x			x				GE		x	Jan. 1957	x			0
15. ESPAÑA - GOV. FORBES			x		x		x				GE		x	Jan. 1957		x		12
16. GOV. FORBES - DAPITAN			x	x			x				EAGLE			February '60	x			0
17. DAPITAN - WASHINGTON			x		x		x				EAGLE	x		Feb. 1963	x			0
18. MAGSAYSAY BLVD. - V. MAPA		x		x		x			x		EAGLE	x		June 1960	x			0
19. MAGSAYSAY BLVD. OLD STA. MESA		x		x			x				EAGLE		To be	Aug. 1964	x			0
20. MAGSAYSAY BLVD. - PUREZA			x	x			x				EAGLE		To be	Aug. 1964	x	x		7
21. MAGSAYSAY BLVD. M. dela FUENTE	x			x			x				EAGLE		To be	Aug. 1964	x	x		7
22. MAGSAYSAY BLVD. - PLAZA AVELINO			x	x			x				EAGLE		To be	Aug. 1964	x	x	x	16
23. LEGARDA - C.M. RECTO			x		x		x				GE	x		Feb. 1956		x		15
24. P. CASAL-ECHAGUE-PADILLA		x		x		x			x		GE	x		Feb. 1955	x	x		10
25. ROSARIO - DASMARIÑAS			x	x			x				GE	x		Jan. 1957		x		10
26. PLAZA LAWTON	x			x		x			x		GE	x		Feb. 1958		x		15
27. TAFT AVENUE - P. BURGOS	x			x		x			x		GE		x	Feb. 1955	x			0
28. TAFT AVENUE - AYALA BLVD.			x		x		x				GE		x	Feb. 1955		x		12
29. TAFT AVENUE - U.N. AVENUE			x		x		x				GE		x	Feb. 1955		x		12
30. P. BURGOS - ROXAS BLVD.			x		x		x				GE	x		Jan. 1957	x			0
31. AYALA BLVD. - SAN MARCELINO			x		x		x				EAGLE	x		Feb. 1960	x	x		8
32. U.N. AVE. - M. DE COMILLAS			x		x		x				GE			May 1956	x	x		8
33. U.N. AVE. - SAN MARCELINO			x		x		x				GE	x		Feb. 1955	x	x		4
34. U.N. AVE. - A. MABINI			x		x		x				EAGLE	x		Mar. 1964	x			0
35. U.N. AVE. - M.H. DEL PILAR			x		x		x				EAGLE	x		Mar. 1964	x			0
36. U.N. AVE. - ROXAS BLVD.		x		x		x			x		GE	x		Jan. 1957	x			0
37. A. MABINI - PADRE FAURA			x		x		x				EAGLE	x		Mar. 1964	x			0
38. TAFT AVE. - PADRE FAURA			x	x			x				GE	x		Jan. 1957	x	x		4
39. TAFT AVE. - [illegible]			x		x		x				GE		to Taft Ave. Ext.	Feb. 1955		x		10
40. SAN MARCELINO-CALIFORNIA			x		x		x				EAGLE	x		Mar. 1964	x			0
41. SAN MARCELINO-[illegible]			x		x		x				EAGLE	x		Mar. 1964	x			0
42. [illegible] - MABINI			x		x		x				EAGLE	x		Mar. 1964				0
43. TAFT AVE. - [illegible]			x	x			x				GE		to Buenos-Taft	Aug. 1953	Simultaneous System			0
44. TAFT AVE. - [illegible]			x		x		x				GE	x		Jan. 1957		x		8
45. C.M. RECTO - [illegible] SANTOS			x		x		x				GE	x		Jan. 1957		x		16

Traffic Signal Installations

X
323

is responsible for determining timing for signals on national roads and actual timing of these is also assigned to the City Electrician's Office. Re-checks and retiming of signals are undertaken only after receipt of a complaint and there is no program for periodic checking and re-setting of cycles and splits to meet traffic flow demands. (It is reported that all signal cycles were increased to 100 seconds upon receipt of a blanket order during the past year.)

5. Coordination

Work of the City Engineer's Office, the Manila Office of the Bureau of Public Highways, and the traffice engineer of the Police Traffic Bureau evidences staff competency, excellent inter-relationships and coordinated programming. During Fiscal Year 1962-63 a total of ₱7,069,117 was expended for maintenance and repair of city streets, including national roads within the city limits, while city and national funds totalling ₱11,735,129 were expended for all national roads and street projects in the city.

B. Vehicles

Motor vehicle registrations and issuance of registration plates are responsibilities of the Land Transportation Commission, formerly the Motor Vehicle Office, of the Government of the Republic of the Philippines. It is charged with inspection of all vehicles to assure road worthiness prior to issuance of new registration plates or annual renewals.

The Public Service Commission, established by Commonwealth Act 146, approved November 7, 1936 and as amended, is authorized to grant certificates of public convenience, regulating the size, number, routes and rates of all types of public service vehicles, to enforce such conditions and the regulations set forth in Revised Order No. 1 of the Public Service Commission, approved November 27, 1941, including an annual inspection of public service vehicles and their equipment. Supervisory Fees of ₱20.00 per bus and ₱10.00 per jeepney are charged. PSC employs 88 transportation inspectors who operate throughout the Republic to enforce the conditions of certificates of public convenience and the PSC regulations. Approximately one half of this inspection force is assigned in the Manila area.

At present time 27 members of the Manila Police Department, Traffic Bureau are deputized as PSC inspectors, enabling them to enforce load limits, make safety equipment checks and take action through PSC channels against trip cutting and off-route operations of public service vehicles. During the period April through August, 1964, the Traffic Bureau reported 5,329 actions, or 1,066 actions per month, forwarded for PSC administrative corrections.

C. Motor Vehicle Operators

Many agencies are involved in efforts to improve, direct and/or control motor vehicle operators. Duplication of efforts seems evident in some areas.

1. The Land Transportation Commission (LTC)

a. Licensing

The Land Transportation Commission is responsible for licensing all motor vehicle operators throughout the Republic. A student permit may be issued to persons 18 or more years of age upon payment of the ₱2.00 fee. This permits vehicle operation when accompanied in the front seat of the vehicle by a licensed operator and is valid under such condition for six months. After 15 days but prior to six months from date of issuance, the student permit holder is required to pass a physical examination, a written examination covering traffic regulations and a road test. If successful, he is issued a non-professional driver's license upon payment of the ₱5.00 fee. Issuance of a professional driver's license requires, in addition to the above; good conduct clearance from the Judiciary, the Philippine Constabulary and the Police of the applicant's home community; a medical certificate and payment of the ₱5.00 fee. All licenses are renewable annually during the month of birth at the same fee as that charged for original issuance and annual medical examinations are required for professional drivers. At present, physical examinations do not include vision testing to determine individual capability in depth perception, peripheral vision or acuity recovery for night driving.

b. Suspension and Revocation

Since a license to operate a motor vehicle is a privilege granted by the Government, it follows that the privilege may be suspended or revoked for cause by the Government. Discretionary power for these actions is vested in the Land Transportation Commission and the authority is used to remove unsafe drivers from public ways after three violations or accidents of the same type or a total of five of different types. At present no clinical interviews are offered to correct drivers' faults. Local police may recommend driver's license actions based upon driving experience.

Combined suspensions and revocations for the Manila area totaled 465 for the Fiscal Year ending June 30, 1959; 705 for 1960 and 180 for 1961. Figures for 1962 and 1963 were not available.

c. Central Driver Records

According to the Acting Commissioner, a central driver record file for collecting the complete driving history of each driver does not exist at present. However, it has been authorized, funded and planned and office facilities are to be provided for establishment in the near future. (A central driver examining area is also planned.) Obviously, without such central driver records, correction and control efforts of the LTC and

police must be spotty and incomplete. Such records are essential for avoiding re-issue, following withdrawal of the operating privilege, of a driver's license through other area offices.

d. Enforcement

The LTC employs a total of 86 uniformed patrolmen to enforce traffic regulations throughout the Republic. At least two patrolmen are assigned to each Provincial Office. Twelve patrol officers, equipped with 6 jeeps are assigned to operate within the City of Manila and its suburbs. Their activities during calendar year 1961 are reported as follows:

	Apprehensions	Cases Closed	Adm.Fines Assessed
Jan. 1-June 30,1961	4,260	2,476	₱43,215.08
July 1-Dec. 31,1961	4,485	3,153	22,785.19
Calendar Year 1961	8,745	5,629	₱66,000.27

2. The Public Service Commission (PSC)

This body has broad authority to regulate the size and number of all types of public service vehicles, the maximum number of passengers each vehicle may load, the routes they may travel and the rates to be charged. The PSC approves, rejects or withdraws certificates of public convenience. According to the Transportation Regulation Chief, about 44 transportation inspectors operate throughout the Manila area to enforce PSC regulations. Twenty-seven

members of the Manila Police Department Traffic Bureau are deputized for the same type of enforcement activities, with action taken through administrative procedures of the PSC. Information concerning annual totals of this type of enforcement action and penalties was not secured.

3. The Manila Police Department (MPD)

As is the case in other large cities, a major portion of all police problems are generated by or connected with motor vehicle operators and pedestrians. Major responsibility for such measures is assigned to the MPD Traffic Bureau by MPD General Order Number 1, dated August 8, 1962, which provides:

> "Sec. 3-C Traffic Bureau
>
> (1) Responsible for the enforcement of all traffic laws and ordinances pertaining to both pedestrian and vehicular traffic and gather all the necessary evidence for the prosecution of guilty parties.
>
> "(2) Investigate all traffic accidents and gathers all the necessary evidence for the prosecution of guilty parties.
> "(3) Provides and supervises the employment of traffic engineering devices.
> "(4) Conducts traffic education program for the public, and
> "(5) Performs such other duties as the Chief of Police may prescribe."

Annex 3 to General Order No. 1, MPD outlines the organization and staffing* of the Traffic Bureau as follows:

---

* The duty roster of the Traffic Bureau for the 24 hour period ending August 30, 1964 shows a total of 475, including 11 civilian employees and 50 TDY personnel from other units.

Traffic Bureau	Officers	Non-Comm Off & Patrolmen	Civilians	Total
Office, Chief Traffic Control Bureau	2	5	2	9
Enforcement Division	2	340	3	345
Engineering Division	-	1	3	4**
Investigation Division	1	19	3	23
Education Division	5	36	2	43
TOTALS	10	401	13	424

** Information furnished by the Traffic Engineer of the Traffic Bureau on 9/8/64 accounts for a total of 7 persons in the Engineering Division, including 2 assigned from the Office of the City Engineer.

As a result of reorganization and re-assignments, the Traffic Bureau is presently composed of the headquarters unit, six divisions and several sub-units as follows:

Headquarters Control Unit is responsible for over-all administration and direction of the Traffic Bureau and is staffed by 1 Chief (Captain), a graduate of the 1954-55 course at the Northwestern University Traffic Institute (NUTI); 1 Deputy Chief (Lieutenant - NUTI, 1959) and 6 others. Total personnel - 8. Equipment - 1 Jeep.

Enforcement Division is responsible for point control, intersection control and area enforcement. 1 Chief (Lieutenant) and 9 others function as an operations planning unit in the Headquarters and field forces composed of 5 Lieutenants and 306 others are divided into 11 traffic districts covering the City. Total personnel - 321. Equipment - 6 Jeeps.

Engineering Division is responsible for fabrication, installation and maintenance of all traffic signs, application and maintenance of pavement markings, general traffic engineering studies and recommendations for installing traffic signals, one-way streets, parking and turning restrictions, recommending timing of traffic signals and liaison with other similar agencies. It is staffed by 1 Chief (Civil Engineer with traffic training), 2 policemen to maintain signs and pavement markings, 2 civilian sign painters, 1 civilian carpenter to fabricate signs and 2 TDY civilians assigned from the City Engineer's Office.

Total personnel - 7. Equipment - 1 Jeep.

Education Division is responsible for public education planning and programming to inform drivers and pedestrians of reasons for necessary controls and to encourage voluntary compliance with regulations. It is staffed by 1 Chief (presently vacant, hence the Chief of the Traffic Bureau serves as Acting Chief) and 5 patrolmen, and utilizes on a temporary basis the services of Field Supervisors and accident investigators as speakers before civic groups, schools and public media channels.

Total personnel - 5. Equipment - none.

Motorcycle Division functions as short-term point control, flexible congestion reduction, escort duties and special event coverage. Five motorcycle policemen are permanently assigned to presidential escort duties and five additional motorcycle policemen each average an estimated four hours daily in

X
331

assignments as VIP and funeral escorts, controls for holiday and fiesta events, etc. Members of this Division wear a distinctive uniform for which a uniform allowance of P30.00 monthly is provided. Two-way radio communications facilities installed on the motorcycles are not presently employed. The Division is staffed by 1 Chief (Lieutenant) 8 non-commissioned officers and 34 patrolmen. Twelve of the motorcycles provided are new. Of the 27 older motorcycles, 1 is unserviceable and an average of 3 per day are out of service for repairs.

Total personnel - 43. Equipment - 40 motorcycles (1 unserviceable)

Parking Control Division is responsible for enforcement of all parking and pedestrial regulations. Operating as 4 squads (4-4-3-3) the units cover 4 defined sectors for parking enforcement with 3 squads daily plus one squad assigned to enforcement against jaywalking in high violation areas. Squads operate on split shifts from 7:00 A.M. to 7:00 P.M. to facilitate traffic flow in congested areas, and serve to clear areas of parked vehicles for all types of special events. Daily averages of 60 to 70 parking violation apprehensions and 23 jaywalking arrests are reported. Staffing is 1 Chief (Lieutenant and 15 patrolmen. Total personnel - 16. Equipment - 4 Jeeps.

Investigation Division is responsible for investigation of all accidents reported, (Paragraph 4, Rule IX of Ordinance No. 2646, Traffic Code, City of Manila, requires drivers or persons in charge of vehicles to make an immediate report to police of any

accident which may have caused damage to person or property) and to prepare accident reports using the prescribed form "Motor Vehicle Accident Report" similar to the standard U.S. National Safety Council form. Where indicated, a TVR (Traffic Violation Report), which sets forth the charge and serves as a summons for a violator to appear in court is prepared on pre-numbered triplicate sets.

(TRIPLICATE) No. 1236251

MANILA POLICE DEPARTMENT

TRAFFIC VIOLATION REPORT

SUMMONS

To:
Violator.....
Address.....

You are hereby notified to appear in the TRAFFIC COURT, Corner Arroceros and Concepcion Sts., 9:00 A.M. on ....., 19.., Receipt of Your Permit / License No. ....., is hereby acknowledged. This will serve as temporary operator's permit for 15 days from receipt hereof.

....
(Rank) (Officer's Name) (Bureau/Pct.) (Badge No.)

Vehicle..... Plate No. .....
Operator .....
.....
.....

....
(Date and Time) (Location)

Accident..... Action .....
(Yes or No) (Released/Arrested)

Previous Records ..... Pending Cases .....

RECEIVED COPY OF DUPLICATE:

....
(Date) (Signature of Licensee)

Six (6) copies of traffic accident investigation reports are prepared and one copy each is forwarded to the Accident Records and Statistical Section of the Traffic Bureau, MPD central file, the Fiscal's Office of the Traffic Court, Land Transportation Commission, Bureau of Public Highways and the Traffic Control Bureau of the Philippine Constabulary. It is reported that a Supreme Court decision in the case of PEOPLE vs BELDA, prohibits filing of more than one violation for an accident and limits information on the TVR to "Involved in accident", although specific violations may be shown on the accident report and police investigators may testify to specific violations in Court. The Division is staffed by 1 Acting Chief (Detective Sergeant) and 23 police investigators.

Total personnel - 24. Equipment - 4 Jeeps.

Accident Records and Statistical Section, attached to the Investigation Division has responsibility for filing, maintaining, analyzing and summarizing accident and enforcement information. Comprehensive summaries and analyses of traffic accidents are prepared monthly. Six-month summaries of high accident locations, listing only total accidents are prepared also. Accident reports are filed numerically under numbers assigned by this Section, are bound together by months, stored in wooden cabinets and destroyed after ten years. A cross reference 3x5 card with limited information is filed by location and a 3x5 card file is maintained for all persons involved in accidents and serves as a

master file. Accident spot maps and semi-annual analytical summaries were discontinued during 1960 due to lack of available staff time. A separate fatality file is not maintained nor are summaries or analyses of enforcement actions prepared or compared with problems indicated by accident analyses. All tabulations are by hand. The Section is staffed by civilians; a Chief and 3 others.

Total personnel - 4. Equipment - none.

Other Units of the MPD, including the Patrol Bureau, are reported as initiating only about 100 of the average total of 8,000 traffic enforcement actions each month. Enforcement authority seems clearly stated in Paragraph 1, Rule XVI of Ordinance No. 2646, the Traffic Code of the City of Manila, enacted by the Municipal Board and approved by the Mayor in 1939, which provides in part:

> "The enforcement of traffic rules in the streets of the City of Manila shall be under the direction and supervision of the Police Department and all drivers and pedestrians occupying the street shall be subject to such direction and supervision."

4. Physical Facilities and Equipment

Building and office facilities for the Traffic Bureau are inadequate and over-crowded. Space provided does not permit desirable separation of major activities and constant movements of large numbers of people with resultant confusion is not conducive to well organized, efficient operations.

The transportation facilities provided, other than motorcycles, seem to be of World War II vintage and are not well

maintained. Several of these vehicles (as well as several vehicles of the Patrol Bureau) were observed operating on the street with steering facilities in such bad condition as to make their use hazardous to the occupants and to other street users.

5. Public Education Activities

There are evidences of public education efforts such as the junior police operation and the booklet "Drive, Walk, Ride Safely". Most impressive is the 90-day project sponsored by Mobil Oil Philippines, Radio Station DZHP and the Traffic Bureau which daily carries a TB officer aloft in a light plane during the morning peak traffic to spot and direct reduction of traffic congestion through the radio station facilities. The program lasts approximately one and one-half hours, is interspersed with news and commentaries on safe and courteous driving and seems to have an extensive listening audience. As with all such efforts, effectiveness should be measured by resultant reduction of congestion and accidents and better driving.

A Long Range Improvement Program

Recognition of the urgent need for improved traffic facilities is evidenced by the proposed "Four Year Improvement Program" for the City of Manila. The plan proposes expenditures totalling ₱80,100,000 for maintenance and improvement of existing streets and bridges, new streets and grade separations over a four year period beginning in Fiscal Year 1964-1965.

A. Engineering Planning and Scheduling

Continued increases in the number of motor vehicles and the number of drivers must be anticipated. Such increases require more and better roadways, signalization, grade separations, bridges, parking areas, police supervision and similar facilities if the motor vehicle is to serve the people as it should. In addition to needed financing for cyclical maintenance of traffic facilities, it is recommended that adequate funding be provided for long range studies of needs, detailed planning for new and improved roadways, bridges, pedestrian ways and similar items. A priority listing of needed construction plans, together with detailed cost estimates should be maintained to provide the advanced information required for realistic budgeting and funding. Included in such plans should be adequate protection of rights of way to preclude encroachment by obstructions to visibility, provisions for long range maintenance and repair to underground sanitary and other service lines, facilities for storm drainage, signing, signalization, police coverage required and like items. Planning, funding and construction scheduling should be of sufficient extent to overcome present deficiencies and to complete construction of adequate roadways and appurtenances in time to meet anticipated increases in traffic volumes and requirements.

B. Mass Transportation Facilities

It is obvious that the present widely scattered ownership and payment by commission to drivers of buses, jeepneys and

taxis, the lack of adequate maintenance for many such vehicles and the absence of organized terminal facilities are factors which contribute greatly to present congestion and accidents. At the same time passenger demands are for more, not less, transportation and such demand is increasing. Two major items are recommended:

1. Central Terminal Facilities should be provided for terminal off-loading of out-of-city buses, scheduled lay-overs and turn-arounds. In-city distribution of passengers could be provided by local bus transfers. Private financing for such construction may be available with amortization from service fees to be charged.

2. A Rapid Transit System of the non-street-level type could, by providing low cost, high speed transportation meet much of the commuter and local travel requirements and reduce the number of public passenger carrying vehicles operating in the streets. Such system could well lend itself to extensions into suburban areas, thus further reducing street loading - particularly during peak traffic periods. Consideration is suggested of a monorail or similar modern system. Efforts should be made to interest private capital in providing and operating such a system with a rate structure which would permit adequate maintenance and replacement of equipment, amortizations of investment, operational costs and a reasonable profit.

Recommended Immediate Improvements

Recommended here are actions which may be undertaken immediately; many with low cost or no additional funding required. Others may require funding during a period of years, but may be started now. Some will require legislation and a few will produce revenue. All have the potential of immediate impact to yield improved traffic flow and reduction of traffic accidents.

A. Roadways

1. Surfacing and paving of many existing streets is urgently needed, together with provision of storm drainage facilities to reduce future water damage. Ruts and deep holes in surfacing presently contribute to both congestion and accidents.
2. Based upon area flow and demand studies, continue redesign and reconstruction of problem intersections on a priority of need basis. Rizal Avenue at Plaza Goite is one requiring redesign and separations of through traffic.
3. Redesign some present traffic signal installations and interconnect with master controllers into flexible progressive systems. For example, Rizal Avenue and Taft Avenue serve an average 10,000 - 30,000 vehicles daily for North-South travel. It is believed that an inter-connected progressive system giving preference to this route can contribute to traffic facilitation. Attention must be given to even or multiple spacing of signals with principal compromises in the North-South

directions. If present wiring is unsuitable, consideration should be given to a central TV master control with radio activation of signals. This will permit maximum adjustment to changing traffic volume requirements. Present unsuitable controllers may be transferred to locations requiring insolated signal operations.

The City of Manila is fortunate in having available in the City Engineer's Office, the Traffic Bureau and the Bureau of Public Highways well qualified personnel and excellent basic data for the studies needed to modernize traffic signal controls. Similar applications should be studies for Ayala Boulevard-General Bolano-Dr. Jose P. Laurel,Sr. and Ramon Magsaysay Boulevard, for Calle P. Burgos-Quezon Boulevard and Expaña and for Dewey Boulevard. Particular attention must be given to capacities of connecting routes with adjoining communities.

4. a. The Engineering Division of the MPD Traffic Bureau should replace controllers of traffic signals presently requiring manual operation with automatic controls of sufficient flexibility to respond to requirements of the location. The simultaneous use of a traffic signal and a policeman is seldom warranted and is invariably confusing, inefficient, wasteful and costly. Police manpower thus relieved can better serve by enforcing traffic regulations.

b. Study all locations where policemen are presently assigned to manual direction of traffic for periods totalling more than 4 hours daily, to identify all locations where installation of traffic signals may release policemen for enforcement duties. (A proposal of this nature, but without data concerning police man-hours, was submitted by the Traffic Engineer on July 7, 1964 for 50 locations.)

c. Prepare collision and conditions diagrams for high accident locations and maintain priority list of worst accident locations for corrective treatment.

d. Encourage development of privately constructed and privately operated off-street parking facilities.

B. Vehicles

1. It is recommended that the Mayor and Municipal Board of the City of Manila take the following actions:

a. Pass an ordinance to revise paragraphs 15, 16 and 17 of present Ordinance No. 2646, the Traffic Code of the City of Manila, to clearly empower every member of the Manila Police Department to require immediate removal by the person in charge of any obstruction in any street and authorizing police to order removal by tow truck of disabled vehicles - with towing charges to be paid by the custodian of such vehicle prior to its release.

Towing service may be provided by private garages who volunteer such service to police with establishment of maximum rates to be charged and rotating use of available services. Such use of authorized tow service to remove an obstruction should not bar regular enforcement action against any offender.

b. Pass an ordinance to require rigid semi-annual inspection of all motor vehicles including public service vehicles operating regularly in the streets of Manila to assure safe operating conditions of steering equipment, brakes, lights, wind-shield wipers, wheel alignment, tires, rear view mirrors and non-obstruction of wind-shields, rear and side windows.

Approval decals should be affixed to the upper right corner of the wind-shielf by the inspector for each vehicle successfully completing the inspection. A different colored decal should be used each month for easy checking by police. Inspections should be scheduled by registration plate series or other method to assure stable inspection loads daily and monthly.

To carry out the inspections, three completely equipped safety inspection lanes will be required, consisting of automatic brake and wheel alignment test equipment, headlight testing device (other parts of the inspection are manual and visual) housing for each lane - open at

both ends for run-through operation and a small office for maintaining inspection files, including a pending file of failures and required re-inspections for follow-up procedures. Each lane should be manned by a trained three-man inspection crew and one clerk (who completes record cards while one crew member affixes the approval decal). One heavy duty lane should be utilized principally for heavy trucks and buses.

Inspection capability should average 225-265 vehicles per lane per eight hour day, (commercial radio broadcast and TV nets should cooperate by immediate announcements of low-loading with estimates of waiting time required) hence, three lane operations should be adequate for semi-annual inspections of the present 76,000 vehicles. Planning should include later provision of a fourth lane.

An inspection fee should be charged and set at the minimum amount which will fully recover the cost of the operation. Operating a motor vehicle in the streets of Manila without a current decal showing vehicle inspection and approval within the prior six months should be prohibited and heavy penalties set for infractions with increased penalties for second or subsequent violations.

c. Pass an ordinance reserving an easement of six to eight feet in width over all property adjoining street rights of way, for underground sanitary lines, telephone and

electric lines, storm drainage and similar facilities to avoid damage to street paving and surfacing occasioned by maintenance of such facilities or for changes, connections or extensions.

d. Pass an ordinance to require provision of off-street parking facilities for every new building as a condition to issuance of a building permit and to approval of completed construction. Schedules should be established governing the number of vehicle spaces required for size and type of occupancy. For example, an apartment building might require one off-street vehicle space for each occupant family plus a reasonable number of additional spaces for visitors. The number of spaces for a department store or professional building must be calculated upon requirements of employees within the structure plus the spaces required for all patrons or clients - giving consideration to the average time such space will be occupied. While this requirement is established for all new structures, it should include a requirement for all extensive rebuilding and for provision of adequate off-street parking by all existing structures within a reasonable time limit of ten years.

e. Consideration of an ordinance to regulate use of the streets of Manila by public passenger carrying and cargo vehicles through granting a City Franchise for each

user. Each franchise should clearly define the conditions, routes and limits of operations and should require an annual fee proportionate to the use of city roadway facilities. For the latter purpose a standard rate schedule based upon passenger capacity and/or cargo weight-miles traveled should be established. Granting of the franchise should include those vehicles which are registered outside the City, but which daily or weekly utilize the City facilities. The franchise should include the specific requirement for constant adequate maintenance of each vehicle and the right of the City to suspend or revoke the privilege of operating within the City for non-compliance of maintenance and safety equipment requirements or failure to comply with routing, scheduling or traffic regulations.

f. Complete revision and modernization of the Traffic Code of the City of Manila.

2. It is recommended that the Public Service Commission be requested to:

a. review the grants of Certificates of Public Convenience in the Manila area with the purpose of withdrawing certificates of operators who are not complying with equipment maintenance requirements and other regulations, and to require substitution of buses with minimum capacity for 33 passengers or more in all routes suitable for operation

of vehicles of this type to replace numerous jeepney operations which presently contribute greatly to traffic congestion (one bus can displace five jeepneys and can operate more efficiently.)

b. Utilize its transportation inspectors, deputized Manila policemen and its administrative processes to remove unsafe public service vehicles from the streets of Manila.

C. Operators

The key to immediate improvement in traffic flow and accident reduction is enforcement by all agencies which have responsibilities for control of vehicle operators. Present flagrant ignoring of traffic regulations and safe driving practices is evidence of inadequate total enforcement. The certainty of prompt and impartial police actions against all violators, backed by adequate penalties in the Courts, can rapidly improve the driving habits of motor vehicle operators. Prompt implementation of adequate enforcement practices is recommended.

1. The Land Transportation Commission has the major responsibility for assuring capability of motor vehicle operators as a condition to issuing a license. The expressed and evident desire of the Acting Commissioner and his staff to improve operations and results impels the following recommendations:

a. Improve testing of applicants for driver licenses by adding the necessary equipment to test peripheral vision, night

recovery of accuity and depth perception. (Compact accurate units for this series are available at reasonable cost through commercial channels and may be operated by trained examiners.)

b. Establish clinical treatment with trained interviewers for correcting knowledge, capability or attitude of accident prone or violation prone drivers - with increased use of discretionary suspension or revocation authority to remove from the traffic ways those drivers who fail or refuse to respond to corrective efforts.

c. Require rigid medical examinations and complete road and eye testing each three years for all professional drivers and for all non-professional drivers who are fifty or more years of age.

d. Complete as rapidly as possible the establishement of the planned central drivers' record file. The "Driver's Index" card, MVO Form No. 1-A should have added to it a column for accidents to make it complete. Radio facilities should be provided to enable immediate communications with major police agencies and prompt furnishing of information from this file for enforcement checks and uses.

e. Explore the benefits of adopting mechanical or electronic record making and maintenance.

Recommended Organization, MPD Traffic Bureau

TRAFFIC - CHART NO. 7

RECOMMENDED ORGANIZATION - MPD TRAFFIC BUREAU

Total Personnel:
Police - 413
Civilian - 12
Total - 425

Total Vehicles:
Passenger Autos - 19
Jeeps - 7
Truck - 1
Motorcycles - 40
3-W Motorcycles - 4
Total - 71

TRAFFIC BUREAU
Headquarters Staff
1 Chief
1 Deputy Chief (Executive Officer)
6 Others
Personnel--8 Vehicles--1 Auto

ENFORCEMENT DIVISION
1 Chief
4 Others - Operations Planning
3 District Supervisors (Field)
Others
Personnel--306 Vehicles--12 Autos

ENGINEERING DIVISION
1 Chief (Civilian)
2 Patrolmen
6 Others (Civilians)
Personnel--9 Vehicles--2 Jeeps
1 Truck

ACCIDENT INVESTIGATION DIVISION
1 Chief
28 Police Accident Investigators
(Trained and Uniformed)
Personnel--29 Vehicles--6 Autos

MOTORCYCLE UNIT
1 Supervisor
45 Others
Personnel--46
Vehicles --40 Motorcycles
* 4 3-Wheeled M. C.

PARKING & PEDESTRIAN UNIT
1 Supervisor
15 Others
Personnel--16
Vehicles -- 4 Jeeps

RECORDS & STATISTICAL UNIT
1 Supervisor (Civilian)
4 Others "
Personnel--5
Vehicles --0

TRAFFIC EDUCATION UNIT
1 Supervisor
5 Others
Personnel--6
Vehicles--1 Jeep

*3-Wheeled utility motorcycles for parking control and enforcement, 1 for each traffic district and 1 reserve for preventive maintenance scheduling.

NOTE: Traffic district lines should coincide with recommended patrol district lines, but within each district may be divided into sub-districts to meet traffic requirements.

GEM-9/20/64

X
349

2. For the Manila Police Department, with full recognition that well planned, well directed, impartial traffic controls and traffic law enforcement is an essential and most immediately productive element of effective traffic management, the following recommendations are offered:

   a. Continue the operations of the Traffic Bureau but reduce the number of divisions within it which report directly to the Chief by combining similar functions. A suggested organization is provided.

      The three wheeled utility motorcycles recommended for parking enforcement have been placed in the Motorcycle Unit, based upon vehicle operation, but may with equal logic be a part of the Parking and Pedestrian unit.

      Similarly, three-wheeled motorcycles may well serve as necessary mobility for Enforcement Division field supervision. Their use, however, is limited by inclement weather.

   b. Require traffic enforcement activities by all uniformed members of the Police Department, particularly the Patrol Bureau.

   c. Strictly enforce observance of bus and jeepney stops.

   d. Direct rigid enforcement actions against double stopping, unauthorized stops, cutting in and out and lane weaving by public passenger carrying vehicles.

e. Greatly increase enforcement actions against drivers whose violations have contributed to accidents.

PER CENT OF MOTOR VEHICLE TRAFFIC ACCIDENTS RESULTING RESULTING IN ENFORCEMENT ACTIONS

	1956	1957	1958	1959	1960	1961	1962	1963
Total Accidents	8,067	7,987	9,017	8,456	7,875	7,207	8,878	9,665
Enf.Actions-Accidents	5,834	4,532	3,650	1,510	594	2,235	2,856	313
% Accidents resulting in Enf. Actions	72%	57%	41%	18%	8%	31%	32%	3%

RATIO OF ENFORCEMENT ACTIONS TO FATAL AND INJURY ACCIDENTS

Fatal & Inj. Accidents	2,594	2,768	3,074	3,045	2,934	2,768	3,136	3,455
Total Enf. Actions	105,602	104,942	89,480	91,926	82,277	83,896	75,803	89,106
Ratio	40.75	38.28	29.11	30.13	28.04	30.31	24.17	25.79

During 1962, enforcement actions were taken in 32 percent of accidents reported, while in 1963 only 3 percent of accidents reported resulted in enforcement actions. Certainly if it is reasonable to take enforcement action against violators whose infractions have <u>not</u> contributed to an accident, it is even more reasonable and more logical to take enforcement actions against drivers whose violations have contributed to killing or maiming persons

or to property damage. In some jurisdictions 90 percent of all accidents investigated result in conviction of one or more of the drivers involved.

f. Enforce Paragraph 4, Rule IX of the Traffic Code requiring immediate reporting of traffic accidents. Based upon ratios of injury and property damage only accidents to fatal accidents reported, and considerations of present traffic congestion, it is estimated that accidents are actually occuring at the rate of more than 1,200 per month or in excess of 15,000 per year, but that only 60 to 65 percent are currently reported to, and investigated by, police.

g. Investigate <u>at the scene</u> all accidents reported to police. Immediate response by a uniformed, especially equipped two-man accident investigation squad is essential for adequate investigation, reporting and enforcement. Additionally, effective performance by such squads offers constant opportunities for improving police stature and relations with the public. Required for this service are 8 automobiles (sedans - includes one reserve for maintenance). Jeeps are not recommended for this function. Each equipped with police radio, red flasher dome lights, cameras with flash equipment, first aid kit, 30 minute red fusees, red flags on stands, measuring tapes, roller

measuring devices, short-handled broom, flashlight, clip-boards, plastic rules with cut-outs for diagram preparation, accident and witness interview and diagram report forms, and TVR forms.

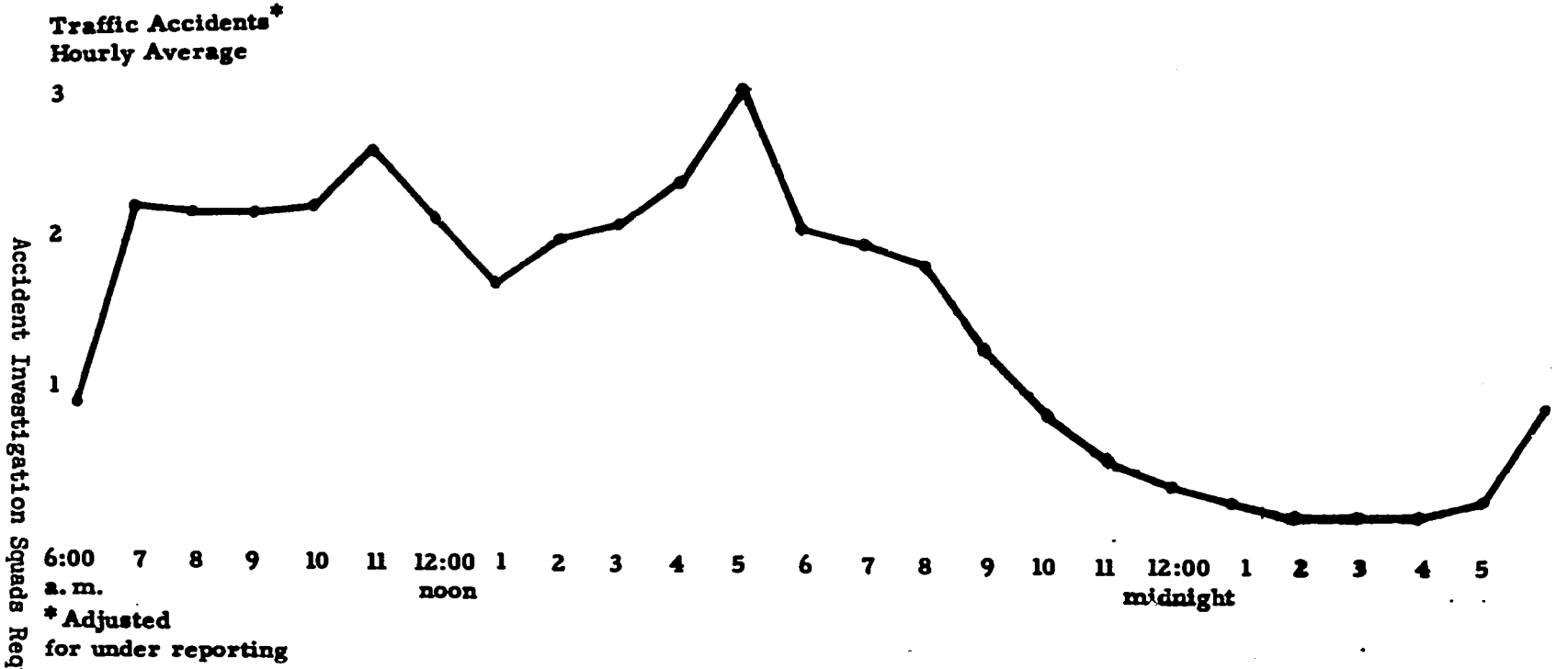
Following is a table showing the hourly distribution of traffic accidents in Manila:

TRAFFIC ACCIDENTS - MANILA - 1963
HOUR OF OCCURRENCE

Computed GEM 9/23/64

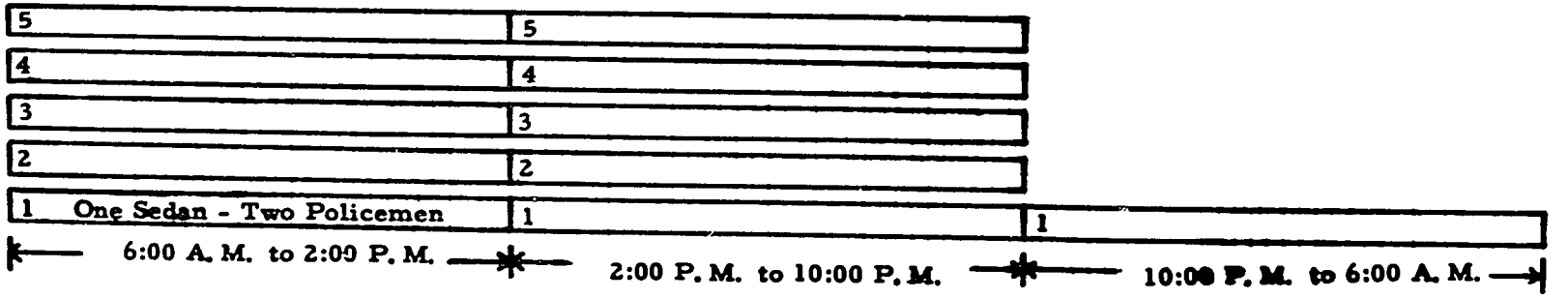
HOUR OF OCCURRENCE (M.V. ACCS. ONLY)	FATAL ACCS	PERS INJ ACCS.	PROP.DAM. ACCS	TOTAL ACCS.	ADJUSTED FOR UNDER REPORTING	AVERAGE PER DAY
12 to 12:59 A.M.	1	44	60	105	144	.4
1 to 1:59 A.M.	1	32	57	90	123	.3
2 to 2:59 A.M.	1	25	28	54	74	.2
3 to 3:59 A.M.	1	26	28	55	75	.2
4 to 4:59 A.M.	1	30	26	57	78	.2
5 to 5:59 A.M.	8	39	39	86	117	.3
6 to 6:59 A.M.	5	109	123	237	325	.9
7 to 7:59 A.M.	3	192	397	592	811	2.22
8 to 8:59 A.M.	4	175	408	587	804	2.20
9 to 9:59 A.M.	4	187	397	588	805	2.20
10 to 10:59 A.M.	3	204	385	592	811	2.22
11 to 11:59 A.M.	6	222	466	694	951	2.61
12 to 12:59 P.M.	4	186	388	578	792	2.17
1 to 1:59 P.M.	4	153	302	459	629	1.72
2 to 2:59 P.M.	6	162	379	547	749	2.05
3 to 3:59 P.M.	5	200	361	566	775	2.12
4 to 4:59 P.M.	6	242	393	641	878	2.41
5 to 5:59 P.M.	4	302	508	814	115	3.05
6 to 6:59 P.M.	7	193	359	559	766	2.10
7 to 7:59 P.M.	5	178	345	528	723	1.98
8 to 8:59 P.M.	7	188	297	492	674	1.85
9 to 9:59 P.M.	6	114	225	344	471	1.29
10 to 10:59 P.M.	2	85	136	223	305	.84
11 to 11:59 P.M.	3	70	103	177	243	.67
TOTAL MOTOR VEHICLE ACCIDENTS.	97	3,358	6,210	9,665	13,241	36.28

Accident Records & Statistics
TCB, MPD



Accident Investigation Squads Required

ACCIDENT INVESTIGATION SQUADS REQUIRED



Accident investigation squad requirements are as follows:

REQUIREMENTS - POLICE ACCIDENT INVESTIGATION SQUADS

Estimated total accidents per year - 15,000

Estimated 2 hours as average time required for a two-man accident investigation squad to respond to a call, make the on-scene investigation, conclude interviews, clean up scene, prepare report and report back in service.

Hence: 41 accidents x 2 hours = 82 hours, average squad required daily.

82 squad hours per day ÷ 8 (hours of assigned duties per day per squad) = 10.2 squads required per day (11).

Adjusted for peak hours - based upon "Traffic Accidents - Manila - 1963" from MPD Traffic Bureau Accident Records and Statistical Section.

Hours	Accidents Total	Accidents High	Hour	Per Day Low	Per Day Ave.	Per Day Adj.*	Squads Req.
6:00 AM- 1:59 PM	4327	694	11:00 AM-11:59AM	237	12.1	16.6	5.1
2:00 PM- 9:59 PM	4491	814	5:00 PM- 5:59PM	344	12.3	16.9	5.2
10:00 PM- 5:59 AM	847	223	10:00 PM-10:59PM	54	2.3	3.2	1.

* Adjusted for present under reporting

Required is 8,030 man days of work per year - 11 squads x 2 (men per squad) x 365 days per year.

Estimate 290 days worked per man (365 - less 52 days off, 15 days vacation, 8 days sick and other leave).

Then 8,030 ÷ 290 = 27.7 (28) number of personnel required to man 11 squads.

Therefore requirements for accident investigation squads in the City of Manila are:

28 Uniformed traffice Accident Investigators, fully trained in on-scene investigations, traffic direction to protect scene

and prevent additional accidents, first-aid, photography, skid-mark measurements and calculations, interviews, preparation of sketches, clean-up of scene removal of disabled vehicles from traffic ways and restoration of traffic flow.

8 Automobiles (Sedans) - including 2 for supervisors and 1 reserve for rotating preventive maintenance, etc. - equipped with radios, clip-boards, measuring tapes and rolling measuring instruments, red 30 min. fusees, red flasher lights, red flags on stands, flashlights, short-handled broom, camera and flash equipment, report forms, witness statement forms, rulers with cut-outs for preparation of diagrams, first aid kits and TVR forms.

Based upon adjusted accident expectancy, five squads will be required during peak hours and areas of the City should be assigned to each, with a single squad covering the entire City during off-peak hours. A total of 28 uniformed, fully trained investigators are required to provide 24 hours per day coverage every day, including necessary relief men. Squads must be assigned to hours of need, making shift change hours in accord with accident patterns. In addition, 6 Sergeants and 6 Lieutenants are required for supervision and command.

Functionally the squad, after receiving a radio assignment or other notice of a traffic accident, proceeds immediately to the scene, attends to needs of injured persons, protects the scene from further accidents (by placing red flags or fusees when indicated) sketches and photographs the scene and damage, makes necessary accurate measurements and skid-mark calculations, orders removal of obstructions and disabled vehicles from the traffic way, interviews drivers and witnesses, issues TVRs when indicated, removes broken

glass or other debris from the street and prepares complete reports and diagrams. Investigators must be fully trained in all of these duties.

Accident investigation squads, when not actually engaged in investigations, should enforce traffic regulations in the areas assigned and should never be relased for other duties except to respond to general alarms.

h. Provide the Accident Records and Statistical Section with needed file cabinets to immediately establish a location file of accident reports. The present 3x5 card location file is inadequate for study and use of reported detailed accident information. Time required to locate, pull and return accident reports under the numerical system, or any other than a file by location, frequently exceeds time required for study; hence reports can be fully utilized only by location filing. Numerical control may be maintained in a 3x5 card index file. Accident reports should be maintained in the location file for a minimum period of three years, and longer in low accident areas.

Maintain a separate file of reports of fatal accidents - with dummy sheets for each placed in the regular location file - to obtain maximum use and values from such information.

Prepare complete statistical and analytical summaries of accidents for each 6 months period beginning January 1 and July 1 each year to provide complete information on both calendar and fiscal year bases.

Prepare similar monthly and six months summaries for all enforcement actions reported by police for regular comparison of actions and problems. These should include, if possible, detailed information concerning disposals and penalties in traffic cases.

Prepare and maintain accident and enforcement spot maps by hourly distribution to provide daily guidance for enforcement assignments.

D. Traffic Bureau Facilities, Equipment and Personnel

1. The present inadequate and overcrowded building occupied by the Traffic Bureau should be replaced with the required space for efficient routing and separation of activities as part of a new functional central police building. Needed file cabinets, office machines and office furniture should be provided.

2. Provide additional mobile equipment totaling 21 passenger automobiles, 1 motorcycle and 4 three-wheeled motorcycles (for parking control) for the Traffic Bureau. Nine of the present 16 jeeps may be released when the passenger vehicles have been provided.

   Provide effective centralized preventive maintenance for all vehicles and a realistic annual vehicle replacement program.

TRAFFIC BUREAU VEHICLE REQUIREMENTS

	4 Door Sedan	Jeeps	Motor-cycles	3Wheel Motor-cycles	Trucks	Total
Chief's Office	1					1
Enforcement Division	12					12
Motorcycle Unit			40			40
Parking & Pedestrian Unit		4		4		8
Engineering Division		1			1	2
Accident Investigation Div.	8					8
Traffic Education Unit		2				2
Records and Statistical Unit						0
TOTAL	21	7	40*	4	1	73
Presently Provided	0	16	39	0	1	56
New Vehicles Required	21	0	1	4	0	26
Then Surplus	0	9	0	0	0	9

* One motorcycle is reported unserviceable.

All vehicles except one jeep (Traffic Education) and 1 truck (Engineering) should be equipped with 2-way radio on regular Police frequencies.

3. It is reported that present Traffic Bureau manpower assignments include:

   a. Five motorcycle policemen serving full time to provide Presidential escort services. The assignment appears to be needed and logical in view of present congestion and protective requirements. The question is raised, however, concerning personal liability protection of these policemen if involved in an accident or injured when assigned to operations which take them outside the City Limits of Manila. Such protection should be provided.

   b. Traffic Bureau personnel presently manually operate traffic signals at 27 locations for daily periods ranging from 4 to 15 hours depending upon location. Daily manhours thus expended total 282 or 1,974 man hours weekly. Adjusting this figure for the average 40 hour work week shows a total of 49 policemen so assigned. It is recommended that these signals be immediately equipped with automatic controllers of sufficient flexibility to meet traffic needs and the policemen thus relieved assigned to productive traffic enforcement duties.

   c. Recommendations offered in Section C, 2, will develop guides to maximum selective assignment of personnel according to times, locations and enforcement actions to effect maximum reduction in congestion and accidents.

E. Traffic Safety Education

A vastly increased program is recommended to inform the public and encourage active public participation in traffic improvement efforts. Much helpful information for this purpose is available from such U.S. organizations as the National Safety Council, Inc. (NSC), the Automotive Safety Foundation (ASF), the American Automobile Association (AAA), the American Association of Motor Vehicle Administrators (AAMVA) and others. Both immediate and increased long-term benefits are possible from many activities. Recommended are:

1. Careful evaluation of the present air-borne radio broadcasts described which will probably indicate their effectiveness and means of improving them.

2. Inauguration in cooperation with education officials, parent groups and civic associations of:

   a. A school safety patrol program to replace the present junior police program. Excellent operations manuals and supporting pieces for this may be obtained from AAA.

   b. A "Safety Town" or "Kiddy Town" program in which games are employed to teach kindergarten and pre-school age children simple safety habits (NSC).

   c. A bicycle program to teach safe riding and maintenance of bicycles (Bicycle Institute of America).

   d. Driver training programs in the schools for teen-agers approaching driver license age (NSC-AAA-Aetna Insurance Co.).

   e. A pedestrian poster contest for students (AAA).

3. Close liaison with television and radio channels, the press, church and industrial publications for regular distribution of newsworthy facts and photos beneficial to traffic flow and accident reduction; regular use of a daily box score of accidents during the past 24 hours, total for the month and year and similar totals for the previous year. Sunday supplement photos and feature articles on various phases of safe driving, safe walking, "how to" articles, new or changed regulations, monthly emphasis themes, etc. are effective.
4. With industrial, commercial and transport groups, promote use of safe driving awards to professional drivers and safe driving competitions for employees.
5. With advertisers promote use of slogan contests in their regular advertising.
6. With civic groups organize a speaker's bureau and keep supplied with current facts, photos, slides and charts covering traffic accidents and enforcement.
7. With motion picture theatre operators - urge procurement and showing of traffic safety films and encourage use of "tails" by local sponsors.
8. Employ selected police personnel for appearances before community groups. Use charts, graphs, slides, movies and similar media to achieve high interest level and informative presentations.

9. Use a vehicle mounted public address system for encouraging safe walking at heavy pedestrian crossings. Stunts such as "the talking bear" or "the talking signal" are effective; as is good natured humor, but care should be taken to avoid embarrassing members of the public.
10. Use of human interest cases from the Traffic Courts as news stories.
11. Constantly seek fresh methods of appealing to the pride and capabilities of individuals to create public support for effective traffic management.

F. Traffic Courts

The effectiveness of police enforcement actions in establishing deterrants to violations, congestions and accidents, depend in major part upon the effectiveness of traffic court processing, judicial attitude and assessment of adequate penalties in "guilty" cases. The slightest susceptibility to use of influence or "fixing" of cases is extremely detrimental. Since the Court, like Caesar's wife must not only be guiltless, but free from the suspicion of guilt, it is recommended that:

1. Court records be so maintained that the complete disposition of each traffic case is recorded and maintained.
2. Complete disposition information for each traffic violation charged be made immediately available for police department records.

3. Regular independent bi-monthly or quarterly audits be made of the disposition of all pre-numbered Traffic Violation Reports, including number of forms invalidated, if any, reasons for such invalidations and by whom authorized, totals of "guilty" findings, penalties assessed, and total cases dismissed, with reasons. Results of each audit should be made available immediately for publication through press and other public media channels. (The Court might avail itself of this opportunity to address brief traffic safety messages to the public based upon the knowledge and experience of hearing many traffic cases.)

Some Estimated Costs

A. Traffic signal installation costs vary according to the type of system employed. For multiple cable interconnected systems, original equipment purchase costs are lower than for most other systems; but installation costs are highest. Utilizing radio transmission as an alternate to interconnecting wires considerably lowers installation costs, but increases the cost of original equipment. Other in-between systems are available. The system chosen should be that which will best serve the requirements of Manila traffic, and intensive study of the benefits of radio interconnection is recommended.

The Chief of the Traffic Bureau Engineering Division has recommended (July 7, 1964) signal installation and/or addition

of pedestrian signals at fifty intersections "to relieve policemen from regulating traffic" and estimates the cost at ₱559,200.00 ($13,800). Prompt consideration of this proposal should include study of radio interconnected systems with traffic adjusted controls, comparison of flexible controller costs, installation costs and long range maintenance estimates.

Based upon information provided locally, signal installation costs per intersection are estimated as follows:

Signal Heads - depending upon the number of sections, directions, mounting and power feed.	₱3,500 - 4,500 ($ 875-1125)
Pedestrian Signals - @₱1,000 ($250.) per head	2,000 - 6,000 (500-1500)
Controllers, with Weatherproof Aluminum Cabinets	6,500 - 9,500 (1625-2375)
Local Materials and Labor	1,500 - 2,500 (375- 625)
	₱13,500 -22,500 ($3375-5625)

Note: One usual estimating method is to use the average cost of ₱7,800 ($1950) per intersection installation plus the cost of Central control facilities and interconnections.

B. <u>Vehicles Recommended for Use by the MPD Traffic Bureau:</u>

21	Four Door Sedans, completely equipped, including 2-way radios - @ ₱16,500($4125)	₱346,500 ($86,625)
1	Motorcycle (replacement)	7,000 (1,750)
4	Three-Wheel Utility Motorcycles @ ₱7,500 (1875)	30,000 (7,500)
6	Rollators or similar Road Measuring Devices @ ₱86. ($21.50)	516 (129)

5	Gross, Red 30 minute fusees	₱ 975	($ 244)
5	First Aid Kits, with metal carrying case @ ₱60 ($15)	360	($ 90)
6	Cameras with Tri-pod and Electronic Flash Equipment - Kodak Retina Reflex III with Stroboflash I and carrying case or equal recommended @ ₱1,200 ($300)	7,200	($1800)
6	Each measuring tapes, flashlights, short-handled brooms, plastic rulers, clip-boards (from local supplies)	600	($ 150)

C. Paving and surfacing costs, both unit costs and total requirements, can be better calculated by local engineering staffs, hence are omitted here.

Implementing Improvements

The three "Es", Engineering, Education and Enforcement, are well known as the basic elements of traffic safety programming. For effective implementation of the program, however, two more "Es" are required, Enthusiasm and Execution; enthusiastic leadership by Government and enthusiastic support by the public for sound execution of well conceived efforts to reduce traffic congestion with its twin effects of delays and accidents.

Courageous leadership by top Government officials in providing modern legislation and sound policy decisions is essential. It is the good fortune of the City of Manila to have available capable traffic engineers and police officials who have completed advanced training in their respective traffic fields. The funding should be

provided to use these capabilities effectively for the benefit of the people of Manila. Foresighted budgeting and control measures are required to catch up with the unfilled needs of past years and the present year, and to have ready for use the facilities for next year when they are needed.

Traffic congestion in Manila can be reduced; delays, deaths, injuries, and property damage can be greatly decreased. The methods which must be employed are neither free nor easy to accomplish. Expert, forward planning, adequate funding for studies, equipment, construction and maintenance, determined progress by officials and support by citizens can achieve effective traffic management with smoother, safer and faster flow of vehicles in Manila.

BIBLIOGRAPHY

Bulatao, Jaime - "Changing Social Values", Philippine Studies, A Quarterly, Vol. 10, No. 2, April 1962.

Corpus, Onofro Dizon - "Western Colonization and the Filipino Response", Journal - Southeast Asian History, Vol 3, No. 1, March, 1962.

Fox, Robert B. - "Filipino Family and Kinship", Philippine Quarterly, Vol. II, No. 1, Oct-Dec. 1961.

Hunt, Chester L. et al -"Sociology in the Philippine Setting", Phoenix Publishing House, Quezon City, 1963.

Jacobini & Associates - "Governmental Services in the Philippines", Institute of Public Administration, University of the Philippines, 1956.

Jamias, Eugenia - "The Problems of Out of School Youth", UNICEF Assisted Social Services Project - Manila, 1962-63.

Jenkins, Shirley - "American Economic Policy Toward the Philippines", Stanford University Press, Stanford, 1954.

Lynch, Frank - "Four Readings on Philippine Values", Ateneo de Manila University Press, Quezon City, 1964.

Marking, Yay - "Where a Country Begins", Araneta University Press, Rizal, 1961.

Ostelius, Hans - "Islands of Pleasure", Geo. Allen & Unwin, Ltd., London, 1963.

Owsley & Associates - "Philippines City Charters", Institute of Public Administration, University of the Philippines, 1956.

Ravenholt, Albert - "The Philippines, a Young Republic on the Move", D. Van Nostrand Co., Inc., Princeton, N. J., 1962.

Spencer, J. E. - "Land and People in the Philippines", University of California Press, Berkeley, 1954.

Torres, Lt. Col. E. C. - "Police Service", Manila P.D., 1961.

Wilson, O. W. - "Police Administration", McGraw-Hill Book Co., Inc., New York, 1963

X
369

Wilson, O. W. - "Police Planning", C. C. Thomas, Springfield, Illinois, 1952

Zaide, G. F. - "Philippine Political and Cultural History Volume I - The Philippines Since Pre-Spanish Times", Philippine Education Company, Manila 1949.

Zaide, G. F. - "Philippine Political and Cultural History Volume II - The Philippines Since the British Invasion", Philippine Education Company, Manila, 1957.

Zarco, Ricardo M. - "Juvenile Delinquency in Manila", Church and Community, Vol. IV, No. 3, May-June, 1964.

..... "Fact Sheet on the Philippines", The Philippine Association, Manila, 1954.

..... The Golden Book, Manila, 50 Years of Progress 1901-1951, Manila Library, 1951.

..... "Manual on Referral Services", Philippine Youth Welfare Coordinating Council, Manila, 1963.

..... "Municipal Police Administration", International City Managemers Association, Chicago, 1961.

..... "The Philippines - A Handbook of Information", Department of Foreign Affairs, Republic of the Philippines, 1963.

..... Philippine Studies Quarterly, Vol. 10, No. 2, Manila, April, 1962.

..... "Problems of Filipino Youth", Church and Community, Manila, Vol. IV, No. 3, May-June, 1964.

..... "Report on the Demonstration Youth Center", Philippine Youth Welfare Coordinating Council, Manila, 1963.