

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

OF THE

ZAMBOANGA CITY POLICE DEPARTMENT
MINDANAO REGION
Philippines

By

Police Commission
and
Office of Public Safety
Agency for International Development

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F O R E W O R D

The survey of the Zamboanga City Police Department was conducted by the Police Commission and the Public Safety Division of the Agency for International Development under a sub-project agreement entered into by the Police Commission and the Agency for International Development on August 19, 1970, with the City of Zamboanga.

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

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

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

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SURVEY TEAM

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ACKNOWLEDGMENTS

The survey would not have been possible without the cooperation of the City Mayor, Joaquin F. Enriquez, Jr., Vice Mayor Roberto T. Lim, Councilors, Jose Vicente F. Atilano II (Chairman Pro-Tempore), Pelagio S. Mandi (Majority Floor Leader), Rustico M. Varela (Assistant Majority Floor Leader), Cesar D. Bucoy (Minority Floor Leader), Edmundo S. Rodrigues (Member), Silvestro G. Rivera (Member), and Jose Ma. Bucoy, Jr. (Secretary to Mayor), Jose S. Cabato (City Warden), Ernesto Cabato (Acting Chief of Police), and other members of the Zamboanga City Police Department.

The members of the survey team were most pleased to have the opportunity to participate in the survey of the Zamboanga City Police Department. The cooperation of all persons who contributed to this report is highly appreciated.

THE SETTING

Zamboanga, "City of Flowers", was founded on June 23, 1635. On that day a Jesuit priest-engineer and the Spanish authorities laid the cornerstone for what is known today as Fort Pilar. On that same day its former name, Samboangan, was changed to Zamboanga.

This modern city has a long and colorful history. Early Malays who settled on the tip of the peninsula were later joined by Badjaos and Samals who came all the way from southern Sulu in their vintas to settle along the shorelines.

Spain transformed this colorful city into a seat of Spanish culture, the capital of the "gobierno-politico-militar", bequeathing both her Catholic religion and her language. Nowhere else in the Philippines is Spanish, together with English, better understood or spoken than in Zamboanga. President Quirino once called it a "Spanish city, transplanted under oriental skies in a region of songs and poetry".

Zamboanga, once a simple town, is today a modern city in all aspects. Churches, hotels, banks, schools and commercial establishments abound in this busy and progressive port city. A fine harbor, airport, asphalted roads, the country's oldest Country Club, beautiful Pasonanca Park with her famous Tree House all contribute to the fascination of this thriving city.

Although the city of Zamboanga is no longer the "largest city in the world in point of area" it sprawls on 142,499.00 hectares making it thirty-eight times larger than the city of Manila. It has a population of 203,323 which consists of less than 2,000 foreigners. The student population is 60,397.

There are four commercial radio stations and five local newspapers. Tourists visiting Zamboanga number over 100 a month. The colorful bazaars and the large city market provide tourists with ample opportunity to shop as well as view the thousands of various items available for sale.

The waters of the Sulu Sea, Basilan Strait and Moro Gulf along the western and eastern coasts of the city abound in fish, shells and other marine products. The area is one of the richest fishing grounds in the Philippines. The city exports logs, sawn lumber, plywood, veneer, copra, copra cake, coconut oil, abaca, rattan, dried fish, cattle, fruits, salt, ornamental coconut and seashells, and other marine products. The city imports rice, corn, sugar, milk (condensed and evaporated), potatoes, cabbages, onions, garlic, lard, petroleum, gasoline, crude oil, cement, hardware goods, medicine, motor vehicles, textiles, cigarettes and toilet articles.

Zamboanga is outside the typhoon belt and enjoys a pleasant year round climate. The sun rises in splendor at dawn and sets like a magnificent fireball on clear, cloudless days. There are lush tropical islets with white sandy beaches scattered here and there which add to the beauty of the setting.

On September 23, 1936, the national assembly of the Commonwealth of the Philippines passed a bill which sought the conversion of the Municipality of Zamboanga into a chartered city. It was approved into law as Commonwealth Act No. 39, otherwise known as "The Charter of the City of Zamboanga", on October 12, 1936, by President Manuel L. Quezon. The city of Zamboanga was inaugurated on February 26, 1937, with the Honorable Nicasio Valderrosa appointed as Mayor and five other persons as members of the city council.

Through various amendments of the law that created it, the city is now administered by a Mayor, a Vice Mayor, who is concurrently the chairman of the city council, and eight councilors -- all chosen by popular vote for a term of four years.

ORGANIZATION AND ADMINISTRATION

The Zamboanga City Police Department has an authorized strength of 230 men. The present strength is 207. The department is commanded by Deputy Police Chief Ernesto L. Cabato. Chief Cabato has been a member of the force since 1947 and has been acting Chief of Police for the past seven months due to retirement of the previous Chief of Police.

Zamboanga is a first-class city with a population of 203,323. The City Budget for FY 69-70 was ₱6,629,046.13; the police department budget for the same year was ₱907,210.00 or approximately 18% of the City Budget. The budget for FY 70-71 was not available.

1. ORGANIZATION

A police agency is organized for the purpose of facilitating the attainment of its objectives. Organization can be defined as the arrangement and utilization of total resources of personnel and material in such a way as to make easier and to expedite the attainment of specified objectives in an efficient, effective, economical, and harmonious manner. It follows, thus, that organization is not an end in itself -- it is a facilitative device, or, in effect, a tool of management.

An organization structure should assure reasonably that there is provision for concepts of sound organization:

- a) Sound and clear-cut allocation of responsibilities.
- b) Equitable distribution of work loads among elements and individuals.
- c) Clear and unequivocal lines of authority.
- d) Authority adequate to discharge assigned responsibilities.
- e) Reasonable spans of control for administrative, command, and supervisory officers.
- f) Unity of command.
- g) Coordination of effort.
- h) Administrative control.

The department does have an organizational chart similar to Chart 5 prescribed in Rule I of the Police Manual; however, this does not represent the true organization of the department.

This department does not have a "Police Advisory Council." The position of departmental Inspector is filled by a Captain of Police. The position of Chief of Police has been vacant for the past seven months, as the Deputy Chief is the Acting Chief of Police.

A. Operations Bureau

The Operations Bureau is commanded by a Captain of Police. The organization of this bureau conforms with the Police Manual in that it includes the Patrol Division, Traffic Division, Investigation Division, Vice Control Division and the Juvenile Division.

The Patrol Division has five precincts and one detachment. Three precincts are commanded by Lieutenants, two precincts and the detachment have Sergeants as OIC's. Patrol is conducted by mobile and walking beats. The five precincts have one vehicle assigned.

The Investigation Division is divided into three sections: Homicide, Robbery and Theft, and "Anti-Crook". The office space allotted this division is inadequate. There is a shortage of typewriters and adequate space for investigators to complete reports. There is no space for interviews and interrogations. This division is over-specialized and poorly supervised.

Even though the organizational chart indicates a Juvenile Division, there is none. The Acting Chief of Police states that this is due to lack of personnel. The department has no program for youth crime prevention.

The present organization assigns the Vice Control Division to the Operations Bureau, in fact this division reports directly to the Office of Chief of Police. Though practical, this does not conform with the Police Manual. This division is headed by a Sergeant of Police. Once again, this division should not be further specialized into sections as it is now. There is no evidence of organized crime in Zamboanga City; vice activities are confined mainly to prostitution and gambling.

The Traffic Division is specialized into three sections: Investigation, Fixed Post and Highway Patrol. Again, it is felt this is over-specialization according to the traffic problems of Zamboanga City.

B. Services Bureau

The Services Bureau consists of the Property Division, Central Records Division and the Maintenance Division. This organization is not in accordance with the Police Manual's prescribed organization in that there is no Communications Division nor Jail Division. However, this is justified as the department has no radio equipment and the jail function is performed by a separate city department. (See Exhibit I).

This entire bureau is over-specialized and compartmentalized.

The Property Division consists of a Procurement Section, Exhibits Section, Firearms and Ammo Section, Motor Vehicle Section and Office Supplies Section.

The police records element, Central Records Division, is established to provide all departmental records-keeping and information-retrieval services except those records exclusively concerned with personnel, fiscal, and related management matters.

The responsibilities of this division fall into three major categories:

- 1) Maintenance of records on arrest and personal identification, crimes, accidents, property and evidence.
- 2) Provision of indexing and information retrieval, office and stenographic services, and public assistance and information.
- 3) Records control through report review and audit services.

In most situations, provision would also be made for statistical and tabulating services.

The Zamboanga City Police Department's Central Records Division is commanded by a Captain and consists of four sections: Clearance Section, Identification Section, Warrant and Summons Section, and Report and Statistics Section. These sections are further specialized beyond the scope of good management. The division did not appear to be fulfilling its mission, particularly indexing and information retrieval. The survey team was unable to obtain simple statistics such as the total number of crimes for the past year.

The division has no system of report review or audit services.

The third division of the Services Bureau is the Maintenance Division. This division consists of the Motor Pool Section, Firearms Maintenance Section, and Building and Office Equipment Section.

With the exception of the Motor Pool, this division is a duplication of effort and a waste of manpower. Maintenance of property such as firearms and office equipment could and should be handled by the Property Division. This is in fact the present situation due to lack of personnel -- but there is no need for these sections; the division should be reorganized accordingly.

C. Administration Bureau

The Administration Bureau consists of the Budget-Finance Division and Intelligence Division. The organizational chart indicates a Personnel Division and Intelligence Division -- there are none due to lack of personnel.

The Budget-Finance Division is headed by a Sergeant of Police, and includes the Payroll Section, Voucher Section, Budget Section and Leave and Claims Section. Once again, this division is over-specialized causing a decrease in efficiency.

The Personnel Division should be made operational as soon as possible; this is vital for good management.

The intelligence function must also be reinstated, but should not be a division. This city needs only a small intelligence detail, reporting directly to the Chief of Police.

In summary, the organization of this department does not conform with that required by the Police Manual, nor is it organized to be functionally effective. The present organization does not insure effective, economical or efficient operations in order to accomplish the police objectives and missions. (Section 3, Rule I, Police Manual).

One of the most glaring weaknesses of the organization is the absence of training and planning units; these are vital functions for a modern police agency.

It should be kept in mind that the organizational structure must be supportive of the process involved in the attainment of an agency's objectives. If administrative or operational goals change, it is likely that a reordering of the organizational structure will be desirable if, in fact, not imperative. Organization cannot be construed ever to be immutable or unchangeable; it must have the quality of viability.

2. ADMINISTRATION

When evaluating the administration of a police department, one must attempt to measure the effectiveness of the administrative processes. These are planning, organizing, assembling resources, directing and controlling.

Administrative processes collectively are those interrelated means employed on a continuing basis by which an administrator achieves his organizational goals and objectives.

a) Planning

As stated previously in this report, within the Zamboanga Police Department the planning function is non-existent. No unit or person has been given this responsibility. Planning is an important and never-ending process which cannot be ignored.

Planning is the only sound basis for any undertaking whether the latter be complex or simple in nature. It is, in essence, preparation for action and is generally acknowledged to be the key administrative process.

b) Organizing

This has been covered in detail above.

c) Assembling Resources

Personnel, housing, equipment and supplies are resources essential to the functioning of a law enforcement agency. How these resources are used will determine to a large degree the effectiveness of the department.

Personnel, which is covered in depth by another part of this report, of the Zamboanga Police Department are not being used effectively. Many offices and sections are over-staffed, while other units are not operating due to "lack of personnel"! All clerical positions are filled by police officers, further depleting the operational units.

The authorized strength of the department is 230 members, actual strength is 207. The department though under strength could be more productive with better utilization of personnel.

The department has never conducted a position analysis of the force.

Although salaries are fair (Patrolman basic, ₱250/month), recruiting qualified applicants is a problem.

Assignments appear to be haphazard. This, in part may be due to the fact that the department does not use any type of personnel evaluation system.

Operations personnel work twelve hour shifts, while office personnel work eight hour shifts. No adequate explanation was given for this.

The department has no effective machinery for maintaining discipline.

The Police Department is housed in a very old run-down building. With some planning and remodeling, it could be adequate. This will be covered in detail by another section of this report.

The equipment and supplies of the Zamboanga Police Department are inadequate. This not only hampers effectiveness but is very costly. If resources are not adequate or are not maintained, the service return is limited.

d) Directing

Directing is virtually synonymous with supervising. This process is found at every level of a police agency. In this department, it ranges from very weak to non-existent.

Directing involves the guidance of other persons toward the accomplishment of goals within prescribed police guidelines and in accordance with established procedures. This is usually accomplished through written orders. Such orders are usually of these types -- general, special and personnel. The only one used by this department is personnel. Rule II, Section 2,d of the Police Manual requires the establishment of a comprehensive system of directives which will include policy statements, general and special orders, training bulletins, standard operating procedures and rules and regulations.

e) Controlling

The last of the key administrative processes is controlling. Control assures program development, support of policies, and conformance with procedures. Control is basically a matter of supervision but, in the final analysis, it must be achieved and assured through a staff inspection process. This process is ignored by this department. There is no planning for such inspections; some units could not remember the last time they were inspected, although the Chief's office indicated such staff inspections were conducted at least once a month.

The Zamboanga City Police Department does appear to be relatively free of outside interference. As a matter of fact, the support given the department by the city fathers is better than is usually found.

The department has not established an efficient and accurate reporting and recording system. Departmental reporting for the public and for the police themselves is inadequate. (Rule II, Section 1,E).

When the Chief was asked for a copy of the departmental annual report, he stated he would obtain copies for the survey team; however, it was later ascertained that no such report has ever been made. (Rule II, Section 1,F).

Essential components of effective communications include accuracy in transmission and full understanding on the part of those to whom communications are directed. Effective departmental communications must travel the chain of command in both directions.

This department does not have a public relations program, nor is this responsibility assigned to any unit or person. (Rule II, Section 1,G). The

police must strive to establish communication with persons in the community. Such a program is necessary in order to:

1. Encourage police-citizen partnership in the cause of crime prevention.
2. Improve police-community relations and foster cooperative community efforts in problem solving.
3. Encourage a cooperative relationship between police and other agencies in the criminal justice system.
4. Help make the principle of equal protection of the law meaningful for the total society and emphasize that law enforcement is a general community responsibility.

The Acting Chief of Police stated that each bureau and division commander submits a written report daily to the Chief's office, however, the survey team was unable to obtain or see any of these reports.

The Chief holds a staff meeting of his command officers once a month.

One of the most practical methods for improving police service is the provision for specialized training and education of all police officers.

Police work is a rapidly progressing profession and most areas requiring basic recruit police training also require periodic retraining.

The Zamboanga Police Department is totally lacking in the area of training. They do not have a training section, they have no roll-call training nor have any members attended the PolCom basic course.

RECOMMENDATIONS

1. Department should be reorganized to conform with Chart 4 of the Police Manual.
2. Implement and utilize the Police Advisory Council.
3. The position of Chief of Police should be filled as soon as possible.
4. Assure that responsibility has commensurate authority at each administrative level.
5. Guarantee compliance with Rules I and II of the Police Manual, pertaining to organization and administration.
6. Within the Chief's office, the Inspector should be used for a continuing staff inspection function.
7. Provide equitable distribution of workloads among elements and individuals of the department.

8. Conduct a job analysis of each position as soon as possible.
9. Develop an effective public relations program which will promote and maintain public understanding, confidence and support of the department as well as aid in the recruitment of qualified personnel.
10. The Chief should institute a program of staff inspections on a periodic scheduled and unscheduled basis.
11. Assign to one officer the responsibility for assisting the Chief of Police in the planning function for the department, until such time as the Training and Planning Division can be organized and become operational.
12. Request assistance from the PolCom Training Center in Zamboanga in order to start a departmental training program.
13. Immediately begin sending departmental personnel to the PolCom Basic Police Course.
14. Prepare a manual of Rules and Regulations for the department and assure that every member receives a copy.
15. Clearly define the duties and responsibilities of each unit, and make these available to all members.
16. Organize and staff a Juvenile Division.
17. Begin employing civilian clerks for departmental clerical tasks, thereby releasing police personnel for police duties.
18. Assure that all five divisions within the Administration Bureau are staffed and operating: Personnel Division, Budget and Finance Division, Planning and Training Division, Public Relations Division and Intelligence Division.
19. Establish an efficient and accurate reporting and recording system. (Rule II, Section 2,e, Police Manual).
20. Compile a comprehensive system of directives to include policy statements, general and special orders and training bulletins.
21. Implement an accurate system for compiling records and statistics.
22. Maintain reasonable spans of control of administrative, command, and supervisory personnel.
- 23) Assure that an annual report is prepared and submitted to the mayor in compliance with Rule II, Sec. 1F, PM.

24. Develop detailed justifications for budget requests. Support the budget request adequately with documents, accomplishments and statistics.
25. Develop the concept of the police role in community service and community participation in police problems.
26. Implement the performance rating system of the Civil Service Rules to assure that each member is rated twice a year.
27. Assure that departmental policy allows information to flow freely up as well as down the chain of command.
28. Develop the "Planning" process so as to develop predetermined courses of action which offer the greatest potential for obtaining desired departmental goals.
29. Expand the administrative repertoire to include a formal research activity in conjunction with the above planning.
30. Develop a daily Bulletin of current crime information. This bulletin should be provided to each member of the Operations Bureau.
31. Explore means to eliminate the need of Patrol and Traffic personnel to work twelve hour shifts.
32. A program should be established whereby all personnel receive fire-arms practice at least once a year.
33. Redirect departmental efforts toward crime prevention as opposed to criminal apprehension.
34. Assure that all administrative and staff services are centralized.
35. Give a high priority in departmental training to training supervisors.
36. Delegate increased authority to first line supervisors.
37. Official records should be maintained of staff meetings and all committee meetings.
38. The department should implement a sound promotional system based on police eligibility.
39. Assure that assignments are made on a merit basis.
40. Assure that supervision is provided to all employees at the level of execution regardless of the hour or place of assignment.

PERSONNEL

Zamboanga City Ordinance No. 989, series of 1969, authorized the Zamboanga City Police Department to have two hundred thirty (230) officers and men for the Fiscal Year beginning July 1, 1969 and ending June 30, 1970.

During the duration of the survey, the budget ordinance for the Fiscal Year 1970-1971, was still being deliberated on by the City Council.

As per preliminary results of the 1970 official census, Zamboanga City has a population of 203,323 inhabitants. Based on this figure, the authorized strength of the Zamboanga City Police Department meets the minimum requirements of the law (RA 4864) in that the minimum number of policemen in the City should be proportionate to its population, according to the latest official census, at the rate of at least one policeman for every one thousand inhabitants.

Management in the police field is becoming personnel conscious. The measurement of personnel resources no longer relates to numerical strength. Standards provided by law (RA 4864) are designed to meet the exacting demands of modern police service.

A. PHYSICAL CHARACTERISTICS

The average age of the officers and men is 39 years. The ages of ninety-six (96) of the officers and men are above the average, ranging from 40 to 63 years.

The law (RA 4864) sets the age limit for induction into police service from 23 to 33. A maximum age limit is fixed because police law enforcement work is a young man's profession.

Two (2) members of the department were more than thirty-three years of age when appointed to the force.

Police Commission Memorandum Circular No. 5 s. 1970 provides that no appointment should be extended to one who is more than 33 years old "even for a single day".

The average height of the officers and men is 5'6.4" with no one standing below 5'5", well above the requirements of the law.

The small man is invaluable at times in the police service, but there is a psychological advantage with the taller man in the control of people, singly or in groups. Height as an asset is clearly enjoyed by the Zamboanga City police force in this aspect of selection.

The average weight of the officers and men is 138.25 lbs. with no one weighing less than 120 lbs. The variation in the weight of the members is proportionate with the variation in their height.

B. EDUCATIONAL PROFILE

Fifty-one (51) or 24.63% of the officers and men are college graduates. Forty-six (46) or 22.22% are college undergraduates. Seventy-three (73) or 35.26% are high school graduates. Thirty (30) or 14.49% are high school undergraduates. Seven (7) or 3.4% are elementary graduates.

The law (RA 4864) provides that no person shall be appointed to a city police agency unless he has at least completed two years of college work (72 units).

One hundred twenty-one (121) or 58.45% of the members have not completed two years college. However, of these 121 members only one patrolman first class was appointed to the Zamboanga City Police Department after the law took effect on September 8, 1966.

Police Commission Memorandum Circular No. 5, s. 1970, provides that a transferee from a city police agency to another city police agency must meet the general qualifications prescribed by law except the maximum age limit.

C. TRAINING PROFILE

Seventy-eight (78) or 37.68% of the officers and men have no police training whatsoever. The remainder have had police training under the National Bureau of Investigation or the Philippine Constabulary or both. One hundred nineteen had police training under the NBI. Two had police training under the PC. Seven had police training both under the NBI and the PC.

Acting Chief of Police Ernesto L. Cabato has likewise completed the Police Commission sponsored Chiefs of Police Course. Police Captain Eligio G. Rivera also had additional police training at the International Police Academy in Washington, D.C., U.S.A.

D. ELIGIBILITY AND APPOINTMENT STATUS

The appointments of one hundred twenty-eight or 61.83% of the officers and men were attested as permanent by the City Treasurer. Fifty have provisional appointments. Twenty-five have temporary appointments.

The Civil Service Law (RA 2260) as amended by RA 6040 provides that temporary appointments to permanent vacancies in the competitive services shall not exceed twelve months.

All the one hundred twenty-eight (128) permanent appointees have police eligibility. The rest or 38.17% of the members are non-eligibles. Of the non-eligibles, 76 are patrolmen and 3 are patrolmen first class.

One hundred ten (110) or 85.93% of the eligibles have appropriate eligibility for their position. The rest, do not have appropriate eligibility. Acting Chief of Police Ernesto L. Cabato was appointed Deputy Chief of Police on September 4, 1967. He is a police major eligible. Mayor Joaquin F. Enriquez, Jr., designated him as Acting Chief of Police on August 7, 1969.

E. DISCIPLINARY CASES

From his designation as Acting Chief of Police up to the period of the survey, Chief Cabato has imposed disciplinary punishments to eight members of the force of forfeiture of salary from 7 to 10 days.

The fact that disciplinary punishment has been imposed upon a member may be taken into account in connection with other matters affecting him in the future. It is a factor in considering fitness for promotion or assignment subject to the Civil Service Law and Rules and the Police Manual.

Thirty-six (36) officers and men have faced administrative charges before the Zamboanga City Board of Investigators since the organization of the Board.

The original members of the Board were City Treasurer Francisco Martinez (Chairman), City Councilor Jose Vicente Atilano II and PC Major Ramon S. Tulfo. The Board is presently composed of City Treasurer Francisco Martinez (Chairman), City Councilor Rustico M. Varela and PC Capt. Niceto Festin.

The Board has received 24 administrative cases since its organization. Sixteen were filed directly with the Board. Two were indorsed by the Police Commission to the Board. Six were referred to the Board by the other officers.

Ten of the 24 cases received by the Board have been heard and investigated by the Board, and its findings and recommendations submitted to the Police Commission. The Police Commission exonerated 12 officers and men involved in said cases, and found 2 guilty of charges filed against them ordering one dismissed and the other suspended from services for 3 months without pay.

Seven cases are pending investigation by the Board. One was referred by the Board to the Acting Chief of Police for disciplinary punishment. Four were withdrawn from the Board.

Two patrolmen are facing criminal charges before the city court. One is facing a criminal charge before the Court of First Instance. The three have been suspended by Mayor Joaquin F. Enriquez, Jr., pending final decision by said courts.

F. POLICE STRENGTH

In the city's budget ordinance for Fiscal Year 1969-1970, the Zamboanga City Council authorized the Zamboanga City Police Department to have 230 officers and men broken down as follows:

1	Chief of Police
1	Deputy Chief of Police
5	Police Inspectors II
7	Police Inspectors III
11	Police Sergeants
5	Detective Sergeants
19	Police Corporals
32	Patrolmen First Class
149	Patrolmen

As per 1960 official census, Zamboanga City had a population of 131,489 inhabitants. As per population projection released by the Bureau of Census and Statistics, Zamboanga City was estimated to have a population of about 183,800 inhabitants in the year 1969. However, as per preliminary results of the 1970 official census, it appears that Zamboanga City now has a population of 203,323 inhabitants.

Based on the latest result, the authorized strength of the Zamboanga City Police Department meets the requirements of the law (RA 4864) that the minimum number of policemen in a city shall be proportionate to its population, according to the latest official census, at the rate of at least one policeman for every one thousand inhabitants. The present policemen: population ratio is 1:884.

G. RANKS AND/OR POSITIONS

For the purpose of uniformity, the Police Manual (Executive Order No. 113, s. 1967) provides the authorized ranks and/or positions in the city and municipal police forces.

The ranks and/or positions authorized by the City Council in the city's budget ordinance for Fiscal Year 1969-1970 do not fully comply with the aforesaid Manual provision as shown hereunder:

<u>Per Budget Ordinance</u>	<u>Per Police Manual</u>
Chief of Police	Chief of Police
Deputy Chief of Police	Deputy Chief of Police
Police Inspector II	Police Captain
Police Inspector III	Police Lieutenant
Police Sergeant)	Police Sergeant
Detective Sergeant)	
Patrolman First Class	Patrolman First Class
Patrolman	Patrolman

The ranks/positions of Police Inspector II, Police Inspector III and Detective Sergeant should be changed to ranks/positions of Police Captain, Police Lieutenant and Police Sergeant, respectively, to conform with the ranks and/or positions authorized by the Police Manual.

Likewise, the distribution of ranks/positions do not conform with the arithmetical ratio of ranks/positions prescribed in Sec. 7, Rule I of the Police Manual as shown hereunder:

<u>Ranks/Positions</u>	<u>Per Budget Ordinance</u>	<u>Per Police Manual</u>	<u>Deficiency</u>	<u>Excess</u>
Chief of Police	1	1	0	
Deputy Chief of Police	1	1	0	0
Police Major	0	1	1	0
Police Captain	5	3	0	2
Police Lieutenant	7	6	0	1
Police Sergeant	16	12	0	4
Police Corporal	19	24	5	0
Patrolman First Class	32	49	17	0
Patrolman	<u>149</u>	<u>149</u>	<u>0</u>	<u>0</u>
Total	230	246	23	7

The Department lacks the following positions:

- 1 Police Major
- 5 Police Corporals
- 17 Patrolmen First Class

It has in excess the following positions:

- 2 Police Captains
- 1 Police Lieutenant
- 4 Police Sergeants.

Thus, the Department is deficient of 23 positions but is in excess of 7 other positions.

It is suggested that the City Council create and fill 23 new positions with qualified and eligible men. When the excess positions are permanently vacated, they should be eliminated.

H. SALARIES

The Police Manual (Executive Order No. 113, s. 1967) provides that the salaries for city policemen, including that of the Chief of Police, shall be fixed by the City Council, but in no case should it be lower than the minimum rates fixed by Sec. 2D of the Police Act (RA 4864).

The salaries of the Chief of Police and the Patrolmen of Zamboanga City police force, as fixed by the City Council in the city's budget ordinance for Fiscal Year 1969-1970, meets the minimum rates fixed by the Police Act. Under said budget ordinance, the Chief of Police shall receive an annual salary of twelve thousand pesos and a Patrolman shall receive an annual salary of three thousand pesos.

However, the salaries of the other city policemen holding/occupying other ranks/positions, do not fully comply with the provisions of the Police Act. Section 20(e) of the Police Act provides that the difference in monthly salary from one rank to the next higher ranks shall not be less than twenty pesos.

A patrolman in the Zamboanga City police force receives a monthly salary of two hundred fifty pesos which is the same compensation for a patrolman first class. This is a clear violation of the aforesaid provision of the Police Act.

A police corporal in the Zamboanga City police force receives a monthly salary of two hundred seventy pesos while a police sergeant's pay is two hundred ninety pesos. The salary adjustment for patrolmen first class will correspondingly increase the salary rates fixed for police corporals, police sergeants and other higher ranks/positions.

I. RECRUITMENT AND SELECTION

The recruitment process in the Zamboanga City police force is widely disseminated. Whenever there is a need for applicants to fill positions vacated or newly created, the vacancies are announced by radio and local newspapers.

There are 4 radio stations and 5 local newspapers in the City.

To determine the merit and fitness of the applicants, they are screened by a Police Screening Committee composed of Acting Chief of Police Ernesto L. Cabato as Chairman and Captain Ricardo Sainz, Company Commander of the

462nd PC Company and Mr. Efren Pena, editor of the Zamboanga Times, as members.

The Police Screening Committee follows the screening procedures provided in Rule IV of the Police Manual.

J. DEATH AND DISABILITY BENEFITS

From the organization of the Zamboanga City Board of Investigators up to the time of the survey, 12 officers and men of the Zamboanga City Police Department have filed claims for reimbursement of hospitalization expenses with the Board.

The claims of 9 of these 12 officers and men have been heard by the local Board and referred to the Police Commission.

RECOMMENDATIONS

1. Recall the appointments and terminate the services of two (2) patrolmen who were unlawfully appointed for being overage.
2. Recall the appointment and terminate the services of a Patrolman First Class who is educationally unqualified.
3. The untrained members should be sent to train at PolCom Regional Training Center, Zamboanga City.
4. The services of all patrolmen whose temporary appointments have expired should either be renewed or terminated.
5. The services of four (4) Patrolmen whose "probational" appointments expired should be terminated.
6. The ranks/positions of Police Inspector II, Police Inspector III and Detective Sergeant should be changed to ranks/positions of Police Captain, Police Lieutenant and Police Sergeant, respectively, pursuant to Section 6, Rule I of the Police Manual.
7. Twenty-three (23) positions, one for a police major, five for police corporals and seventeen for patrolmen should be created and filled with qualified and eligible men.
8. The seven excess positions of two police captains, one police lieutenant and four police sergeants, should not be filled when permanently vacated.

9. The arithmetical ratio of ranks/positions as provided for in Sec. 7, Rule I of the Police Manual should always be maintained even if the police strength is increased.
10. The salaries for patrolman first class, police corporal and police sergeant should be adjusted in order that the difference in monthly salary from one rank to the next higher rank should not be less than twenty pesos.

TRAINING

The Department has no training unit nor is anyone assigned to plan, schedule or conduct training programs. Some personnel have received short-term training conducted by the National Bureau of Investigation. Others have attended college courses in criminology. Captain Rivera is a returned IPA General Course participant. A summary profile of the training received by Department personnel was not available. On-the-job training by untrained senior personnel is the general practice.

One of the most practical methods for improving the Department is the provision for specialized training and education for all police officers. To the City this means:

- 1) The development of special technical skills and abilities in all members of the Department.
- 2) The development of command and supervisory personnel who have the ability to lead and the technical competence necessary to administer and supervise complex operations.

Training Administration

The selection of a qualified staff to operate a department training program will be crucial to its development.

The command officer of the unit should be responsible for planning, organizing, and administering the department training program; for the development of all training programs and schedules; the justification of expenditures required for training; the effective use of available resources; and the liaison with other agencies whose personnel or facilities might be available for training purposes.

In-service Training

Refresher or in-service training programs are recommended for all police officers pursuant to Sec. 11, Rule V of the Police Manual. The training process should be continuous for all personnel until retirement and should constantly keep them abreast in such areas as court decisions; new laws; changes in city and departmental policy; and new developments in law enforcement methods and techniques.

Roll call training is a recommended device to keep police officers up to date. Short training sessions should be held immediately prior to departure for field work. They should be conducted by the watch lieutenant or sergeant with the aid of material prepared by the training unit. Subjects appropriate to this type of training must be limited to those which can be handled in about 10 minutes per session.

All police officers, including specialists, supervisory, and command officers, should qualify on the pistol range at least twice a year with a minimum score established by departmental policy. Those not qualifying should attend weekly training sessions until they attain the minimum standard.

There is a need for specialized training beyond that offered in recruit training in all of the many supportive, investigative, and service functions. Special course work is essential for investigation, traffic, juvenile specialists and command staff officers.

Most administrative and supervisory personnel of the Department who have risen through the ranks have received little or no management training. Priority emphasis should be given to command and supervisory training for all ranks from sergeant upward. Unless top administrative personnel of the Department receive adequate executive training, the value of recruit and in-service training programs may be wasted. Without such training, executives will be slow to accept advanced knowledge and techniques in place of traditional and outmoded policies, practices, and procedures.

The Police Library

The police library should contain those published works pertaining to law enforcement which have been accepted as basic references by most police schools, progressive police departments, and leading police administrators. The library should be under the control of the staff element and operated much in the same manner as most public libraries, with police officers being allowed to borrow books for specified periods of time. The lending details may be handled by the record element for around-the-clock convenience.

RECOMMENDATIONS

1. Establish a department training unit to plan, schedule and conduct training programs. (Rule V, Section 2, Police Manual).
2. Assign a highly qualified and motivated member of the department to serve as training officer. (Rule V, Section 2, Police Manual).
3. Assign all personnel who have not met the basic recruit training qualification to the Police Commission Regional Academy in Zamboanga. (Rule V, Section 3, Police Manual).
4. Priority for basic recruit training should be given to new or recently employed recruits. As many as may be reasonably released at one time should be assigned for basic recruit training to accelerate the accomplishment of this basic foundation.
5. Provide roll call training in all major divisions of the department. (Rule V, Section 11, Police Manual).

6. Provide in-service training as often as practicable for all members of the department. (Rule V, Section 11, Police Manual).
7. Provide ranking members of the department the opportunity to attend supervisory and command level training. (Rule V, Section 12, Police Manual).
8. Provide adequate space in the department or within close proximity where training may be conducted. (Rule V, Section 17, Police Manual).
9. Provide a department library of police textbooks, manuals and reference materials.
10. Provide all department personnel with training bulletins on police subjects. (Rule II, Section 2,d, Police Manual).
11. Provide adequate budgetary provisions for training administrative personnel, materials and equipment. (Rule II, Section 2,f, Police Manual).
12. Adopt a written policy to encourage police personnel to take advantage of college and university courses. Whenever practicable, they should be given preference in assignments that do not conflict with school hours.
13. Police and other public officials should encourage and tap all community educational resources that may contribute to an in-depth police training program.

PATROL

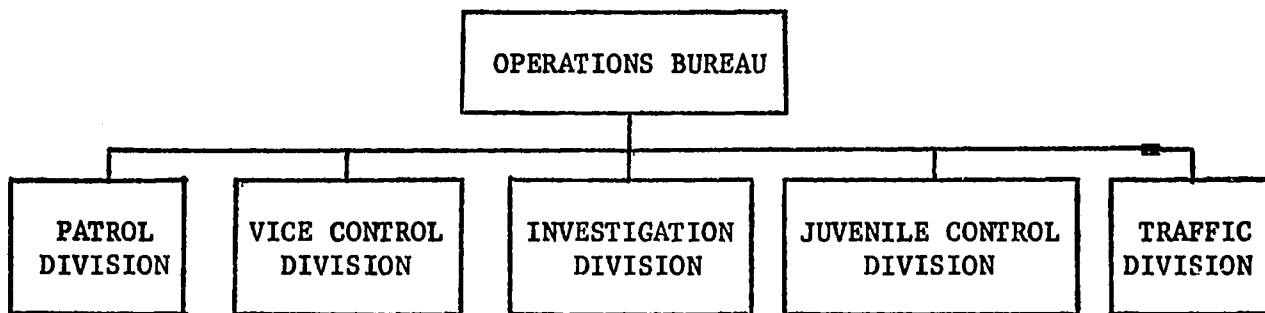
Introduction

The Zamboanga City Police Department has the responsibility of providing "peace and order" for one of the largest geographical areas (142,499 hectares) in the Republic of the Philippines. Zamboanga is a city with a population of 203,323, of which 123,323 reside in the rural area and 80,000 reside in the urban area of 10 square kilometers. The majority of reported crime is within the urban area of Zamboanga City. The low number of reported minor crime incidents in the rural areas may be due to numerous reasons. The victim considers the crime too minor to report; some incidents are handled between families and officials at the barrio level, or a mutual compromise or amicable settlement is made between parties with the assistance of the local police. Crime incidents considered major in nature are not officially recorded.

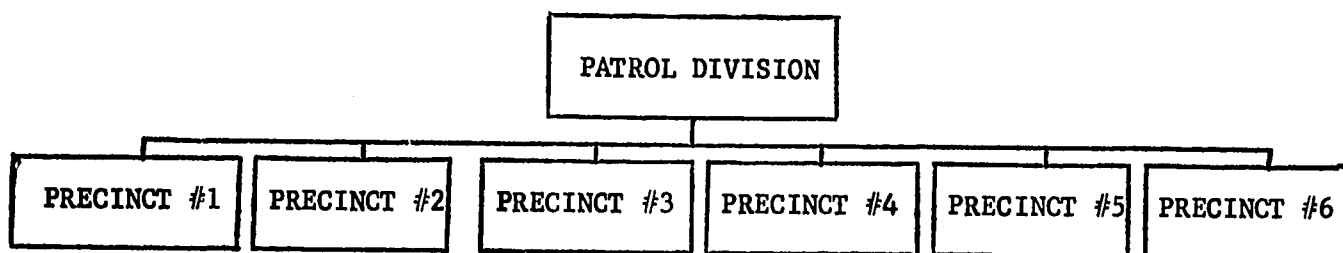
No historical crime data could be provided to the survey team. There was no data available for the time prior to July 1970 when the reorganization of the Central Records Division occurred. Presently, this division is utilizing "PolCom Form No. 20 and 21" (Monthly Report of Cases Handled by the Police Department) and is submitting them as required, to the Police Commission.

Organizational Structure

The Zamboanga Police Department was reorganized on July 1, 1970. Organizationally and functionally, the Patrol Division is one (1) of five (5) divisions under the Operations Bureau, patterned from Rule I, Chart 5 of the Police Manual (police departments with 200 or more members, as follows:



This organizational chart of the Zamboanga Police Department became operational as of September 1970, a week prior to the survey. The Patrol Division is organized as follows:



The Patrol Division is directly responsible to the Operations Bureau which is commanded by Police Captain Eligio Rivera, Bureau Chief. He has been a member of the police department for twenty-four (24) years, a captain since 1947, Chief of the Operations Bureau since July 1970, prior Chief of Traffic (1965) and a returned participant from the International Police Academy (1965).

Patrol Lieutenant

Police Lieutenant L. B. Fabian is the commander of the Patrol Division. He is functionally responsible and is the ranking officer to whom authority is delegated. This is true on paper but not in practice. The Chief of the Operations Bureau, Captain Rivera, is in fact assuming the responsibility for the Patrol Division. Lieutenant Fabian is presently assigned to the Office of the Chief of Police in an administrative position. In accordance with the present organizational chart, a police lieutenant should be appointed to the position of Chief of the Patrol Division.

Presently, the Patrol Division is comprised of 107 members or 52% of the total strength of the department. The authorized strength of the police department is 230. Applying the same percentage, the patrol force would have 120 members if the department were at authorized strength. The rural precincts (#2, #3, #4, #5, and #6) utilize 42% of the actual patrol force or 50 men. Precinct #1 (Zamboanga City proper) utilizes 56 men or 58% of the actual patrol force. This percentage should be adjusted due to the fact that four members of Precinct No. 1 are assigned to Pasilmanta Police Detachment.

It is well conceived throughout the world that the patrol division is the largest of the police divisions and is responsible for the performance of all primary police tasks. Policing of a city should be considered a service of the patrol division with specialized activities organized in support of the patrol division. The nucleus of the department is the patrol division; it should not be subordinated to any other unit of the department.

It is recommended that the percentage of members of the Patrol Division remain at the present level of 52% as a minimum consideration to raising this percentage. Further, the patrol strength should be increased accordingly, with additional responsibility.

Rural Precincts

The rural precincts are the true "generalists" of the patrol division in the department. With the exception of Precincts #2 and #5, the remaining precincts communicate with headquarters either by personal courier or letter. Precincts #2 and #5 utilize the telephone when there is no interruption in service. The majority of all crimes that come to the precincts attention are handled at this level unless the case is major in nature; then assistance is requested from headquarters.

Presently, each precinct is commanded by a police sergeant or police lieutenant. The force of each precinct includes at least a day driver and a night driver, a precinct station officer, an officer on each shift to answer calls with the driver and one officer to handle warrants and subpoenas.

During the evening and morning hours, at least one (1) officer at the precinct is on "reserve duty." The men who work the evening and early morning hours work on split shifts. The officer on reserve duty remains at the precinct and rests, and is therefore, available on a stand by basis if needed. It is recommended that the precincts at the present continue their basic operation of the warrant and summons officer. This officer is statistically under the Patrol Division. These duties should be encompassed into the daily duties of members of the precinct with no specific officer assigned. Further, the headquarters warrant and summons detail should assume as much of the workload of serving warrants and subpoenas as is reasonable, and the precinct can provide any necessary and reasonable assistance.

The recommendation that the precincts continue their basic operation is based on present manpower, transportation and communications. Once these areas are supplemented, there should be consideration given to consolidating one (1) or more precincts based on statistical studies of service to the precinct areas.

Precinct #1 (Headquarters)

The headquarters patrol force appears very uncoordinated in operation.

Foot Patrol

During the hours of 6:00 AM to 6:00 PM, there are no Patrol Division personnel performing this task in the urban area of Zamboanga City with the exception of the Public and Super Market. Patrol during these hours is the functional responsibility of the Traffic Division personnel assigned to fixed and foot traffic posts. During the period of 6:00 PM and 6:00 AM, the Patrol Division has two (2) separate shifts. One reports for duty at 6:00 PM and the second shift reports for duty at 9:00 PM. Each shift works

two (2) to three (3) hour periods with one three (3) hour relief period at the station in reserve. The Patrol Division from 6:00 PM to 6:00 AM is divided into twenty (20) foot beats covering the majority of the urban city area. These present twenty (20) foot beats have been in existence since May 1, 1966 under Special Order No. 9. The order was reissued on February 6, 1970. It appears that these foot beat assignments have been in effect since May 1, 1966 based on the geographical features of the urban streets, parks, and businesses. Special Order No. 9 was not available for review. Eleven (11) foot beats are not being patrolled or a connecting beat assignment is covering a larger patrol area. Further, a large number of these men are working as partners due to the fact one (1) member of the team does not have an issued handgun. In fact, of the 107 members of the Patrol Division, 21 members are without issued handguns which decreases the overall effectiveness of the Patrol Division.

Further, the members of the headquarters Patrol Division are not "generalists" like their counterpart rural precinct patrol members. Their role or task is patrolling an assigned area, handling emergencies which come to their attention, providing general assistance to the citizenry and referring citizens to the headquarters in the event a case report has to be taken.

Generally, throughout the Patrol Division, shift and beat assignments are for fifteen (15) days. Frequent change of beats is undesirable for the patrol service. Assignment of officers to a beat for longer durations is recommended. Frequent changes in beat assignments prevents an officer from becoming well acquainted with persons, hazards and facilities on his beat. Police hazards vary in nature from beat to beat. Frequent changes of beat assignments make it difficult to place responsibility for the unsatisfactory conditions within the beat assignment.

Rotation of shifts every fifteen (15) days is undesirable for the same reasons stated in the previous paragraph. Most efficient patrol service is attained by longer shift assignments. Skills are developed from the experience in handling a certain beat and the situations within the beat.

Mobile Patrol

This unit is made up of one (1) jeep utilized in the urban area from 6:00 PM until 1:00 AM and identified as the "Anti-Hoodlum" detail. The unit's primary purpose is the prevention of crime by attention to special situations, but generally they take no case reports. The only other mobile units used by the Patrol Division are by the Platoon Commanders which includes an assigned driver. The purpose of these mobile units is for inspection of beat personnel, communications with the platoon and emergency situations.

A mobile patrol unit has advantages over all other methods of patrol under ordinary conditions. It enables rapid response to citizen's calls and

emergencies. The officer in the mobile patrol unit can be more effective due to the larger area he can cover, the choice of an irregular patrol pattern and with less mental, emotional and physical fatigue reaching an incident scene. Mobile patrol units can operate in all types of weather; provide protection to the officer from the weather; provide protection to the officer at major incidents; carry prisoners; be a mobile command post; provide traffic enforcement; etc. The members of the department are aware of the needs and the advantages of the mobile patrol unit. This need must be answered in the Headquarters Patrol Division with better utilization of the entire headquarters mobile fleet and the procurement of additional mobile equipment.

The Zamboanga Police Department operates no type of Marine Police Unit. The organization of such a unit should be given some consideration due to the geographical location of the City. A city like Zamboanga with such an expanse of ocean coastline has a need for a marine unit. Its main duties should be concerned with enforcing regulation in the use of commercial and pleasure boats, protecting moored boats from theft and vandalism while in the harbor. The marine unit would rescue work, deter smuggling by prevention and apprehension and maintain a strong force against pirates. But, the vast majority of the work of the marine unit will consist of preventive patrol.

Upon interviewing members of the Patrol Division, they appeared to be very alert and aware of the problems within their area. All members stated they lacked equipment to perform their assigned tasks. It was generally the opinion of the command staff that they require additional personnel. As previously stated, only two (2) rural precincts have telephones, in addition to the headquarters, but the service is substandard at times. Further, there is no radio communication capability within the police department. It was the consensus of opinion from all levels of the Patrol Division, that their main requirements fall in the following areas: 1) Radio Communications; 2) Transportation (Reliable); 3) Training; 4) Personnel equipment, such as, weapons, flashlights, etc.

There are literally no "standard operating procedures" for the Patrol Division. A request was made for an "SOP" for the division but was informed by the Chief of the Operations Bureau there were no such procedures. The only memorandum to this extent in the Patrol Division is "SOP" to the Desk Officer in "Submission of Records on POLCOM FORMS", dated August 8, 1970.

Desk Detail

The complaint desk detail is composed of a Desk Sergeant, orderly and a station guard, divided into three (3) separate shifts:

1st Relieve - 7:00 AM to 3:00 PM
 2nd Relieve - 3:00 PM to 11:00 PM
 3rd Relieve - 11:00 PM to 7:00 AM

Primary purpose of this detail is to receive citizens complaints by telephone, in person or by letter. The Desk Officers accomplish the Complaint/Assignment Sheets and the Daily Record of Events (PolCom Forms #1 and #8); forward all necessary complaints to the Investigation Division for action; assist with arrested persons, evidence and security of the headquarters. The desk literally takes no cases reports no matter what the severity of the crime but all are forwarded to the Investigation Division.

Two (2) situations at the complaint desk which require immediate attention: 1) Weapons, such as: m15 and carbines not secured with a lock and accessible to the public; 2) Temporary area accessible to the Desk Sergeant to secure evidence during the hours the property officer is not available.

No crime data could be provided to the writer or apparently none was available for the time prior to July 1970 and the reorganization of the Central Records Division. Presently, this division is utilizing "PolCom Forms No. 20 and 21" (Monthly Reports of Cases Handled by the Police Department) and submitting them as required to the Police Commission. During the month of July 1970, the number of offenses reported were 225; during the month of August 1970, the number of offenses reported were 420, which indicates 195 more reported offenses during the month of August than July, an 87% increase in crime rate.

With the statistical data provided, it is impossible to make an accurate survey of reported offenses, or a factual analysis of violent crimes and the number of offenses by the day of the week or by the time committed to give an accurate distribution of the present patrol force.

RECOMMENDATIONS

1. The Patrol Division actual strength should average approximately 55% of the total strength of the police department. Deployment of patrol personnel of this strength percentage will provide for an efficient, effective operation in both office and field.
2. The Patrol Division (urban) should be divided into three (3) shifts, to which all personnel will be assigned: Morning Shift, Day Shift and Evening Shift.
3. Patrol Division shift distribution criteria should be based on:
 - a) Type of incidents:
 - Part I Crimes vs Persons
 - Part II Crimes vs Property
 - Part III Crimes vs Chastity
 - Part IV Crimes vs Morals
 - Part V Other Crimes
 - Miscellaneous reports
 - Accidents
 - Arrests

- b) The need for police service to handle police incidents for which time and location has been established.
4. Patrol Division beat districts in the urban and rural area should be based on the formula in recommendation number 3. The urban area of Zamboanga should be divided into approximately eighty (80) census track districts to assist in the determination of beat layouts.
 5. Patrol Division (urban) shifts should be commanded by a police lieutenant. During this tour of duty, he should have the authority and responsibility for the division. The lieutenant would be directly responsible to the Chief of Operations Bureau. He plans, directs and inspects the work of an assigned shift.
 6. Patrol Shift Lieutenant: In the absence of those members of the department who regularly exercise authority over the department, the patrol Shift Commander (Lieutenant) shall be designated as the ranking authority of the department. This authority and responsibility is not limited nor confined to his own division, but shall include staff supervision over and responsibility for all on-duty personnel.
 7. The patrol shift lieutenant would eliminate the required position of a Duty Officer.
 8. Patrol Supervisor: A police sergeant assigned as Patrol Supervisor during a given urban shift, supervises and exercises authority over and is responsible for a group of officers. He observes the conduct and activity of personnel in the performance of their duties to insure that all are performing in accordance with prescribed legal and departmental regulations and policies. The patrol supervisor shall be assigned to the field operation of the patrol division where he must closely supervise the activities of the personnel under his command. The patrol supervisor will make frequent personal reports to the Shift Commander keeping the commander informed on conditions existing throughout the urban city.
 9. Platoon Shift: Composed of the following members: 1) Patrol Shift Commander (Lieutenant); 2) Patrol Field Supervisor; 3) all subordinate personnel.

Personnel of the platoon shift will report for duty thirty (30) minutes prior to the shift hour for briefing inspections and roll call training.
 10. Platoon Shifts: The platoon shifts should be for a two (2) or three (3)-month period and the entire platoon be rotated to another shift, to be based on crime analysis and service needs.

11. Beat Assignments: Consideration should be given to assigning a patrolman to a beat for the same period of time as shift assignment, but the present 15-day assignments are undesirable.
12. Rural Precincts: A Police Sergeant should be commander of the rural precincts. Authority and responsibility for the overall rural precincts operation is delegated to the police sergeant. The precinct is responsible for general police duties, crime incidents, accidents, etc., unless major in nature when they will request assistance from headquarters. All reports and arrests will be approved by the police sergeant and forwarded to headquarters. The rural precincts shift assignments and duties should be similar in length to the headquarters platoon shifts of two (2) to three (3) months.
13. Patrol Division must assume responsibility in handling more original case reports in the field. Field personnel should utilize a notebook for recording report information and prior to the end of shift, prepare the case report (PolCom F-No. 2). Citizens coming to the police department would be handled in a like manner. Telephone calls for service should be handled by mobile patrol units and reports taken when required. All reports would be approved by a Patrol Supervisor. When implemented, this will create a more effective Investigation Division and more realistic deployment of assigned personnel. Most important is the immediate report service that should be provided to the public.
14. Provide the department with system of true "chain of evidence." Presently, evidence exhibits can only be released to the Property Officer during the day shift. A locked evidence cabinet should be provided for the Desk Sergeant, wherein he is able to accept all evidence from any member of the department. There will be no question of the exhibits security and the Property Officer can accept the responsibility from the Desk Sergeant during his assigned working hours.
15. Provide security for weapons maintained at the Information and Complaint Desk. Recommend that the present system be maintained if, a chain is placed through the trigger guards of the weapons, securely attached to the gun rack and locked.
16. Provide complete rules and regulations for the Patrol Division, covering the authority and responsibility of the Division and describing the duties of all the members of the division and the assignment of responsibility.
17. Provide additional mobile patrol vehicles to improve service to the public, crime prevention, and reduction in foot beats.

18. Provide the twenty-one (21) patrolmen who are without weapons with the standard revolver. This would permit a more effective deployment of personnel.
19. Provide radio communication system within the Patrol Division and the rural precincts.
20. Provide a continuous program to plan and initiate new techniques and procedures for the prevention and solution of the crime problem as prescribed by in Rule XVII, Sec. 8, b, Police Manual.
21. Consideration be given to the organization a Marine Police Unit attached to the Patrol Division.
22. A continual program should be initiated to provide closer supervision and inspection of personnel, as prescribed in Rule XIV of the; Police Manual.
23. Provide logistical support for more efficient operation.
24. Maintain adequate records and compile necessary statistical information to be used as a basis for the assignment of personnel to high crime incident area in accordance with Rule XV, Sec. 3, Police Manual. This should be the responsibility of the Records Division to supply such information to the Patrol Division.
25. Provide that the duties of the Patrol Division armory officer transferred to the Firearms Section of the Service Bureau.
26. Provide that the station sentry on day shift and evening shift be assigned more responsibility in assisting with the Complaint Desk operation, such as, assisting persons in station, taking complaint information, taking case reports which are minor in nature or require no immediate investigative follow-up. Morning shift station sentry should maintain his present assignment of station security.

TRAFFIC

The Zamboanga City Police Department Traffic Division is one (1) Division under the Operations Bureau. The Chief of the Operations Bureau, Captain Eligio G. Rivera is the immediate supervisor of Lieut. Carlos E. Rivera, Chief of the Traffic Division. Lieut. Rivera has been in the police service for 22 years and for the past 14 years he has been assigned to traffic. He assumed command of the Traffic Division last July when the department was reorganized in compliance with the Police Manual. Lieut. Rivera is devoted and dedicated to the police profession. His knowledge and experience is attributed to his own initiative in acquainting himself, and the personnel under his command, in the latest and most modern methods and techniques in the field of Traffic Management.

The Traffic Division is broken down into three sections:

1. Investigative Section
2. Traffic Post Section
 - a. Traffic signal guard
 - b. Parking area guards
 - c. Traffic Foot Patrol
3. Highway Section

They have a total compliment of 25 officers and men which is approximately 12% of the present strength -- (Not authorized strength).

1. Lieutenant
1. Sergeant
1. Corporal
22. Patrolmen

The one Sergeant has been on sick leave for a long period of time -- apparently awaiting approval from the Police Commission for disability retirement. They have an imbalance in the number of supervisory personnel which should be corrected for proper inspection and supervision of the Traffic Division. The division has no civilian typists or clerks and this requires the uniform personnel to spend an excessive number of hours doing clerical work.

Traffic personnel work 12-hour shifts - seven days a week - which is far in excess of the physical endurance of a man. Their records and assignments further show that at least 15 of the men start work at 5:00 A.M. and work until 8:00 P.M. or longer -- depending on their activities. They are given break periods during the day but these are short. By the time they complete the normal shift hours and go home they have very few hours for rest before they are required to report in the morning.

Although the traffic division is broken down into the three main functions for which they are responsible the organizational structure should be revised to change the working of each section to read:

1. Accident Investigation Section
2. Traffic Control and Direction Section
3. Traffic Law Enforcement Section

The above sections can include other units such as foot patrol, etc. A unit should be established to include one or more men (as needed) to handle the Traffic Safety Program and act as a liaison officer with the city engineer's office.

The traffic division personnel are primarily assigned to the business district of the city. The city of Zamboanga has a total population of 203,323 according to the latest estimates. The city has a land area of 137,700 hectares (approximately 1425 square kilometers or 550 square miles). The police department has seven precincts with the farthest precinct 69 kilometers from headquarters. Precinct personnel are charged with the responsibility of traffic functions within their area -- except in cases of serious traffic accidents. A special Investigator is assigned to investigate all serious accidents if they anticipate problems in resolving the case or if the personnel at the precinct level are not trained sufficiently to handle the investigation.

The Lieutenant in charge of the traffic division is charged with the supervision, inspection and direction of his personnel. He prepares all the necessary assignments and planning in addition to special details and other emergencies as they arise. He is charged with the investigation of all complaints against his personnel for misconduct or neglect of duty. Presently he is the only officer in the traffic division who directly supervises all of the personnel.

The traffic accident investigation section is made up of two teams, one during the day shift from 7:00 A.M. to 5:00 P.M. and the other during the night shift. Both shifts have 4 men each assigned. They receive and investigate all complaints of violations relating to vehicular and pedestrian traffic plus all apprehensions made by police officers. They have a broad responsibility as all TOP's that are issued by personnel are brought to the traffic division and are turned over to this section. The personnel are charged not only with the investigation of the accidents but with doing all of the clerical work necessary in preparing reports on all accident cases and traffic violations submitted by the other personnel. They prepare the necessary evidence, affidavits and Police Commission Forms 2 and 3. All of the reports are endorsed through the Division Chief to the City Attorney for preliminary investigation. Other duties consist of preparation of daily time records, registration records for non-motor vehicles, monthly reports and other paper work and attending court when they are subpoenaed.

The traffic division, specifically the investigation personnel, are completely overburdened by paper work. These duties should be handled by civilian typists which would release the uniform personnel to pursue their duties and responsibilities as prescribed by law. Paying a uniformed officer to perform clerical duties is not a good managerial practice.

The traffic accident investigation personnel follow the same practice and procedures as most other municipalities and cities in the Philippines. The standard operation procedures should be revised to include more modern methods, techniques and procedures. A printed accident report form is used by the investigators but only as a work sheet which they retain for their personal copy after the investigation is complete. The printed form recommended by the Police Commission should be adopted and sufficient copies made available for proper distribution as well as for record purposes.

Upon receipt of an accident a complaint number is assigned and attached to the report upon completion. The investigators are dispatched to the scene where evidence is preserved, drivers and witnesses located and brief sketches of the scene are made. If the cars can be moved they are ordered to the Police Station so the police mechanic can check them for any mechanical failure. If the cars can not be moved the mechanic proceeds to the scene to check it over. The lack of wreckers cause traffic problems and delays the investigation. Civilian photographers are used when the investigator deems it necessary for evidence. This is not a good practice since the local photographer is not trained in accident procedures and the pictures he takes are not satisfactory for presentation as evidence in some cases. The investigator has no control over the photographer and therefore does not get the vital pictures.

After the preliminary investigation at the scene all drivers and witnesses are ordered to the traffic division. At night when accidents occur the drivers are usually ordered to the police department the next morning. The licenses are of the parties involved are confiscated and they are given a Temporary Operators permit. The investigation is continued and if they can settle the accident between themselves amicably the case is closed. If the case is not settled it is forwarded to the Fiscal for further investigation and court action. The driver's licenses are withheld from the drivers whom the officer has determined violated a traffic law or contributed to the cause of the accident. Adjudication of some of the pending casestake a year or longer to complete.

The traffic division does not maintain an accident spot map as recommended by the Police Manual. All drivers are initially charged with reckless driving in every accident rather than the actual violation which caused the accident.

A request was made for statistical information -- not only for accidents but for arrests and other activities. We were advised that prior to the reorganization of the Police Department no statistics were compiled. The only information that could be obtained was a monthly report that is submitted on basic information and actually serves no purpose. Listed below is a recap of the statistics for the months of July and August 1970:

MONTHLY REPORT FOR JULY, 1970

Total number of apprehensions:-----	124
Warned -----	70
Total number of accidents -----	75

Number of Victims	-----	20
Number of seriously injured	-----	7
Number slightly injured	-----	12
Number accidents	-----	40
Number accidents forwarded	-----	1
Number accidents pending	-----	34
Number of deaths	-----	1

MONTHLY REPORT FOR AUGUST, 1970

Total number of apprehensions:-----	238
Warned	104
Pending	111
Forwarded	23
Total number of accidents	64
Number of victims	35
Number seriously injured	6
Number slightly injured	29
Number accidents settled	27
Number of accidents forwarded	0
Number of accidents pending	37
Number of deaths	0

The division Chief advised that if the accidents were not settled on the spot that the drivers of the vehicles were fingerprinted and their photographs taken and put on file. After they once had their prints and photo taken then it was not necessary to do this in the future.

As previously stated - a complaint is written up and given a number which is used to forward the case to the central records bureau. A check at the record bureau revealed that they have not received reports, as required, due to lack of personnel in the traffic bureau. The record bureau maintains an index card file (Soundex) by name which they use to locate the case file on all persons. Neither the traffic division or the record division use a separate numbering system for accidents -- nor do they file the accidents in a separate monthly file by date. If necessary to review accidents for special studies it would almost be impossible and would require too much time to locate the accidents in file. The traffic division does keep a ledger on all accidents and they have the names of the drivers. Once again - checking the ledger and index file for cases and trying to locate them would consume many hours.

The traffic post section comprises the largest number of the personnel and they are directly responsible for the direction and control of the traffic in the business district. They are also charged with the primary responsibility of enforcing traffic laws and including parking, obstructions, operation of traffic signals, pedestrian violations and control of traffic congestion or jams.

The traffic control section is hampered by the antiquated traffic laws which effect pedestrian movements and the normal control of vehicles. A new revised traffic code has been submitted to the Municipal council but no action has been taken on passage of the code. The passage of this new traffic code would greatly assist the traffic division in controlling the traffic. In addition to the traffic code the planning board submitted a plan a few years ago for revision of the streets and highways, flow of traffic, and a general plan to provide future provisions for increased vehicle registration and licensed drivers. A copy of the plan could not be obtained but it included widening of present streets, construction of new arterial highways and repair and maintenance of their present highway system.

The city is already experiencing many problems in traffic congestion and delays -- especially during the rush hours. Since most of the registered vehicles ply within the business district, conditions are becoming very serious due to the increase of registered vehicles in the city. Serious consideration should be given to future planning in order to accommodate the vehicles. Another very serious problem is the ever increasing number of motorized tricycles over which, the Lieutenant states, the city has no control as to the number that are permitted to ply the streets. Owners are permitted to secure franchises from the Public Service Commission to operate as a public service vehicle and as long as the vehicle is registered the city must give a local permit to operate. The Lieutenant further stated that the traffic division does not have the proper traffic rules and regulations to regulate the number of passengers permitted in a motorized tri-cycle nor do they have laws governing the condition of these vehicles that would enable the personnel to obtain convictions in court for vehicles classified as unsafe.

Listed is the latest and only information that could be obtained on the registered vehicles from the local Land Transportation office. The figures included are from January to August 1970. The number of registered vehicles could be incorrect because the owners can register their vehicles at any LTC office in the Philippines. Cars were observed operating with license plates issued in many other provinces and cities over the Philippines.

MOTOR VEHICLES AND NON-MOTOR VEHICLES REGISTERED:

<u>Denomination</u>	<u>Number</u>
1. Autocalesa (AC) -----	411
2. Passenger Jeepney (PUJ) -----	43
3. Passenger Busses (PUB) -----	339
4. Motorized tricycle (MCH & MT.) -----	455
5. Motorcycles -----	567
6. Public Utility cars (PU) -----	11
7. Taxi (TX) Yellow Taxi--20, Apex Taxi--24 -----	44
8. Funeral Car (U) -----	5

9. Private Jeeps (J) -----	652
10. Private cars (H, L, & B) -----	680
11. Private trucks (T) -----	451
12. Public Utility trucks (TH) -----	67
13. Government trucks (RPT) -----	28
14. Government light vehicles (RP) -----	80
15. Government motorcycles (RPMC) -----	12
16. Service vehicles (S) -----	87
TOTAL -----	3,652
Out of town vehicles registered with local LTC -----	9
Out of town Public Utilities -----	19
GRAND TOTAL -----	3,680
Bicycles registered as of August 19, 1970 -----	1,184
Calesa registered as of August 19, 1970 -----	Unk.
Push Cart registered as of January 2, 1970 -----	247

The highway patrol section is composed of members directly responsible for the effective enforcement of traffic laws, rules, regulations and ordinances within the city. They are responsible for clearing all sidewalks of obstructions to pedestrian traffic. They tow in and impound abandoned implements, non-motor vehicles, stalled vehicles and vehicles using the streets as repair shops or garages.

Presently they have two police officers assigned to this section and they are required to patrol the entire business district with one (1) 1968 Honda motorcycle which is in questionable condition. We can only conclude that with the responsibilities given to these two officers it is impossible for them to be effective, considering they are charged with the entire district.

The highway patrol section, which is the traffic law enforcement section, must have the necessary logistical support. Specifically vehicles, in order to effectively and efficiently discharge their duties and responsibilities. To supplement the highway patrol section approximately 15 other members of the division, including the investigation section, are rendering extra duty during early morning and late evening hours.

The traffic division is supplied with arrest books known as the "Temporary Operators Permit (TOP)" by the Land Transportation Commission -- Form LTC No. 21-A. TOP books are issued to all traffic personnel and selected personnel from other divisions of the department -- mostly those with the rank of Sergeant or higher. The books are issued to the selected personnel in order to control the misuse or abuse of the tickets. Failure to issue the TOP's to all officers restricts enforcement of traffic laws, rules and regulations. Patrolmen who do not have books are required to bring the violator to the traffic bureau for proper processing and issuance of a TOP. This is time consuming and takes the Patrolman off his normal beat patrol. After the issuance of the TOP the violator's license is confiscated and held until the final disposition of the case. If the case is forwarded to the court for adjudication the license is attached to the affidavit. It is not known what disposition the court makes of the licenses if the driver fails to appear for the hearing.

Monthly reports for July and August 1970 were listed previously as to the number of apprehensions. July noted 124 apprehensions and 70 of these persons were warned and released without any court action. What happened to the other 54 is not shown on their report. The August report shows 238 apprehensions with 104 warned with no court action and 111 pending -- 23 were forwarded to the court for disposition. All violators are required to report to the traffic division within the specified period of time listed on the TOP.

The traffic division personnel are assuming not only the role of the arresting officer but that of a judge and jury. Acting as a judge is not within the authority of the police. All violators should be cited or order to appear directly to the court for proper disposition of the case. Affidavits should be expedited and forwarded to the court each morning. It should also be noted in the statistics for both months listed, only one (1) accident case was forwarded to the court for disposition -- indicating that the balance of the accident cases were amicably settled by the parties involved. Permitting drivers who are involved in accidents, drivers who violate a traffic law to be released without charges filed has no effect on the reduction of accidents or compliments to traffic law.

The traffic division personnel are burdened with many reports and this tends to restrict the time available for the issuance of traffic citations. The department does not keep a drivers record on each traffic violator nor on drivers involved in accidents. The department does not keep a strict accountability of all TOP's issued - including those which are voided for one reason or another. More than one officer uses the same TOP which makes it hard to place responsibility for the tickets. The TOP book has 25 tickets to the book in triplicate copy and each ticket bears a number. The original copy is given to the violator in exchange for his license, the blue copy is suppose to be forwarded to the LTC office, which is not always done, the pink copy remains in the book and is turned in when patrolmen receive a new book. Books are filed in a bundle in one of the storage areas.

Personal observation of the traffic in the city revealed a total disregard by the drivers and pedestrians of the traffic laws, rules and regulations. It is further indicated that the number of arrests being made by police personnel has little or no effect in resolving are traffic problems or in the reduction of accidents. Due to the lack of statistical information on accidents, and accident causing violations no effort can be directed toward a selective enforcement program.

The traffic division does not have a man assigned as liaison officer with the City Engineer. Responsibility for the erection of signs, signals, traffic flow, one-way streets, parking, centerlining, etc., is that of the City Engineer's office and the Municipal Council. There is no contact between the agencies. When the police want something in the way of signs, etc., they must direct a correspondence through channels to the Chief of Police, then to the Mayor's office and then the Engineer's office. This is time consuming and in

emergencies creates problems which could be expedited by removing the "redtape." The Police Department should be consulted on all issues concerning traffic before any change is made. Recommendations should be accepted by both the Engineer and the Mayor as well as the Municipal Board to improve the traffic problems when submitted by the Police Department.

The business district was found to have more regulatory, warning and informational signs than most other cities in the Philippines. Very few areas, however, were centerlined or crosswalks marked. The city has only two traffic signals which are outdated and must be operated manually. There are about nine major locations where modern automatic signals should be erected. Automatic signals relieve an officer to perform other traffic functions.

Streets were found to be in generally good condition, the maintenance and repair depends on the money available. There are no specific funds budgeted for this purpose. Personal observation indicated rampant pedestrian violations. These included persons walking in the streets, crossing anywhere between intersections, standing in the roadway waiting for public service transportation and other violations. Business places were observed storing their wares and products on the sidewalks and along the street. Construction firms were noted storing their material on the sidewalks and streets. They were also found mixing cement on the sidewalks and streets. This practice forced pedestrians to walk in the street. Illegally parked cars were observed which restricted the flow of traffic.

The traffic division does not have a man assigned to traffic division. They have no program for educating the motoring public or pedestrians in traffic rules and regulations. No safety groups have been organized in the city and no programs have been initiated in the public or private schools. The city has four radio stations and five newspapers which are not being utilized by the traffic division as a medium for educating the public in proper driving and walking habits.

The Police department has not considered training a Junior Police force or a School Boy Patrol group.

The Police Department is faced with many problems that normally are not encountered by the average departments. The most outstanding problem is the size of the city in square kilometers. It is near impossible for a city police department to have a traffic bureau capable of covering the entire area. It is therefore necessary to implement a training program to encompass all traffic functions and train personnel from all precincts to handle these duties. It is necessary that all activity records and reports be channelized to a central record system for special study and the statistical reporting.

The traffic division can do no more than they are now doing without the proper logistical support. Traffic congestion, delays, and violations, will continue to become more serious unless commodities and equipment are furnished by the city to combat the present problems.

Commodities and equipment needed by the traffic division to effectively and efficiently fulfill their duties and responsibilities should be purchased by the city at the earliest opportunity.

1. Communications
2. Vehicles, patrol vehicles and motorcycles.
3. Typewriters.
4. Filing cabinets
5. Accident investigation equipment:
 - a. Templates
 - b. 50 or 100 foot measuring tapes
 - c. Flashlights
 - d. Clipboards
 - e. Reflectorized traffic gloves
 - f. Traffic signals
 - g. Tow chains
 - h. First aid kits
 - i. Raincoats
 - j. Axes
 - k. Traffic cones for rerouting traffic or channelizing traffic.
 - l. Emergency lights or reflectors for use during darkness.
 - m. A camera or the services of a police photographer.
 - n. A police wrecker or contract with local business for wrecker services.

RECOMMENDATIONS

1. Assign additional supervisory personnel to the Traffic Division to provide better inspection and supervision.
2. Change the wording of each section under the Traffic Division to read: Traffic Direction and Control, Traffic Law Enforcement, and Accident Investigation.
3. Assign one or more men, as needed, to handle traffic safety programs and as a liaison officer to the city engineer on matters concerning the functions of the Traffic Division.
4. Hire civilian typists to handle the reports and other office duties to relieve uniform personnel to perform police functions.
5. Reduce the number of working hours for uniform personnel.
6. Provide training on all traffic functions to all traffic personnel and patrolmen assigned at the precincts to effectively and efficiently handle traffic responsibilities.

7. Investigate all accidents at the scene of the accident whenever possible.
8. Adopt the uniform accident report recommended by the Police Manual, Chapter XV, Polcom form No. 6.
9. Eliminate the use of the Polcom forms two and three and arrest form on all traffic violations. Utilize the accident report form and the arrest report (TOP) for information and filing.
10. File accident report in a separate file by day of month.
11. Provide a department photographer to take and process all photographs used as evidence.
12. Eliminate the practice of settling traffic accident cases amicably between persons involved. Drivers found violating traffic laws should be cited to court for proper court action.
13. Provide an accident spot map as required by the Police Manual, Chapter XV, Section 8, i, (1).
14. Initiate a selective enforcement program directed against traffic violations causing accidents and congestion.
15. Provide for monthly and other periodic reports for statistical information on accidents and arrests.
16. The Municipal Board should consider immediate action and adoption of the revised traffic laws, rules and regulations that has been submitted to them by the police department.
17. Initiate a continuous enforcement program against persons, business establishments and construction companies who are using the streets and sidewalks for private use.
18. Initiate a continuous program on centerlining the streets and painting crosswalks.
19. Immediate consideration should be given to remedial measures and long range planning to alleviate the present and future traffic congestion within the business district.
20. Provide a separate budget for a continuous program on maintenance and repair of streets.
21. Adopt measures to reduce the number of motorized tricycles operating in the business district.
22. Eliminate the practice of citing all traffic violators to the Traffic Division and order them to appear in person at the City court for disposition of case.

23. Assign arrest books (TOP) to all uniform personnel. All records should be forwarded to the Traffic Division for record purposes and accountability of the arrests by serial number.
24. Require the city engineer to erect stop signs at all intersections where needed and other regulatory and informational signs to warn and guide motorists and pedestrians.
25. Initiate a continuous year round traffic safety program in the public and private schools, through the news media, local civic groups and business firms.
26. Consider training a Junior Police Force to assist the Traffic Division in educating the motorists and pedestrians in good driving and walking practices.
27. Provide automatic traffic signals at all major and congested intersections to relieve the traffic officers from traffic duty to perform other traffic functions.
28. Provide the necessary logistical support for the Traffic Division to perform its functions more effectively and efficiently.

INVESTIGATION

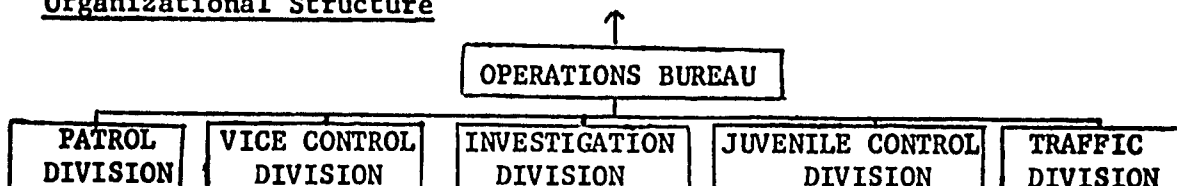
Introduction

The Investigation Division in conjunction with the total Police Department was reorganized July 1, 1970 and the present organization became operational September 1, 1970. Previously, this investigative arm of the police department was known as the Secret Service Division, charged with the prevention of crime, the detection and arrest of criminals, the location of missing persons, and the recovery of lost and stolen property. According to their specific functions and duties, the Secret Service Division was divided into four (4) main squads, namely:

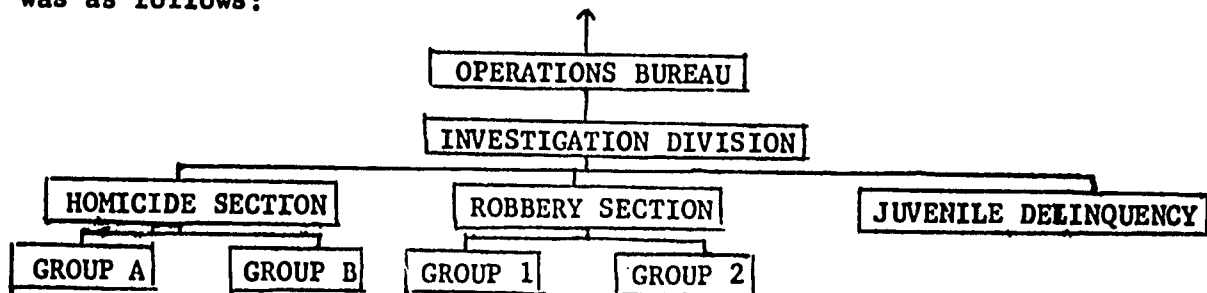
1. Homicide-Arson Squad - crimes against persons and fire.
2. Anti-Crook Squad - crimes against property, estafa and allied crimes.
3. Anti-Vice Squad - crimes against chastity, morals and gambling.
4. Special Squad - special assignments and missing persons.

With the advent of the Police Manual by virtue of the Police Act of 1966 (Republic Act 4864), prior to the arrival of the survey team, the police department started their reorganization using Rule I, Chart 5 of the manual as a guide.

Organizational Structure



During the survey, it was determined that the actual functional organization was as follows:



Anti-Crook Section has been deleted from the organizational chart and the Juvenile Control Division is not directly responsible to the Chief of the Operations Bureau, but under the Investigation Division and responsible to the Chief of the Investigation Division.

The Robbery and Homicide Sections are delegated the investigative responsibility for the following:

ROBBERY SECTION

1. Robbery
2. Theft
3. Estafa and Falsification
4. Malicious Mischief
5. Unjust Vexation
6. Damage to Property
7. Carnapping
8. Corruption of Public Officials

HOMICIDE SECTION

1. Murder
2. Homicide
3. Parricide and Infanticide
4. Physical Injuries
5. Maltreatment
6. Arson
7. Assault-Resistance
8. Duel
9. Suicide
10. Drunk-Disorderly Behavior

The following are the number of men assigned to each section and the distribution of personnel by rank:

INVESTIGATION DIVISION

Robbery Section	13 members
Homicide Section	10 members
Juvenile Delinquency	5 members
Police Lieutenant	1
Police Sergeant	2
Police Corporal	1
Private First Class	13
Patrolman	<u>12</u>
Total	29

Two (2) members of Juvenile Delinquency are utilized for clerical duties in the office of the Chief of Investigation Division and members of the Robbery Section and Homicide Section are performing similar duties. Most effectively, these members involved in clerical duties should be reassigned to actual operations within the division and civilian clerical staff should be hired. The Robbery and Homicide Sections are basically a day shift detail with the sections being divided into details for reserve duty every fourth night. The members of the section entitled Juvenile Delinquency are assigned day shift duties from 8:00 A.M. to 5:00 P.M.

The Investigation Division is a headquarters division with no members assigned to any of the five (5) rural precincts. The rural precincts normally are autonomous in all phases of the police operation. Only the Investigation Division is called on major crime incidents or special situations requiring this division.

The Investigation Division handles almost all criminal investigations. The majority of reported crime is in person to the complaint desk. The citizen has either reported a crime to a patrolman in the field and has been directed to the station or the citizen himself has come directly to the station. Other crime incidents are reported by telephone and the investigating officer responds to the crime scene.

When a crime is reported to the Complaint Desk, a Complaint/Assignment Sheet (POLCOM F-1) is completed and forwarded to the Investigation Division. If the complaint requires a formal investigative report, the Investigating Officer is responsible for preparing the case report (POLCOM F-2). The case report is the responsibility of the investigating officer no matter how serious or minor. The point being made, is that the Patrol Division must assume more responsibility for preliminary investigation reporting to relieve investigating officers for more serious investigation. Further, investigations by patrolmen provides them with the opportunities to acquire investigative techniques and and interrogative skill; it enables discovery of investigative talent in the police department. See specific recommendations in the Patrol Division chapter.

Follow-up investigations are reported on Supplemental/Progress/Final Report (POLCOM F-3). If an arrest is involved, the investigating officer completes an Arrest Report (POLCOM F-9). An NUCCR is completed as required by law and submitted to the Philippine Constabulary.

This present reporting system has been in operation since July 1970 and seems effective in the Investigation Division.

The requirement for all formal investigative reports to be forwarded to the Central Records Division through the Chief of Operations Bureau is questionable. It would be more effective if all formal investigative reports were approved by a supervisor in the Investigation Division or in their absence the Desk Sergeant. With this procedure there would be little or no delay in forwarding reports to the Central Records Division. The Chief of the Operations Bureau receives a summary of information from the Investigation Division which keeps him properly informed.

The purpose of the Central Records Division is to provide total records capability for the entire police department. For the Investigation Division to maintain duplicate records of case reports, supplemental progress, and final reports defeats the purpose of the Central Records Division. Investigation officers should maintain working copies of cases under investigation only.

The criminal investigator conducts his own crime scene search. He collects, records, marks and transports the exhibits to headquarters. It must then be turned over to the Property Division for storage and safekeeping. It was noted that this procedure was being violated. Exhibits were stored in the Investigation Division. No property officer is on duty during the evening shift or morning shift making it presently impossible to secure exhibits. See recommendation under Patrol to resolve this situation.

The division neither has the responsibility nor the equipment to handle crime scene photography nor the lifting and preservation of latent fingerprints. Crime scene photography is contracted to a local photographic studio and lifting and preservation of the fingerprints is the function of the Central Records Division.

The Philippine Constabulary and National Bureau of Investigation laboratories are available for evidence analysis to the police department. But, extremely long periods of time between submitting evidence for analysis and obtaining laboratory results have occurred.

Presently, the office facilities for the Investigation Division are three (3) separate rooms accommodating a total of 28 investigators, and twenty-three (23) pieces of furniture (desks, cabinets, and tables). The overcrowded condition are further complicated by interrogations and interviews being conducted, the typewriters and the general movement of people makint it almost impossible to conduct a survey interview and impossible to conduct an investigation. Within the division facilities or the police department, there is no room available for interviewing or interrogation. It was also noted, the Investigation Division is lacking typewriters for their operation.

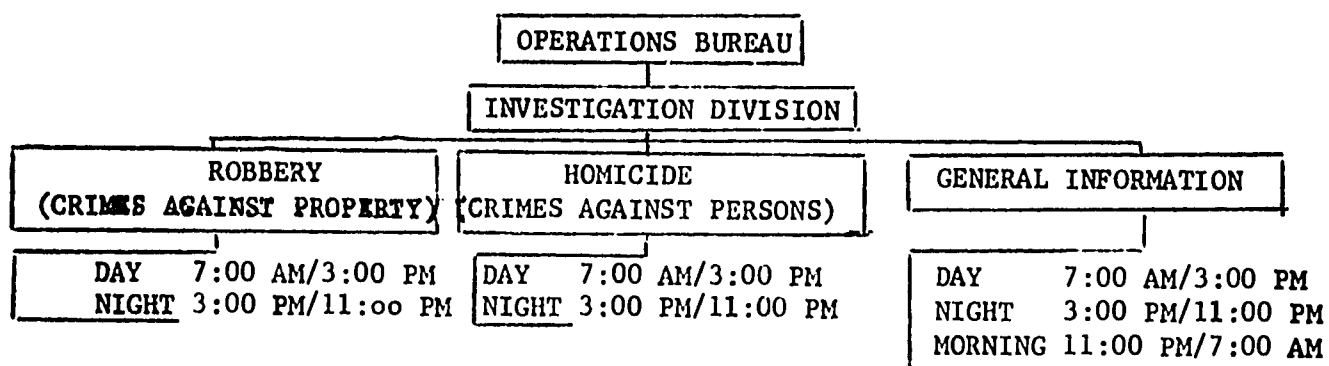
Transportation for the entire division is one (1) Willys Jeep which is not realistic for the performance or functions and responsibilities delegated to this division. The transportation are not just isolated to the Investigation Division but exist throughout the police department. Goals for police service must be established and transportation requirements analyzed.

Investigative training within the Investigation Division should be given a high priority. Special attention should be given to courses offered by the POLCOM and the NBI. A special course should also be given for the Juvenile Control Division to develop the skills and attitudes required in dealing with juvenile cases. Further, a course in typing should be mandatory for all members of the division.

NOTE: No crime data could be provided or apparently none was available for the time prior to July 1970 and the reorganization of the Investigation Division. Presently, this division is submitting the POLCOM monthly report forms for statistical purposes. During the month of July 1970, the number of offenses reported were 139. During the month of August, the number of offenses reported were 255, which indicates 116 more reported offenses during the month of August than July -- an 83% increase in the crime rate. Form the statistical data provided, it is impossible to make an accurate analysis of the number of offenses by the day of the week or by the time committed to provide a basis for distribution of the present investigative force.

RECOMMENDATIONS

1. New Investigation Division functional organizational chart:



2. The Investigation Division actual strength should be 13% (30 members) of the total authorized strength (230 members) of the police department.
3. Provide that the members of Robbery, Homicide and General Investigation Sections work an 8-hour shift.
4. Provide that the distribution of personnel is based on reported offenses, day and time occurrence with consideration given to special call for services.

5. Provide that two (2) members of the General Investigation Section be assigned to the morning shift. The members should be generalist investigators.
6. Provide that Robbery, Homicide and General Investigation Sections be commanded by a member with the rank of police sergeant.
7. Provide that members of the Investigation Division work in their assignments for no less than a three (3) month period.
8. Provide complete rules and regulations for the Investigation Division, covering authority and responsibility of the Division and describing the duties of all the members of the division. Rules and regulations should be provided each member of the division.
9. Provide that investigators are not utilized for records and clerical duties. Release personnel assigned clerical duties to perform investigative tasks and replace them with civilian clerks.
10. Provide adequate office space, desks, chairs, typewriters and filing cabinets sufficient to meet the needs of the division.
11. Provide interview rooms for the division.
12. Provide additional mobile equipment for the division.
13. Provide the police department with crime scene investigation equipment and provide a photographic laboratory to be located within the Central Records Division. The Central Records Division would be responsible for the total identification function.
14. Provide that the Patrol Division assumes more responsibility for preliminary investigation reporting to relieve investigating officers to do criminal investigation work.
15. Provide that all case reports are approved by a supervisor of the Investigation Division or the Desk Sergeant and forwarded directly to the Central Records Division.
16. The creation of a Central Records Division eliminates the need for the Investigation Division to maintain a duplicate filing system with the exception of forms, assignment record and follow-up file and disposition of court cases and bulletins. However, investigation officers should maintain working copies of cases under investigation.

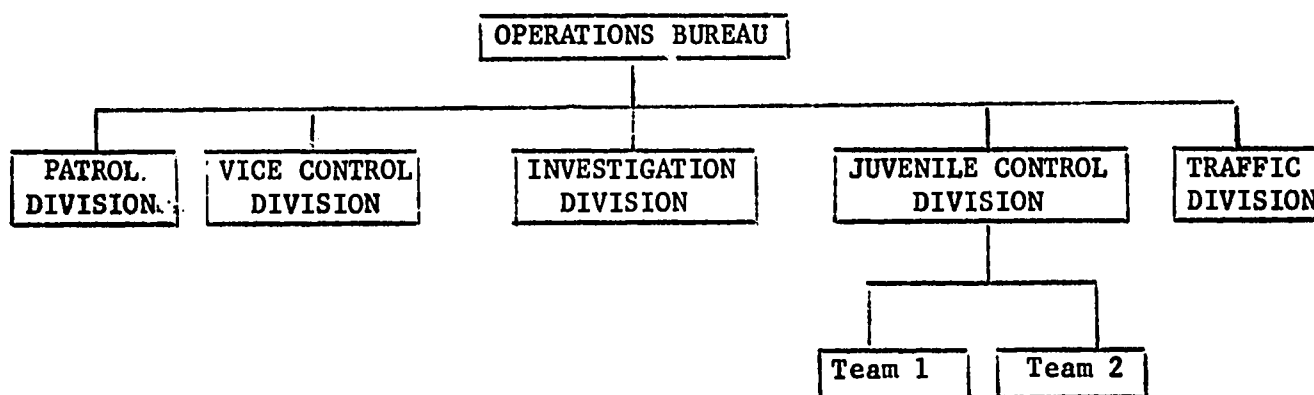
17. Provide that investigators uses the proper procedure for storing exhibits. It was noted that exhibits were being stored in the Investigation Division in violation of the departmental procedure.
18. As soon as practicable each untrained investigator should attend a criminal investigation course.
19. Provide training for all members of the Investigation Division in typing.
20. Provide that the Investigation Division utilizes an assignment record. Presently the Investigation Division is utilizing a journal but action should be taken to comply with Rule 15, Section 8d(4) of the Police Manual.
21. Provide that a follow-up file is utilized by the Investigation Division. (Rule 15, Section 8(h) and figure 25 of the Police Manual).
22. Provide a system for the Investigation Division to keep the Patrol Division well informed of its activities and improve the coordination between divisions.
23. Provide that each case be assigned to one investigator who shall be responsible for the completion of the investigation. Any other person who may assist in the investigation of the case should submit all information or supplemental reports to the assigned investigator for his use in clearing or concluding the case.

JUVENILE AND CONTROL

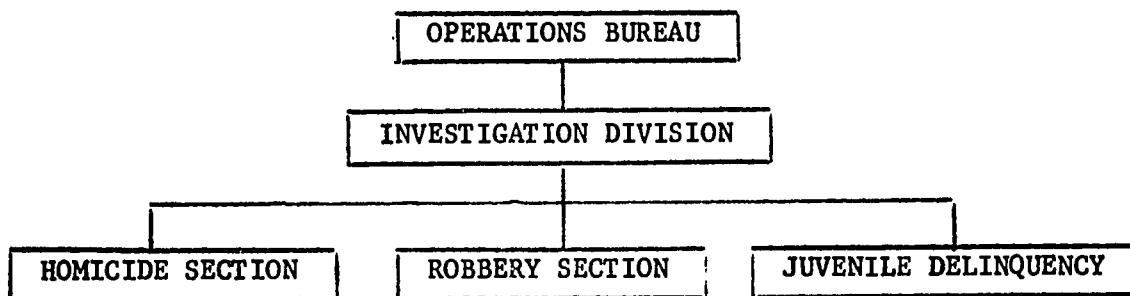
Introduction

The Juvenile Control Division was established during the total reorganization of the Police Department on July 1, 1970 and became operational on September 1, 1970. Previously, this branch of the department was encompassed within the Secret Service Division.

Organizational Structure



During the survey, it was determined that the actual functional operational chart of this division should be diagrammed as follows:



It was determined that the Juvenile Control Division was only a division "on paper" and the unit was a section under the Investigation Division entitled Juvenile Delinquency. In fact, Juvenile Delinquency is a misnomer because this section is responsible for the following:

JUVENILE DELINQUENCY

1. Slander
2. Alarm and Scandal
3. Rape

4. Abduction
5. Secuction
6. Lascivious Acts
7. City Ordinance in Nature

In reality, there is no program by the police department for juvenile delinquency control.

The Juvenile Delinquency Section is made up of a total of five (5) members of the department. Two (2) members of the section are utilized for clerical duties in the office of the Chief of Investigation Division with three (3) members handling the assigned responsibilities. Most effectively, these members involved in clerical duties should be reassigned to operations within the division and civilian clerical staff should be employed. The members of the section entitled Juvenile Delinquency are assigned day shift duties from 8:00 AM to 5:00 PM.

In accordance with Memorandum Circular No. 214 from the Office of the President, dated November 7, 1968, Subject: Organization of Juvenile Delinquency Units in Cities and Municipalities and POLCOM Memorandum Circular No. 13, series of 1968, the Police Department has indicated a Juvenile Control Division in their organization chart in line with Rule 1, Chart 5, Police Manual, but, as stated previously it is not a reality.

It is the objective of the Juvenile Control Division to prevent criminality in the community by providing special attention to the problems of youth and juvenile offenders and to aid in the correction of those factors or conditions which predispose or precipitate anti-social behavior. Functionally, the Juvenile Control Division should:

1. Investigate:
 - a. All criminal cases involving a juvenile perpetrator.
 - b. Missing and/or runaway juveniles.
 - c. Domestic relations cases, such as, incorrigible juveniles, child neglect, etc.
2. Make and/or insure proper disposition of all juvenile cases.
 - a. Counselling.
 - b. Referral, such as welfare, foster parents, etc.
 - c. Court

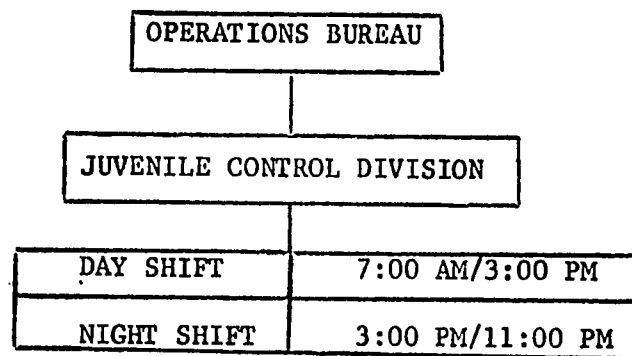
3. Direct departmental action which juveniles through constant evaluation of objectives and coordination and cooperation with schools and other community agencies concerned with the prevention of crime.

The police department has the task of preventing the development of criminal opportunities in the community and taking corrective measures when discovered. Despite the strong direction of police departments, the fact is, crime rates increases progressively year after year. The youthful offender plays an ever increasing role in the crime rate climb. Justification for a juvenile delinquency unit is: 1) the police are created to prevent the commission of crimes; 2) the police are normally the first to discover persons, conditions and situations that require corrective action; 3) the police department can obtain effective cooperation of community groups and agencies in specific delinquency programs; 4) the juvenile of today will be the adult to form the public attitude toward the police tomorrow; 5) the prosecution of juvenile offenders is only a portion of correcting juvenile. The police should direct their efforts toward keeping juvenile offenders out of confinement as long as public peace and security can be maintained.

Organizations or agencies with responsibilities to discover and correct maladjustments among juveniles are similar throughout the world: the home, the school, the church, the police, the juvenile court, the probation organizations and the correctional institutions. The police department has a strategic role among these institutions and agencies and this is another sound reason for the Juvenile Control Division. In the case of Amboanga, there is no juvenile court in the community and the local court should make special efforts in cases involving juvenile offenders. There is no probation type organization. Therefore, the police department will have to play a continuing role of follow up and counselling. Welfare organizations could directly assist in this type of program. There are no correctional juvenile institutions. The police department should highly recommend the establishment of a correctional juvenile institution or unit within the city. A person with special qualifications to administer such a Juvenile Correctional institution should be assigned. This facility should have no stigma of a jail. A proper environment is highly important. The institution should provide adequate control and supervisor, an educational program, religious program, vocational training and recreation. At first view, this seems to be an impossible task, but with the active interest and participation of individual citizens and groups is the answer to success of this Juvenile Correctional Unit and the Juvenile Control Division of the police department. The public has an obligation to assist in the accomplishments of the Juvenile Control Division and the Juvenile Correctional Unit. Civic minded citizens should be formed into a Community Council for Delinquency Prevention with deliberate efforts to arouse, promote and maintain public concern in the community towards the prevention of delinquency and the establishment of support of the city's Juvenile Control Division and Juvenile Correction Unit. There were inferences that the public and civic minded organizations would not support this type of program. On visiting Pasonanca Park and seeing the accomplishments of a truly civic minded community, one would have to say, "this is not true."

Recommendations:

1. Establish a Juvenile Control Division within the Operations Bureau.
2. Juvenile Control Division actual strength should be 2% (5 members) of the actual authorized strength (230) of the police department.
3. Provide that the division be commanded by an officer with a rank equal to that of other divisions within the Operation Bureau.
4. Provide a Juvenile Control Division functional organization as follows:



5. Provide that the members of Juvenile Control Division work an 8-hour shifts.
6. Provide that the distribution of personnel be based on reported offenses, day and time of occurrence with consideration given to special called for services.
7. Provide that two (2) of the five (5) members of the Juvenile Control Division work evening hours with their work objective more toward the prevention of juvenile delinquency.
8. Provide complete rules and regulations for the Juvenile Control Division, covering authority and responsibility of the Division and describing the duties of all the members of the division. The rules and regulations should be provided each member of the division.
9. Provide that all members assigned to this division have special interest and qualifications for a juvenile delinquency assignment.
10. Provide that civilian clerks are utilized for record and clerical duties in the division.
11. Provide adequate office space, desks, chairs, typewriters and filing cabinets sufficient to meet the needs of the division.
12. Provide an interview room or rooms for the division.

13. Provide radio equipment vehicles for the division.
14. Assure that the Patrol Division assumes more responsibility for preliminary investigations to relieve juvenile officers for the investigation of serious offenses.
15. Provide that all case reports are approved by a supervisor of the Juvenile Control Division or the Desk Sergeant and forwarded directly to the Central Records Division.
16. Provide that investigators use the proper procedure for storing exhibits.
17. Form a civic minded group into a Community Council for Delinquency Prevention.
18. Provide a Juvenile Correctional Unit.
19. Provide a highly qualified person to establish the Juvenile Correctional Unit.
20. Provide specialized training for the member of the Juvenile Control Division.
21. Provide that all members of the division have a typing capability.
22. Provide that the Juvenile Control Division utilizes an assignment record. Rule 15, Section 8d(4) of the Police Manual.
23. Provide that a follow-up file is utilized by the Investigation Division. Rule 15, Section 8(h) and figure 25 of the Police Manual.
24. Provide that the Juvenile Control Division keeps the Patrol Division well informed of juvenile activities.
25. Provide specialized programs by the Division to school age children.

VICE CONTROL

Introduction

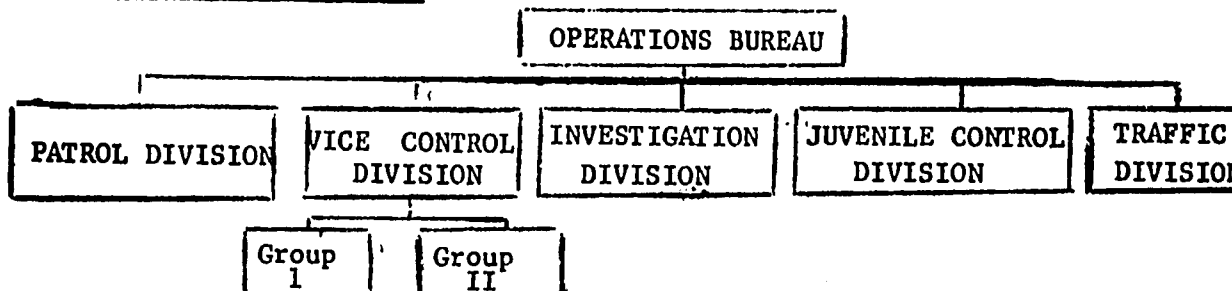
It is the objective of the Vice Control Division to create a desirable moral atmosphere in the community by providing specialist attention to conditions and laws pertaining to crimes against chastity, morals and all forms of illegal gambling. The functions of the division are:to:

1. Discover, investigate and dispose of all criminal cases involving:
 - a. Illegal gambling
 - b. Prohibited drugs and its derivatives
 - c. Vagrancy
 - d. Prostitution
 - e. Illegal possession of firearms, ammunitions and explosives
 - f. Deadly weapons
 - g. City Ordinance 181, as amended
 - h. Sanitary Code 500
 - i. Alcohol connected except drunkenness
 - j. Offenses against decency and good customs

These areas of responsibility were assigned to the Vice Control Division in a memorandum dated September 1, 1970 from the Chief, Operations Bureau.

Objective of the Vice Control Division should be expanded to prevent occurrences of vice offenses by analyzing crime trends and providing guidelines for the department and the community in combatting the conditions which lead to this type of criminality.

Organizational Structure



The diagrammed organizational chart of the Vice Control Division became effective September 1, 1970 and is patterned after Rule I, Chart 5, Police Manual. Members of this division are not formed into groups as indicated in the division's organizational chart.

The following members of the Zamboanga Police Department are assigned to the Vice Control Division:

1. Pol. Sgt. F. T. Marcos Detached for training (Manila)
2. Pfc. E. S. Santos Incharge (Acting)
3. Pfc. G. A. Ledesma
4. Pfc. I. I. Siason
5. Pfc. C. T. Natividad
6. Pfc. V. R. Enriquez
7. Pat. M. M. Ramos
8. Pol. Cpl. A.O. Baring Incharge of Records

The hours worked by the members of the division are determined by need. The office in charge indicated the majority of all operations are within the urban city with a small percentage in the surrounding rural area. All members of the division are "generalists" and there is no specialization by assignment of cases.

Presently, there is a police corporal in charge of the office and his primary function is records keeping; such as, a police journal, license file (hostess, etc), assists with case reporting, Summary of Information which is a daily report of activities, statistical Monthly Report (POLCOM F-21) and miscellaneous clerical duties. The police corporal should be reassigned within the actual investigative operation of the division. This office position should be filled with a civilian clerk.

The writer requested the "Standard Operating Procedures" for the Vice Control Division which could not be produced. Apparently there were no SOP's in writing.

Crime statistics prior to July 1970, could not be produced. The division provided statistical information on their activities for the months of July and August 1970. (See EXHIBIT II and EXHIBIT III). These two (2) exhibits indicate almost their total activity was concentrated to the crimes of gambling. It is not shown in the exhibit, but each reported offense resulted in an arrest. According to exhibits activities between day and night, indicated, July 28% day and 72% night and during the month of August, 25% day and 75% night. The sampling is too small to be of value. The organization's

effectiveness is questionable with no offense reports for the division's other areas of crime responsibility.

The office facilities for the Vice Control Division is a one (1) room office within the Investigation Division. The room must accommodate a total of eight (8) investigators and five (5) separate pieces of furniture, such as desks, tables, cabinets, etc. The overcrowded condition is further confused due to interviews being conducted in connecting offices, reports being taken, the general movement through the facility which results in a very poor atmosphere to conduct an investigation.

The mobility in the entire police department is inadequate and this condition is reflected in this division with one vehicle assigned.

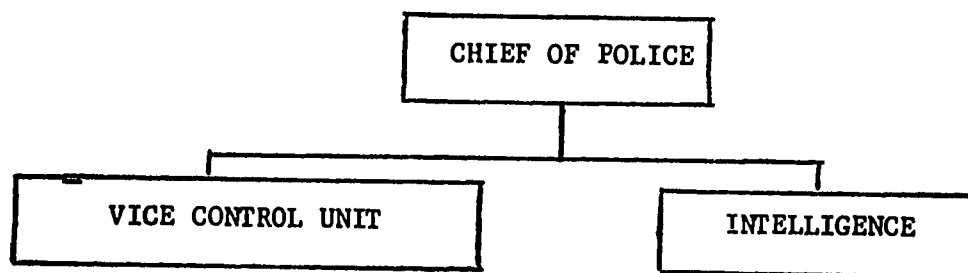
Philippine Constabulary and National Bureau of Investigation laboratories for evidence analysis are available to the police department. But, lengthy time lapses are reported between the time the evidence is submitted for analysis and returned. The police department has no capability of laboratory analysis.

SUMMARY

Vice control is a particularly difficult problem for the police department because of resistance from officials and the public on occasion when an attempt to enforce the moral laws is made.

RECOMMENDATIONS

1. New Vice Control Unit functional organizational chart:



2. Provide that the officer-in-charge answers directly to the Chief of Police.
3. Provide that the officer-in-charge is with the rank of sergeant.
4. Survey reveals no additional manpower required for this unit.
5. Provide that the distribution of personnel is based on reported offenses, the day and time of occurrence with consideration given to special called for services.

6. Consideration be given to reassigning the investigative responsibility for illegal possession of firearms, ammunition and explosives and deadly weapons to the Investigation Division.
7. Provide complete rules and regulations for the Vice Control Unit, covering authority and responsibility of the unit and each position. Rules and regulations should be provided each member of the unit.
8. Provide the unit with sufficient civilian clerks.
9. Provide adequate office space, desks, chairs, typewriters and filing cabinets, sufficient to meet the unit needs.
10. Assign mobile equipment to the unit.
11. Provide that all case reports are approved by a supervisor and forwarded directly to the Central Records Division.
12. Provide that investigators follow proper procedures for storing exhibits.
13. Provide the unit with specialized training.
14. Provide that the unit utilize an assignment record. Rule 15, Section 8d(4) of the Police Manual.
15. Provide that a follow up is utilized by the unit. Rule 15, Section 8(h) and figure 25 of the Police Manual.
16. Provide a system for the Vice Control Unit to keep the Patrol Division well informed on activities; to provide for coordination of both units.

RECORDS AND IDENTIFICATION

Introduction

This section will review the records and identification procedures, techniques and administration generally practiced by the City Police Department in the light of Rule XV of the Police Manual and modern police administrative practices. The approach is necessarily constructive criticism. Emphasis is upon recommendations for improvement. The limitation of space prohibits a complete discussion of practices that may be quite acceptable.

The Need for Police Records

The acknowledged requirement for adequate police records, the cost of obtaining such information, and the birth of new means and techniques for securing this data have placed the law enforcement records officer in the limelight. The effectiveness of a police department is directly related to the quality and the usability of its records. Of prime importance are the facts contained in those records, their retrievability, their susceptibility to meaningful analysis, and the use to which their contained information is put.

Law enforcement records have been the means by which men have been returned to prison many years following an escape, families have been reunited, stolen property returned to owners, crimes solved, and the wrongfully accused declared innocent.

If police reporting is honest, accurate, and complete, the time, effort, and expense put into organizing and maintaining an adequate reporting procedure and information system will be repaid many times in terms of increased service to the public, increased police effectiveness, and marked economy in both personnel and equipment costs.

Delegation of the control function for the entire information system within the department must not be done by chance. The three fundamentals of reporting -- honesty, accuracy, and completeness -- may all suffer from (1) the pressures of expediency in daily operations; (2) diffusion of responsibility and consequent lack of control; and (3) conflict of interest.

It is often easier for a line supervisor or commander to forget about a call or delay a report than to take the time and the personnel to accomplish the task.

Diffusion of records responsibility among two or more elements inevitably results in: (1) different performance requirements; (2) failure to accept full responsibility; (3) lack of information retrievability; and (4) denial of effective information use.

To avoid these pitfalls, the primary responsibility for records keeping and data storing should be placed in a Records and Communications Division. There is no incentive for a records officer to downgrade a crime; the high or low crime rate in a beat or on a particular watch or even in the city as a whole, does not reflect upon his individual or unit performance. It is his responsibility to compile objectively the facts concerning the time, location, and other variables of the occurrence of incidents. He and his unit will be judged upon how they gather and store those facts, not upon the occurrences which produced them.

Reporting Procedures

The Department must inform its employees of the Records and Communications policies and procedures it expects them to follow and the reasons for establishing them. Failure to develop definite policies governing the entire reporting and recording process will result in inadequate field reports. To proceed without such guidelines is to invite a breakdown in the system.

Housing

The Zamboanga City Police Department's primary records repository is located on the second floor of the main police headquarters building. The office is 28' x 28', within which is situated a newly constructed 8' x 14' photographic laboratory and toilet. The total records office space is 672 square feet. Ten square feet per police employee is considered minimal for reasonable efficiency. The police strength as of September 8, 1970 is 207. The authorized strength is 230. Therefore, the immediate space requirement exceeds 2,000 square feet without considering a full personnel compliment.

It is important that staffing requirements of the services elements be kept at the lowest level, consistent with high quality service to other elements within the department and to the public. This is possible only if the physical layout of the police facility is changed in response to this need.

Important is the location of the records and identification files and the communications center. These are intimately related in function and purpose. If possible, the communications center and the records office should be located back to back to allow a direct exchange of information.

The property room should also be located in or near the records center.

Equipment

The Records Division is equipped with two typewriters that are several years old and appear beyond economical repair. Additional typewriters are essential for the records desk.

No photographic equipment is owned by the department.

The basic equipment is available for the taking of rolled fingerprint impressions at headquarters and two precincts. Additional equipment and materials should be made available for the taking and preserving of latent fingerprints. A magnifying or fingerprint glass is essential for classification. Previous budgetary provisions for the records and identification requirements have suffered from such neglect that even a shortage of basic supplies exist.

Organizations

In July 1970, the Department was reorganized with the objective of conforming substantially with the minimum requirements of the Police Manual. A Services Bureau was created with a Property Division; Central Records Division; and Maintenance Division. The Captain in-charge of the Services Bureau is also acting in-charge of the Central Records Division. The Central Records Division is divided into four sections; Clearance Section; Identification Section; Warrants and Summons Section; and Reports and Statistics Section. Fourteen police personnel are assigned to the Division. Six are assigned from 0800 to 1700 hours to perform records and identification tasks. One is assigned from 1800 to 0600 hours. Seven are assigned to serve warrants and subpoenas.

A central records and communications systems together will provide the means by which the department should be able, swiftly and efficiently, to learn about crime, store and retrieve pertinent information about crime and suspects, and deploy personnel and take significant administrative and operational actions. A well-administered police department requires that records and communications systems be integrated; each is dependent upon the other for success.

The records and communications element should be organized to provide singular command and responsibility for all relevant activities within each time period rather than a command position for each type of work performed. There should be an overall supervisor on each shift responsible for all related activities of the records and communications systems. He, in turn, should be responsible to the services bureau commander. This method provides for the coordination so necessary to an integrated system.

Supervisory personnel of the records and communications division should be assigned on the basis of supervisory competence, not because of technical expertise. This places the supervisory and command personnel in the desirable position of being administrative generalists capable of coordinating and supervising all areas of work. Administrative flexibility is enhanced. Supervisory generalists may be transferred more easily to other assignments.

Excess specialization of personnel assigned in the records and communications division is not encouraged as it may limit the effectiveness of the integrated system where there must be full coordination and maximum administrative and operational flexibility.

Civilian Employees

There exists a healthy and growing trend among law enforcement agencies to utilize civilian employees in clerical and non-police jobs, a practice which releases police personnel for patrol and other enforcement functions. The Department should immediately explore avenues to employ and assign civilian clerical personnel within the Services Bureau.

The Police Communications Center

The operational responsibilities for receiving all citizens' requests for police services and the associated dispatching should be assigned to the communications center.

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

1. Provide information to the public.
2. Receive walk-in and telephone complaints.
3. Receive and dispatch radio messages to police mobile units.
4. Obtain requested information from records files without delay.
5. Maintain the Daily Record of Events.
6. Provide security for the detention facility.
7. Provide booking and personal identification service assistance.

Unless the present office space is reallocated, the number of employees required to provide these services will be increased, thus costing more to perform the same level of service.

Dispatching a Staff Service

The advantages of assigning the dispatcher to the Records and Communications Division are as follows:

1. Dispatching is a service used by all operating units in controlling their members. The dispatcher cannot have direct control of the officers of a unit which he is not attached; their control must be by staff command.
2. When the dispatcher and others involved understand the purely staff character of the service, there is less temptation to assume command both by the dispatcher and those he serves.

3. The dispatcher cannot perform the duties of a commanding officer because he cannot personally supervise and control operating personnel so long as his presence is restricted to headquarters.
4. Dispatching originates ordinarily from complaints that are registered by the dispatcher. Registration of complaints by a service division, rather than by an operating division that is responsible for crime conditions, increases fidelity of recording and reporting.
5. The dispatcher is subject to continuous supervision by the records division in the registering of complaints, but to relatively little supervision by the line units. Consequently, it is more important that that dispatcher be assigned to the Records and Communications Division than to a line unit.

The Police Records System

Standard Operating Procedure

During the month of July 1970, Patrolman Agustin B. Calumpang submitted a draft Standard Operating Procedure for the Central Records Division. The procedures are detailed and comprehensive. It is a well-organized and definitive effort. With some revisions, additions or deletions in the document that may be recommended as a result of this survey, the Chief of Police should act without delay to implement the provisions of a revised Standard Operating Procedure. It is apparent that prior to the July 1970 effort to establish policy and procedures for the functioning of a central records system, little attention was devoted to records administration. Captain Reyes is currently commanding the Services Bureau and Central Records Division. He purportedly was on duty but was unavailable for an introduction or discussion of records administration during the three-day survey. Patrolman Calumpang, on leave status, was available and provided most competent assistance. Prior to July 1970, little or no data was available on department activities. Summaries of criminal and police operational activities were too incomplete for meaningful administrative evaluation.

Records, Report and Uniform Crime Reporting

The department has begun the use of forms as prescribed in Rule XV of the Police Manual. However, all forms are not yet in use. The lack of a department policy order on the forms and procedures to be followed by all personnel hampers uniform compliance. In addition, the absence of a training program to teach all personnel how to complete new forms and the rationale for change can only retard the efficient and timely implementation of the system.

Basic Numbering Systems

The Department assigns a different numbering system to the following:

1. Complaint/assignment sheet for each precinct and detachment.
2. Case reports.
3. Jacket folder for filing.
4. Photographs.
5. Arrest reports.
6. Master Name Index (Soundex Code)

The Department should adopt three basic numbering systems; all major files should be compatible with them. The records control and audit system should include: (1) case report numbers; (2) arrest report numbers; and (3) identification numbers.

Case Report Numbers. The Case Report number is the primary number for all police reports. It is issued at the time a complaint or call is received by the department and follows a case through to its completion. Case numbers are issued consecutively and to all types of police incidents whether founded or unfounded. If any police action is taken, no matter how small or seemingly insignificant, a case report number should be issued and a report required. Case report numbers are given to vehicle accidents, crime and other incidents and all reports are to be filed according to case number, without regard to type of case or persons involved. Case report numbers should appear on the Daily Record of Events (PolCom F-No. 8) and provide a means of insuring that all reports are submitted promptly. No deviation from this should be permitted.

Arrest Report Numbers

Arrest numbers are issued to persons physically arrested and booked. A person receives a new number each time he is arrested, regardless of the charges or circumstances.

Identification Number (Zamboanga Police Department #)

When an arrested person is fingerprinted and/or photographed, a third number, the identification number is issued from an Identification Number Ledger. This number will be issued but once to an individual, regardless of the number of arrests he has experienced. This number will be placed upon the fingerprint cards and upon the identification board when the person is photographed. The identification number is the feature by which most requests for information or verification of criminal records will be identified.

Secondary Numbering Systems

To afford a closer measure of control and coordination, in addition to allowing easier audit and analysis of workloads, several secondary numbering systems may be utilized by various elements of the department. Examples are, central number warrant number and the traffic citation.

Master Name Index

The Department uses an alphabetical soundex filing system that requires each index card be coded before filing. The system is cumbersome and time consuming. The disadvantages justify the change to all alphabetical filing.

All names should be indexed on white cards except for wanted and known dangerous or suicidal missing persons which may be indexed on pink or salmon cards. A master index card should be made on every person officially coming to the attention of the police.

Accident Report

The Department is requiring the traffic accident investigator to submit a Case Report (PolCom F-No. 2) with each Accident Report (PolCom F-No. 6). The case report is unnecessary and inappropriate for traffic accidents and should be eliminated.

Fingerprints

The Department has no firm policy on fingerprinting. If a prisoner objects, for example, fingerprints are not taken. The Department should fingerprint all arrested persons except juveniles detained for minor offenses, and assign an identification number. The booking process should not be considered complete until fingerprints are taken. A copy of fingerprint records is to be forwarded to the NBI headquarters. (Rule XV, Section 8).

Recommendations

1. Establish a Records and Communications Division within the Services Bureau. (Rule II, Section 2, Police Manual).
2. Assign a Records and Communications Division Commander with the rank equal to other division commanders. (Rule II, Section 2, Police Manual).
3. Provide Records and Communications services with adequate supervision on a 24-hour basis. (Rule II, Section 4, Police Manual).
4. Provide additional space and relocate the Records and Communications Division on the ground floor. (Rule XXI, Section 2, Police Manual).
5. Establish Records and Communications policies and procedures in manual or other form for distribution to all members of the Department. (Rule II, Section 2, Police Manual).

6. Provide Records and Communications duties outlined in a manual or other form that permits any member of the division to review quickly, and ascertain certainly, tasks assigned to him. (Rule II, Section 2, Police Manual).
7. Institute the use of all report forms as outlined in Rule XV of the Police Manual.
8. Make available to the Chief of Police and each Division a copy of the Daily Record of Events for the preceding 24 hours prior to beginning their tour of duty. (Rule II, Section 4 , Police Manual).
9. Assure that all incidents listed in Section 4, Rule XV of the Police Manual are recorded on a Complaint/Assignment sheet (PolCom F-No. 1) and registered by a case number.
10. Assure that the one general alphabetical index serves for complaint, arrest, and identification records and correspondence. (Rule XV, Section 8, Police Manual).
11. Maintain a separate driver index containing information on drivers reported for moving violations and accidents.
12. Maintain an accident location car file.
13. Assign one report-review officer to the Records Section. Assure that the relationship of report-review officers to others is clearly understood. (Rule XV, Section 8, Police Manual).
14. Assure that traffic tickets are controlled and audited in a manner to prevent their improper disposition. (Rule II, Section 2,e, Police Manual).
15. Provide suitable controls to safeguard department owned property and property temporarily in police custody. (Rule II, Section 2,p, Police Manual).
16. Provide suitable equipment to reproduce reports and other printed matter. (Rule XVII, Section 10, Police Manual).
17. Provide a dispatchers map, which shows officers on duty available and not available by radio. (Rule XVII, Section 3, Police Manual).
18. Devise broadcast procedures to ensure the dispatch of an adequate force in a manner to ensure safety to the officers and the accomplishment of the mission. (Rule XVII, Section 3, Police Manual).
19. Prepare plans for community-wide and lesser disasters, for extensive manhunts, and for blockading sections of the community or the entire jurisdiction. (Rule XVII, Section 3, Police Manual).
20. Delegate to the Commander of the Services Bureau the authority to direct, coordinate and control the members assigned to his unit and hold him

responsible for meeting Bureau objectives. (Rule II, Section 2,c, Police Manual).

21. **Replace police personnel performing clerical duties, including dispatchers, with civilians thus, relieving police personnel to perform police tasks. (Rule II, Section 2,b, Police Manual).**
22. **Increase the staff of seven, now assigned to records and identification tasks at least two fold. (Rule II, Section 2,b, Police Manual).**
23. **Evaluate the workload of the seven personnel assigned to warrant service with the objective of reducing the number assigned and/or requiring the Patrol Division to assist in warrant and subpoena service. (Rule II, Section 22, Police Manual.)**
24. **Eliminate the use of two numbers on the Complaint/Assignment sheet. The Case Report number should be the only number issued at the time a complaint or call is received by the department and follow a case through to its completion. (Rule II, Section 2,g, Police Manual).**
25. **Eliminate the use of a separate number for the jacket folder file. All cases should be filed by the case number. (Rule XV, Section 7, Police Manual).**
26. **Eliminate the soundex code. The master name index should be filed alphabetically. (Rule XV, Section 8,f,(1), Police Manual).**
27. **Assure that a case number appears beside each incident line entry on the Daily Record of Events. (Rule XV, Section 8, Police Manual).**
28. **Discontinue the submission of the Case Report with the Accident Report. (Rule XV, Section 8, Police Manual).**
29. **Forward one copy of all fingerprints to the NBI. (Rule XV, Section 8, Police Manual).**
30. **Take priority action to classify and file the vast backlog of unclassified fingerprints. (Rule II, Section 2, Police Manual).**
31. **Provide immediate training for additional records personnel in fingerprint classification and police photography to include developing and printing (Rule II, Section 22, Police Manual).**
32. **Provide adequate budgetary provisions for records and communications services. (Rule XVII, Section 3,e,(1), Police Manual).**
33. **Provide for an in-depth study of internal and external telephonic communications requirements. (Rule XIX, Section 3, Police Manual).**
34. **Police personnel assigned records and communications duties should wear the regulation uniform while on duty. (Rule II, Section 2,c. Police Manual).**

THE POLICE BUILDING

Perhaps no item of police equipment or property has the potential for providing or denying optimal utilization of command and supportive services personnel in any greater degree than the police headquarters building itself. We must emphasize the need for sound planning of police facilities if both space and personnel are to be used effectively and economically.

The Zamboanga Police Department is presently housed in a building which was constructed in 1936. The facility is now dilapidated and in a very rundown condition.

The building is located near the center of the city and does have adequate parking space. The facility is shared by the Police Department, the Court and the City Prison Department. A new facility is being constructed for the City Prison Department; when they move more space will be available to the Police Department, and it is much needed.

At present, the facility is crowded. The office space allotted the Traffic Division and Investigation Division is completely inadequate. None of the commanding officers have offices; the Chief of Police and Deputy Chief do not have private offices.

A very small room has been provided for a photographic laboratory, which is not operational. It is felt this room will be inadequate when equipped.

There are no interview or interrogation rooms. There is one holding cell which is deplorable with no lighting and no ventilation.

The department presently has 14 vehicles, but has no garage or area for maintenance. Vehicle repairs are now done next to the front door of the headquarters building.

The facility has no lockers or squad room for police personnel. There is no storage space for evidence and property, and no armory or safe location to store firearms.

The lighting is very poor. Ventilation is good on the second floor, but on ground floor, it is inadequate. There are four toilets in the building but only one of these has water. The toilet area on the ground floor, located next to the Traffic Division office, is dirty and the smell is vile.

This present facility is inadequate and does not conform to the Police Manual, Rule XXI. Several alternatives may be identified:

1. doing nothing about the building or its floor plan and employing additional personnel in numbers sufficient to overcome the operational handicaps of the existing facility.

2. reducing service to the public and to the line or field elements of the department whenever the physical and functional relationships of people and their work are such that they require more time and/or personnel than is presently available.
3. researching the departmental and public needs and redesigning and modifying those portions of the structure which present operational or administrative problems.
4. designing and constructing a new facility.

Realistically, the department should be planning the modifications needed to make the present facility adequate.

Even though there is no radio equipment now, plans should be formulated for a radio room.

The very first move should be to paint the present building.

Poor building design is an economic drain on the department and the city and must be corrected.

RECOMMENDATIONS

1. Implement plans to conform with Rule XXI of the Police Manual.
2. The present facility should be renovated and painted. Planning should include use of area now occupied by City Prison Department. Assure improved lighting and ventilation.
3. Provide larger areas for Traffic Division and Investigation Division to include interview and interrogation rooms.
4. Arrange for an inspection by the Zamboanga Fire Department and implement their recommendations.
5. Provide an adequate number of fire extinguishers.
6. Contact city engineer to arrange for running water for toilet facilities. Keep toilet facilities clean.
7. Provide locker/squad room area for department members.
8. Remove the vehicle maintenance area from in front of the headquarters building, dispose of all broken down vehicles. Arrange to build a garage facility to the rear of the headquarters.

9. Install adequate signs and markings to readily identify the police headquarters, day or night.
10. Install a building directory and number all offices to assist the public.
11. Arrange to have the building painted, inside and outside, as soon as possible.
12. Provide lighting and ventilation for the present holding cell. Arrange for the construction of two more holding cells, so that women and children may be separated from the other prisoners.
13. Construct a secure weapons armory within the present facility.
14. Improve the ventilation on the ground floor, this may necessitate the use of fans.
15. Prepare plans for a communication center within the headquarters building.
16. Assure that any renovation will provide private offices for the Chief and Deputy Chief and such commanding officers as is possible.
17. Provide a reserve generator for the police headquarters.

REPUBLIC OF THE PHILIPPINES
DEPARTMENT OF THE INTERIOR
CITY OF ZAMBOANGA

ORDINANCE NO. 88

AN ORDINANCE CREATING THE DEPARTMENT OF CITY PRISON
AND FOR OTHER PURPOSES

By virtue of Article IV, Section 16, of Commonwealth Act No. 39, known as the Charter of the City of Zamboanga, as amended, the City Council of Zamboanga ordains, that:

SECTION 1.- There is hereby created a Department of City Prison in the City of Zamboanga which will be under the supervision of the City Warden.

SECTION 2.- The position of City Warden with the same powers and prerogatives as is conferred upon provincial wardens is hereby created, who shall receive a compensation of ONE THOUSAND TWO HUNDRED (P1,200.00) PESOS per annum, and whose appointment shall be made by His Excellency, the President of the Philippines, in accordance with Section 34 of the Charter of the City of Zamboanga.

SECTION 3.- The City Warden shall be provided with such assistants as would be necessary for the efficient and effective functioning of the department whose salaries shall be fixed in the plantilla of personnel of the city, and whose appointments shall be made by the City Mayor in accordance with Section 34 of the City Charter and Civil Service rules and regulations.

SECTION 4.- This ordinance shall take force and effect upon approval hereof by the Honorable, the Secretary of the Interior under Section 16, Article IV of the City Charter, after which approval the organization of the Department of City Prison shall proceed as herein provided.

And pending the formal organization of the Department of City Prison, the Chief of the Police Department shall continue discharging as heretofore the duties of the City Warden.

APPROVED: This 25th day of June, 1947.

(SGD.) VICENTE R. SUAREZ
City Mayor

ATTESTED:

(SGD.) CESAR C. CLIMACO
Secretary

APPROVED: under Section 16,
Article IV, of the Charter
of the City of Zamboanga
(Commonwealth Act No. 39)
as amended.

JOSE C. ZULUETA
Secretary of the Interior

MONTHLY REPORT OF CASES HANDLED BY THE POLICE DEPARTMENT

Vice Control Division 40PD

July 1970

PROVINCE

NAME OF POLICE DEPARTMENT

(FOR MONTH OF) YEAR

PART A - ANALYSIS OF VIOLENT CRIMES

1 CLASSIFICATION OF OFFENSES	2 NUMBER OF OFFENSES REPORTED	3 ANALYSIS OF OFFENSES COMMITTED			
		3A CONSUMMATED	3B FRUSTRATED	3C ATTEMPTED	3D RECKLESS IMPRUDENCE
1. MURDER					XXXXXXXXXXXXXXXXXX
2. HOMICIDE					
3. PARRICIDE					
4. RAPE			XXXXXXX		XXXXXXXXXXXXXXXXXX
5. ABDUCTION					XXXXXXXXXXXXXXXXXX
6. ROBBERY VS. PERSONS					XXXXXXXXXXXXXXXXXX
7. ROBBERY VS. THINGS					XXXXXXXXXXXXXXXXXX
TOTAL					

PART B - ANALYSIS OF THE NUMBER OF OFFENSES BY DAY OF THE WEEK AND BY TIME COMMITTED

1 CLASSIFICATION OF OFFENSES	2 NUMBER OF OFFENSES REPORTED	3 DAY OF THE WEEK COMMITTED							4 DAY OR NIGHT	
		SUN	MON	TUE	WED	THU	FRI	SAT	DAY	NIGHT
1. MURDER										
2. HOMICIDE										
3. PARRICIDE										
4. PHYS INJ-SERIOUS										
5. PHYS INJ-LESS SERIOUS										
6. PHYS - SLIGHT										
7. ROBBERY VS. PERSONS										
8. ROBBERY VS. THINGS										
9. THEFT OVER P50										
10. THEFT UNDER P50										
11. ESTAFA & FALSIFICATION										
12. MALICIOUS MISCHIEF										
13. DAMAGE TO PROPERTY										
14. RAPE										
15. ABDUCTION										
16. SEDUCTION										
17. VAGRANCY										
18. ASSAULT RESIST TO AUTHOR.										
19. GAMBLING	18	2	5	1	0	6	4	0	5	13
20. THREAT & COERCION										
21. TRESPASSING										
22. DRUNK & DISORDERLY CONDUCT										
TOTAL										

DATE OF THIS REPORT:

September 11, 1970

SUBMITTED BY:

(SIGNED)

Reporing
Corporal Incharge
of office 72

MONTHLY REPORT OF CASES HANDLED BY THE POLICE DEPARTMENT

Vice Control Division, ZCPD August, 1970

PROVINCE _____ NAME OF POLICE DEPARTMENT _____ (FOR MONTH OF) YEAR _____

PART A - ANALYSIS OF VIOLENT CRIMES

1 CLASSIFICATION OF OFFENSES	2 NUMBER OF OFFENSES REPORTED	3 ANALYSIS OF OFFENSES COMMITTED			
		3A CONSUMMATED	3B FRUSTRATED	3C ATTEMPTED	3D RECKLESS IMPRUDENCE
1. MURDER					XXXXXXXXXXXXXXXXXX
2. HOMICIDE					
3. PARRICIDE					
4. RAPE			XXXXXXX		XXXXXXXXXXXXXXXXXX
5. ABDUCTION					XXXXXXXXXXXXXXXXXX
6. ROBBERY VS. PERSONS					XXXXXXXXXXXXXXXXXX
7. ROBBERY VS. THINGS					XXXXXXXXXXXXXXXXXX
TOTAL					

PART B - ANALYSIS OF THE NUMBER OF OFFENSES BY DAY OF THE WEEK AND BY TIME COMMITTED

1 CLASSIFICATION OF OFFENSES	2 NUMBER OF OFFENSES REPORTED	3 DAY OF THE WEEK COMMITTED							4 DAY OR NIGHT	
		SUN	MON	TUE	WED	THU	FRI	SAT	DAY	NIGHT
1. MURDER										
2. HOMICIDE										
3. PARRICIDE										
4. PHYS INJ-SERIOUS										
5. PHYS INJ-LESS SERIOUS										
6. PHYS - SLIGHT										
7. ROBBERY VS. PERSONS										
8. ROBBERY VS. THINGS										
9. THEFT OVER P50										
10. THEFT UNDER P50										
11. ESTAFA & FALSIIFICATION										
12. MALICIOUS MISCHIEF										
13. DAMAGE TO PROPERTY										
14. RAPE										
15. ABDUCTION										
16. SEDUCTION										
17. VAGRANCY	5					5				5
18. ASSAULT RESIST TO AUTHOR.										
19. GAMBLING	15		1	1	4	5	3	1	5	10
20. THREAT & COERCION										
21. TRESPASSING										
22. DRUNK & DISORDERLY CONDUCT										
TOTAL	20								5	15

DATE OF THIS REPORT:

Sept. 11, 1970

SUBMITTED BY:

(SIGNED)

R. J. Barera
Corporal
of office

FIG. NO. 24