

A STUDY ON A PROPOSED REORGANIZATION
OF THE HEADQUARTERS OF THE
PHILIPPINE CONSTABULARY

Thesis for the Degree of M. S.
MICHIGAN STATE UNIVERSITY
CICERO CAMPAÑA CAMPOS

1960



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By

Cicero Campana Campos

AN ABSTRACT

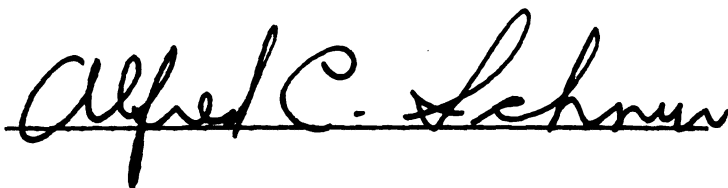
Submitted to the College of Business and Public Service
Michigan State University in partial fulfillment
of the requirements for the degree of

MASTER OF SCIENCE

Department of Police Administration and Public Safety

1960

APPROVED

A handwritten signature in cursive script, reading "Alfred C. Schuman", is written over a horizontal line.

CICERO CAMPANA CAMPOS

ABSTRACT

By expressed provision of law, the Philippine Constabulary was created in 1901 and designated as the national police force of the Philippines. Over the years, however, it has been employed as a military organization because the government found this type of organization most expedient in combatting banditry, brigandage, and outlawry in the years prior to World War II and the communist-inspired dissidents since World War II. The evident incompatibility of the organizational structure of the Philippine Constabulary to its primary function makes it essential that a change of structure be effected to make the Constabulary more responsible to the role it is to pursue - that of a law enforcement agency.

The purpose of this study is to examine the present organization of the Headquarters of the Philippine Constabulary, evaluate its defects, and present recommendations for its reorganization by way of improvement in planning, coordination, efficiency, and control within the organizational structure.

Following a chapter which introduces the history and culture of the Philippines and the evolution of the Philippine Constabulary, the first phase of the study is concerned with the present organization of the Headquarters. Emphasis is placed on its merits and peculiarities and the concept of a general staff organization, which is the basis of its organization, is highlighted.

The present organization is then evaluated and its weaknesses are noted and discussed. Essentially, the organization is defective as a consequence of a failure to apply some of the sound principles of

CICERO CAMPANA CAMPOS

ABSTRACT

organization. Some of these defects include: an overlapping of responsibilities, an overlapping of functions, a waste of manpower, multiple dispersion of functions, a broad span of control and the failings of the general staff.

Based upon a fundamental knowledge of both military and police organization, a recommendation for reorganization is proposed using the underlying principles of sound organization, good police practices and policies observed in some exemplary police departments, and common sense. Three broad proposals include: The dissolution of the general staff; a top level reorganization of the Headquarters of the Constabulary; and a shift from the general staff to a functional organization.

In order to implement fully the above-mentioned proposals, some legal steps must be undertaken which would be embodied in legislative action or executive order. Only a broad outline of these legal steps is presented as the legal implications of these proposals are not within the purview of this paper.

The principal sources of reference materials used in this study were the Philippine Constabulary, the Headquarters of the Royal Canadian Mounted Police, and the Michigan, Indiana, Kentucky, Virginia and Massachusetts State Police departments.

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ACKNOWLEDGMENTS

I should like to express my profound thanks to the Philippine Constabulary for making this period of advanced study possible, at a time when I am in active service as a Captain in the Philippine Constabulary.

My sincere appreciation to Professor Samuel G. Chapman, my thesis advisor, for his time, effort, and many worthwhile suggestions made during the writing of this paper. My thanks, also, to the other members of the School of Police Administration and Public Safety, Michigan State University, who read, commented and assisted in the preparation of this work.

My special thanks to Captain Juan A. Alger of the Philippine Constabulary, to Miss Florangel Tandoc, and to my brother, Professor Jose C. Campos of the University of the Philippines, who so graciously and cooperatively gave their assistance and counselling in the gathering of the data necessary for this study.

C. C. C.
12 June 1960

TABLE OF CONTENTS

CHAPTER	PAGE
I. OVER THE YEARS - AN INTRODUCTION	1
The Republic of the Philippines	1
The History of the Philippine Constabulary	11
II. THE PRESENT ORGANIZATION OF THE HEADQUARTERS OF PHILIPPINE CONSTABULARY	25
The Armed Forces of the Philippines	25
The Headquarters of the Philippine Constabulary	30
III. EVALUATION OF THE PRESENT ORGANIZATION	48
Defects of the Organization	49
Failings of the General Staff	55
IV. PROPOSED REORGANIZATION OF THE HEADQUARTERS OF THE PHILIPPINE CONSTABULARY	59
Dissolution of the General Staff	61
Top Level Reorganization	62
Functional Organization	65
A Comparison of the Proposed Reorganization of the PC with other Federal and State Police Agencies.	81
V. A SUMMARY OF THE LEGAL STEPS NECESSARY FOR THE IMPLEMENTATION OF THE RECOMMENDED REORGANIZATION	89
BIBLIOGRAPHY	94
APPENDIX A. Executive Order No. 11	96
APPENDIX B. Commonwealth Act No. 88	97
APPENDIX C. Commonwealth Act No. 343	100
APPENDIX D. Executive Order No. 175	103

CHAPTER	PAGE
APPENDIX E. Executive Order No. 21	104
APPENDIX F. Executive Order No. 308	106
APPENDIX G. Executive Order No. 389	108

LIST OF TABLES

TABLE	PAGE
I. Organization of the Headquarters of the Philippine Constabulary	31
II. Proposed Organization of the Headquarters of the Philippine Constabulary	79

LIST OF CHARTS

CHART	PAGE
I. Present Organization of the Armed Forces of the Philippines	26
II. Organizational Chart of the Philippine Constabulary . .	29
III. Present Organization of the Headquarters of the Philippine Constabulary	34
IV. Proposed Reorganization of the Headquarters of the Philippine Constabulary	64

CHAPTER I

OVER THE YEARS - AN INTRODUCTION

I. THE REPUBLIC OF THE PHILIPPINES

Any study of the Philippine Constabulary would require that one becomes familiar with the set-up of the Republic of the Philippines.

The Republic of the Philippines - A Capsule Summary

Familiarization with the Philippines would include an awareness of its geographical, cultural, and political structure.

Geography. The Philippines, often called the "Pearl of the Orient", is a group of 7,107 islands, stretching from the northern tip of Borneo on the south, to the southern tip of Formosa on the north.¹ The islands form a sprawling triangle approximately 1,152 miles north-to-south, and 688 miles east-to-west at its base. The country lies between 21 degrees 20' and 4 degrees 30' north latitude, and 116 degrees 55' and 126 degrees longitude. It stands out like a pendant of pearls on the delicate necklace of islands adorning the throat of East and Southeast Asia. Within its 115,600 square miles, the country holds a world of intense interest to every lover of things unique, historical and human.

Tropically situated, the country enjoys a moderately warm climate with many pleasant days followed usually by cool, balmy nights.

¹Department of Commerce and Industry, Philippine Industry and Trade. (Manila: Board of Tourist and Travel Industry, 1956), p. 138.

There are only two seasons of the year - dry and rainy. The rainy season begins in June and lasts until November. The rains are rarely continuous and are usually interspersed with days of pleasant, sunny weather. December and January are the coolest months while May and June are the months of flowers and "fiestas".

The old or traditional capital of the Philippines is Manila; the official capital is Quezon City. Manila is a city of contrasts where the ruins of the old Spanish town stand side by side with modern business structures. The city, inhabited by 1,200,000 people, is an intriguing blend of the old and the new; the crossroads of eastern and western culture. Quezon City, a new and modern city in the suburbs of Manila, replaced the latter as the official capital on July, 1947. However, most of the offices of the national government still remain in Manila.

The country has a population of about 23,000,000 people, and is divided into three geographical divisions.² Reading north to south, the divisions are Luzon, the biggest and most populated island; Visayas, a group of islands in the central portion of the archipelago; and Mindanao, the second largest island which is often referred to as the "land of promise" because of its wide virgin area. Politically, the country is subdivided into fifty-three provinces, each having its own capital, provincial government and constituent municipalities. Map I illustrates the geographical features of the Philippines.

²The World Almanac and Book of Facts for 1959, (New York: New York World-Telegram, 1959). p. 378.

B O R N E O



S U L U P R O V I N C E

E L E B E S S E A

MAP OF THE PHILIPPINES



Culture. The Filipinos are descendants of Malays who were of Hindu and Mongol ancestry. The Malays, thousand of years earlier, wended their way south through Indonesia and thence north to the Philippines in sailboats called "barangays". The Malay migrants were instrumental in fostering a race tinged with Indonesian blood. After the Malays, Chinese traders sailed to the islands and many of them remained and were assimilated by the Malayan and Indonesian ethnic groups.

In 1521, Ferdinand Magellan discovered the Philippines for the western world. In so doing, he found a culture that flourished with Indian and Chinese influences. Spain introduced the virtues of Christianity to the existing culture and this religious concept has continued in the Philippines to the present time.

The old Malayan culture, still vital to the lives of the people, the Christian culture of medieval Spain overlaid upon this Oriental background, and finally, the progressive democracy of America, have brought a unique evolution. While geographically, the Philippines is situated in the Far East, culturally it belongs principally to the West. The Philippines is where the Orient blends with the Occident and one finds an unusual link between the New and Old Worlds.³

The Philippines is the Orient's "melting pot" where all races and nationalities mingle with the original Malay stock. The present inhabitants, known as Filipinos, are difficult to classify according to any primary ethnic group. They are a mixture of the Mongoloid,

³Department of Commerce and Industry, Philippine Industry and Trade, (Manila: Board of Travel and Tourist Industry, 1956), pp. 138-140.

Caucasoid and Negroid races. As a people, the Filipinos are reputed to be hospitable, kind, and gracious; possessed of a light-hearted disposition. The Filipinos traditionally please visitors, especially foreigners. As a result, Filipino hospitality is known throughout the world!

The national language is Tagalog but English, Spanish and Tagalog are the official languages. English is used in business and commercial transactions everywhere in the Islands. Spanish is widely spoken especially by the elder generation. The Filipinos have 87 distinct dialects but only five are widely used.

The Philippines is the only Christian country in the Orient, 93 per cent of all residents of the country following the dogma of Christianity. Of the remaining 7 per cent, many are Muslims and the rest are pagans. Most of the Filipinos follow the Roman Catholic doctrine while the minority pursue the Protestant belief or are Aglipayans or Independent Catholics.⁴

Political History. The Philippines is a republic, the national government, being founded upon democratic principles like the United States of America, consists of three major branches: executive, legislative, and judicial.

The American regime, which lasted 48 years from 1898 to 1946, profoundly influenced the development of the political institution in the country. For example, the Constitution of the Philippines is patterned after that of the United States. It contains a comprehensive

⁴Ibid., p. 140.

Bill of Rights, adheres to the principle of separation of powers, and recognizes that all governmental authority emanates from the people in whom sovereignty resides.

For several years prior to 1898, however, there were many storied years in Philippine history. These began with the voyage of Ferdinand Magellan in 1521. Although Magellan, who sailed under the flag of Spain, discovered the Philippines for the West, the name "Philippines" was given to this group of islands some years later by another Spanish navigator, Villalobos, in honor of Prince Philip of Spain. Still later, an expedition under Legaspi and a missionary named Urdaneta established the first Spanish settlement in the country. That the Philippines is the only Christian nation in the Orient is directly attributable to the zeal of these early Christian missionaries.

While Spain was an excellent religious colonizer, she was a poor governmental colonizer. She exploited the resources of the country and abused the people to the limit that precipitated the growth of discontent. Such despotic colonial policy ultimately fanned the flames of nationalism which led to a series of rebellions similar to the patterns of breakdown of British colonialism in America. Most of the great names in Philippine history were made as the Spanish regime faltered and disintegrated. During these times, disillusioned Filipino patriots led a series of rebellions in an all-out effort to rid their shores of Spaniards. It was during this period when Dr. Jose Rizal, a Filipino who became renowned as "the Pride of the Malay Race", wrote two immortal books, the Noli Me Tangere and the El Filibusterismo which describe

the social ills and injustices committed by the Spaniards in the Philippines.⁵ These books are considered as Spanish literary gems. Dr. Rizal was an idealist who did not believe in violence; he advocated reforms and education of the masses as opposed to revolution. Paradoxically, this man of peace was executed for treason by the Spaniards. This act triggered the Revolution of 1896.

While the revolution was in progress, another event was taking place far from the Philippines. The United States declared war on Spain in 1898 because of the mysterious destruction of the battleship "Maine" in the harbor of Havana, Cuba. Soon an American fleet under Commodore Dewey was dispatched to the Pacific and engaged in battle against the Spanish Armada in Manila Bay. Admiral Dewey defeated the Spanish fleet and placed Manila, which at that time was still under Spain, under seige.

An armistice, known as the "Treaty of Paris of 1898", was signed by the United States and Spain, in which Spain ceded the Philippines to the United States. Concurrent with the treaty, the Filipino rebels had occupied almost the entire country except Manila, and General Aguinaldo, the revolutionary leader, proclaimed the birth of the first Philippine Republic in January, 1898.⁶

Shortly after the American occupation of Manila, friction arose between American and Filipino troops. The Filipinos, tired of foreign

⁵Leandro H. Fernandez, The Philippine Republic (New York: Columbia University, 1926), p. 10.

⁶Ibid., p. 23.

domination for three and one-half centuries, fought the Americans to preserve their hard-earned independence. However, after a futile fight against superior American arms and with a promise of self-rule by peaceful means, the last Filipino "insurrecto" surrendered in 1902.

U. S. military government ruled the Philippines until 1907. At that time a civil government was established under the direction of the Philippine Commission. The Commission was headed by the Honorable William Howard Taft. The Commission was superseded in 1916 by the First Philippine Assembly. Members of the Assembly were elected by the people who chose Manuel L. Quezon as their leader.

In 1916, the Congress of the United States passed the Jones Act which promised ultimate independence for the country at a later date. On November 15, 1935, the Commonwealth of the Philippines was inaugurated. This was a semi-autonomous government established to bridge a ten-year preparatory period prior to the Philippines' achieving complete independence. Manuel Quezon asserted his popularity and was elected the first President of the Philippine Commonwealth.

In the mid 1930's, war clouds hovered the Orient as Japan invaded the Chinese mainland. After a successful campaign in China, Japanese aggression openly asserted itself on December 8, 1941, with a simultaneous attack on all American possessions in the Pacific including a landing of Japanese Imperial troops on Luzon. Manila and the naval base at Cavite were devastated and fell to a rapid Japanese advance. But many Filipino and American troops stubbornly held the Japanese at the Bataan Peninsula up to April 9, 1942, and bravely clung to the

island bastion of Corregidor until May 6, 1942.⁷ Sir Winston Churchill, then British Prime Minister, in a speech before the House of Commons during these dark hours of democracy, paid tribute to the gallantry of the troops that defended Bataan and Corregidor. These defenders, who suffered the horrors and inhumanity of the "Bataan Death March" and other hideous tortures as Japanese prisoners of war, upset the Japanese timetable of aggression and earned for General Douglas MacArthur valuable time to reorganize his armies in Australia. General MacArthur's legions eventually took the offensive and, true to his promise to the Filipinos, returned to liberate the Philippines in 1944.

A Japanese puppet government ruled the Philippines during the four years of Japanese occupation. The Philippines' resistance movement, however, moved to the jungle and remained active. The Allies were able to provide the guerrillas with arms and ammunition by use of submarines. Consequently, only the major towns and cities of the Philippines were actually occupied by the Japanese. Many civilians left the towns and fled to the hills and farms. Even though life was rough under primitive jungle conditions, they preferred freedom.

After General MacArthur's return in 1944, the Japanese fought for every inch of Manila's ground. The conflict left grim reminders of war and fostered more brutal Japanese atrocities. Men, women and children were massacred as the Imperial Japanese forces, suffering defeat after defeat, retreated. The Japanese made a last-ditch stand in the mountain fastnesses of northern Luzon but the liberation forces and the organized

⁷Office of the President, The Philippines, a Handbook of Information, (Manila: Philippine Information Agency, 1956).

guerrillas drove them out of their hideouts. In June, 1945, General Yamashita and the members of the Japanese High Command faced trial, were sentenced, and soon hanged for their war atrocities.

In accordance with the pledge made by the United States, the Philippines attained independence on July 4, 1946, after 48 years of economic and political tutelage under the American flag.⁸

Summary. While its history as an independent nation is brief, the Philippines has advanced and grown in stature despite serious problems. It has survived one major economic crisis and has almost completely subdued a Communist-led guerrilla movement which sought to overthrow the government.

Today, the Philippines enjoys a responsible role in the United Nations, assigns troops to fight under the United Nations Flag, and is watched by the colonial peoples everywhere in the Far East as an example of democracy in action, and a bulwark against exploitation by Soviet imperialism.

⁸Ibid.

II. THE HISTORY OF THE CONSTABULARY

The Philippine Constabulary was created in 1901 as the law enforcement arm of the civil government.⁹ The original complement of the Philippine Constabulary consisted of 68 American army officers. Gradually, as the organization assumed additional tasks, the Constabulary's strength was increased. Concurrent with the transfer of civil government from American to Filipino direction in 1935, so, too, the Constabulary was gradually being directed by Filipino officers. This transition was complete when a Filipino assumed the top supervisory position by being named the Chief of Constabulary.

Mission of the Constabulary

The Philippine Constabulary is an instrument of government designed to secure internal peace and order throughout the nation through a dedicated effort against those who seek to undermine the rule of law of the land and the principles of righteousness. Its only reason for being is service to country and people through the fearless, unprejudiced and uncompromising enforcement of the law. It will always remain subordinate to civil authority for it is only an instrument of public trust and popular will.

Ever since its creation, the Philippine Constabulary has served as an armed police force charged with traditional police statutory functions. It was charged with quelling brigandage, outlawry, banditry, and piracy which were prevalent in many parts of the country in the early

⁹Charles Burke Elliott, The Philippines (Indianapolis: The Bobbs Merrill Company Publishers, 1917), pp. 174-175.

1900's. It was also charged with preserving peace and order, preventing crimes and enforcing laws, and, to some extent was involved in administering medical assistance, supervising public construction projects, and conducting census activities. The latter non-police duties are presently performed and within Constabulary ranks are referred to as the "left-hand" effort. Over the years, the Philippine Constabulary has performed countless other miscellaneous duties, ranging from hunting outlaws to safeguarding forests. It has always been vested with such responsibility even during those periods when it was merged with or absorbed by the Armed Forces of the Philippines.

The Philippine Constabulary is concerned with the prevention and suppression of disturbances which usually are beyond the normal capabilities of the armed forces. In this connection, the law provides that it is the duty of the Chief of Constabulary to suppress riots, insurrection, brigandage, unlawful assemblies and breaches of the peace and in this manner to maintain law and order in the country.

Besides maintaining peace, law, and order, the Philippine Constabulary discharges the following responsibilities which are directly or quasi-police in nature:¹⁰

1. Licensing and safekeeping of firearms and explosives.
2. Assisting and insuring the effectiveness of the local police.
3. Carrying out home defense in rear areas and such other service as the Chief of Staff of the Armed Forces may direct during emergency.

¹⁰Revised Administrative Code of the Philippines, Sections 877-906.

A summary description of each of these tasks is presented below:

Firearms and Explosives. Being dangerous items, firearms and explosives are properly subject to control by the police in order to protect life and property and to prevent crimes and disturbances. Consequently, the government seeks to regulate their manufacture, sale, transfer, possession and use through the efforts of the Philippine Constabulary.

According to Philippine laws, only the Philippine Constabulary, being the national police, has the authority to issue firearms licenses and take charge of storing those weapons which could not be lawfully possessed by private citizens. Local and other police agencies, however, assist the Philippine Constabulary by processing applications for firearms licenses, by verifying them locally, and by collecting the arms from individuals upon expiration or termination of their right to possess them.

At present, the Constabulary is faced with a critical problem with respect to firearms which is more complex and dangerous than licensing and safekeeping. Illegally possessed firearms still abound in the country and many unfortunately are channelled to the criminal element. Caches of explosives, often left from the dark days of war, lay hidden and provide dynamite which some persons use for illegal fishing. Obviously, the situation calls for more vigorous law enforcement efforts involving extensive patrolling, arrests, searches and seizures.

Assisting Local Police. The Constabulary was not and is not intended to police every town and city. Instead, such responsibility at the local level lies with the local police and for this purpose there should be an efficient and reliable local police force. However, the job of rendering the local police efficient and effective belongs to the Constabulary. For this purpose, the Chief of Constabulary is required by law to prescribe rules for the government of the local police, examination for admission, uniforms and equipment.¹¹ In this sense, provincial commanders of Philippine Constabulary provincial commands are required to inspect local police units in their respective jurisdictions regularly, inquiring into their efficiency, general conduct, and problems affecting peace and order. Provincial commanders have to cooperate with provincial governors and other local officials, acting as their chief advisers and coordinators on police matters. Lastly, the Philippine Constabulary assists local police forces in the ways of training, arming, and providing scientific aid and assistance in the apprehension of criminals and in the restoration of peace and order.

Home Defense in Rear Areas. In time of emergency, the Philippine Constabulary may be employed to perform home defense responsibility in rear areas and such other service as the Chief of Staff of the Armed Forces of the Philippines (AFP) may direct.

¹¹Revised Administrative Code of the Philippines, Sections 843, 2260-67.

The Organizational History

The Philippine Constabulary was initially established on July 18, 1901, and the force was formally organized on August 8, 1901. Captain Henry T. Allen of the 6th United States Cavalry and Captain David J. Barker of the 26th United States Infantry were designated as chief and assistant chief, respectively, of the "khaki and red" unit. The provisions of Act No. 175 designated the Philippine Constabulary as "the armed police force of the government of the Philippine Islands, established and administered under the general supervision of the governor general for the purpose of maintaining peace and order, preventing crimes and enforcing laws."¹²

Under the provisions of Act No. 175, the country was divided into four Constabulary districts to promote effective supervision and effect decentralization of administration.¹³ Each district was under the command of a district chief. The provinces within each district were divided into sections, with each district forming one administrative unit under a senior inspector.

In 1903, the four districts policed by the Constabulary were redefined after more areas were brought under the civil government. The addition of more territory brought about the assignment of additional United States Army officers to the Constabulary service. There were then five Constabulary districts which included the islands of Mindanao and Sulu.

¹²William Cameron Forbes, The Philippine Islands (Cambridge: Harvard University Press, 1945).

¹³Elihu Root, The Military and Colonial Policy of the United States (Cambridge: Harvard University Press, 1916), pp. 256-266.

Initial Improvements. One of the first accomplishments of the Philippine Constabulary was the establishment of the Philippine Constabulary Officers School, known today as the Philippine Military Academy.¹⁴ Also, the Philippine Constabulary Band was created around 1903. This musical organization gained world fame within a few years.

Significant improvements were also made shortly after World War I. These included: (1) increasing the strength of the organization to about six thousand officers and men who, except for the Chief, were one hundred per cent Filipino; (2) in accordance with a master plan, the country was divided into six Constabulary districts, each with a regiment consisting of two battalions, with exception of Mindanao, whose regiment consists of three battalions; and (3) organizing the General Reserve Troops at the Headquarters of the Philippine Constabulary as a reserve force that could be rushed to any part of the country in case of emergency.

The Revised Internal Organization. The inauguration of the Philippine Commonwealth government on November 15, 1935 has a profound effect on the organization of the Philippine Constabulary. It brought considerable flux in the status of the Constabulary. For example, on December 31, 1935, the Philippine Constabulary became the 1st Regular Division.¹⁵ Less than one year later, the 1st Division was inactivated

¹⁴Charles Burke Elliot, The Philippines (Indianapolis: The Bobbs Merrill Company Publishers, 1917), p. 176

¹⁵Office of the President, Commonwealth of the Philippines, Executive Order No. 11, Designation of the Chief of Staff and Transferring the Philippine Constabulary to the Army of the Philippines (Manila: Bureau of Printing, 1936), Annex A.

and its personnel became the nucleus of the Philippine Army. Soon, with the Constabulary assimilated by the Army, a new State Police Force was created which was given a mission similar to that formerly carried by the Constabulary.¹⁶ The new force, however, failed, and on June 23, 1938, the Philippine Constabulary was reconstituted and reassigned its former mission. Organizationally, it was placed under the control of the Department of Interior.

The Combat Organization. Less than a year after the reconstitution of the Philippine Constabulary, the imminency of war pervaded the Orient and the Philippines. Sensing the gravity of the threat, President Franklin D. Roosevelt proclaimed a state of nation emergency in May, 1941. In July, 1941, the United States Forces of the Far East (USAFFE) was organized and the Philippine Constabulary personnel were trained as combat units.¹⁷ The 1st and 2nd Regiments were formed out of the General Service Group at the Headquarters of the Constabulary and the 3rd Regiment was organized in Mindanao. These regiments, inducted into the USAFFE shortly before war broke out, immediately undertook security missions in Manila and the suburbs.

The bitter hostilities on the Bataan Peninsula took a heavy toll of Constabulary soldiers. After the surrender, some survivors were incarcerated at the Capaz concentration camp while others managed to

¹⁶First National Assembly, Commonwealth of the Philippines, Commonwealth Act No. 88, An Act to Provide for the Organization and Maintenance of a State Police Force (Manila: Bureau of Printing, 1936) Annex B.

¹⁷Headquarters Philippine Constabulary, Forward, PC Anniversary Brochure, (Quezon City: HPC Press, 1956), p. 9.

escape Japanese captivity and joined the resistance movement. Many Constabulary soldiers figured prominently in the resistance movement that heroically carried on the cause of freedom for the next four terrifying years.

The Philippine Constabulary resumed active service with the Philippine Army after the liberation of the Islands. In the Army reorganization that followed, its personnel became a part of the newly organized Military Police Command (MPC) under the operational control of Armed Forces in the West Pacific (AFWESPAC). Once again, the Philippine Constabulary lost its identity.¹⁸

Just a few days before the granting of independence to the Philippines in 1946, the MPC was made a section of the Philippine Army. As such, the MPC took the initial action against the Hukbalahaps, a communist-inspired dissident group dedicated to overthrow of the government. Even though the MPC had a force of 12,000 officers and men, it proved ineffective in combat. Consequently, it was deactivated in 1947.¹⁹ In its place the Philippine Constabulary was reconstituted and placed under the control of the Department of Interior as an organization separate from the Army.

Merger with the Army. Because of the mounting dissident activity in Central Luzon, led principally by the Huks, the Constabulary was separated from the Philippine Army on January 1, 1948, and undertook the task of maintaining peace and order.²⁰ Nevertheless, communist-

¹⁸Ibid.

¹⁹Ibid.

²⁰Ibid.

inspired dissident activity intensified, and the Philippine Constabulary was again merged with the Armed Forces to meet the serious situation. The Philippine Constabulary became one of the major commands and all Philippine Constabulary units were placed under the operational control of the commanding general of the Armed Forces of the Philippines.

Ten Philippine Constabulary battalion combat teams were organized trained, and assigned for field duty. In a series of intensive operations, the Huks were forced to withdraw to remote areas or disband. As a result, the Huk movement became ineffective and token in nature.

The campaign against the Huks saw its climax under Brig. General Manuel F. Cabal (present Chief of Staff of the AFP) whose term also saw the Philippine Constabulary assume full responsibility for securing the internal peace and order of the country as the Army undertook to build up the reserve force. The late President Magsaysay, as Secretary of National Defense, reorganized the Armed Forces and the Philippine Constabulary became one of the Armed Forces' three major services.

In 1959, General Isagani Campo, presently Chief of Constabulary, fostered several significant steps towards gaining organizational independence from the Army.²¹ The outstanding step was when the military area commanders turned over control of the Philippine Constabulary Zones to Philippine Constabulary Officers.

Present Geographical Organization. For purposes of effective supervision and control, the country is presently divided into four Philippine Constabulary Zones as shown in Map I. These coincide geographically with the Army's four military areas. The head of the

²¹Headquarters Philippine Constabulary, Philippine Constabulary 58th Anniversary, (Manila: Community Publishers, Inc., 1959), p. 13.

Constabulary is designated as Chief of Constabulary and given the rank of Brigadier General as expressly provided for by law. Each Philippine Constabulary Zone has its commanding officer with the rank of full colonel and a Zone headquarters. Each Philippine Constabulary Zone has approximately 15 Provincial commands within it. Each Philippine Constabulary Provincial command has one or more Philippine Constabulary companies under its supervision. The organization of the Philippine Constabulary is shown in Chart II.

Operations of the Constabulary

Initially, the primary mission of the Constabulary was to rid the provinces of the bands of insurgents, known as "insurrectos" who remained at large after the termination of the Filipino-American War. In succeeding years, as the limits of operation were expanded to include such non-Christian regions as Mindanao and Sulu, the mission of the Constabulary was broadened to include stopping murders, slavery, kidnapping, cattle-rustling, and the suppression of tribal warfare and headhunting among the non-Christian tribes at the mountain fastnesses of northern Luzon.

In 1901, its first year of existence, the Constabulary established an impressive record. It killed 674 outlaws, captured 1,837 bandits and dissidents, and seized 1,089 illegally possessed firearms. During the decade between 1901 and 1910, 50 officers and 1,160 men of the Constabulary were fatally injured in action. During the same period, however, the Philippine Constabulary killed 4,862 outlaws and captured 11,070 others.²²

²²Ibid., p. 7.

Despite the proclamation of peace by President Theodore Roosevelt on July 4, 1902, the islands of Mindanao and Sulu continued to be under military rule during most of this period because the people of these regions were still hostile to the government.²³ General John Pershing, the governor of Moroland, displayed utmost patience in appealing to the reason of the Moros and avoided recourse to arms.

There was indication that the pacification campaign was making progress and the Moro was beginning to assimilate the democratic way of life, when on November 28, 1909, the Constabulary detachment in Sulu consisting of sixteen men, was attacked and almost completely annihilated by a large Moro force.²⁴ General Pershing, shocked by the incident, issued an order prohibiting the Moros from owning fighting weapons except by government permit. Many Moros surrendered their firearms, but there were those who, in bitter resentment, continued to defy the order.

Soon, one thousand Moros, led by a notorious outlaw, Jailani, fortified Bud Dajo, a mountain top which was considered invulnerable. Jailani then sent a challenge to General Pershing to disarm his band.

Believing that further negotiations would be futile, a combined United States Army and Philippine Constabulary force stormed the fortification. After five days of bloody fighting, the task force succeeded in killing Jailani and many of his followers but this did not eliminate Moro activities.

²³Ibid., p. 8.

²⁴Ibid.

For many years thereafter, the Constabulary was faced with Moro piracy. The Moro pirates, sailing swift "vintas", invariably intercepted trading vessels plying Borneo and Mindanao and between Visayas and northern seaports looting the cargoes and oftentimes molesting the crews and passengers.

Peace and order prevailed generally in the country from 1911 to 1930, however, with the exception of intensified campaign against the tribal warfare that was being waged between the non-Christian tribes of Nueva Vizcaya, in northern Luzon. This campaign again enabled the Philippine Constabulary to give assistance to the different branches of government.

Noteworthy Campaigns. The Constabulary came to grips with a new menace in the third decade of its existence - communism. In 1930, the Philippine Constabulary arrested communist leaders for delivering seditious speeches and openly displaying flags with a hammer and sickle on a red background in the plaza of the town of Sta. Rosa in the province of Nueva Ecija. Subsequently, the Communist Party was outlawed in the country and its leaders were convicted in the courts.²⁵ In 1935, however, President Quezon, as part of his social justice program, pardoned the communist leaders.

In Central Luzon, the Constabulary waged war against some visionary zealots who proclaimed themselves saints, popes, or even "God" and goaded their followers to fanatical excesses including murders.²⁶ In Mindanao, troubles with the Moros raged, with Sulu as the

²⁵Ibid., p. 8.

²⁶Headquarters Philippine Constabulary, Philippine Constabulary 58th Anniversary, (Manila: Community Publishers, Inc., 1959), p. 12.

trouble center. Piracy and lawlessness seemed to be endless and major engagement and bloody encounters steadily increased in the annals of the Moro campaign.

Prior to the inauguration of the Philippine Commonwealth, the Philippine Constabulary launched two important campaigns: one against the Sakdalista uprising, which occurred in May, 1935; and another against two bandits - Asedillo and Encallado - which began in 1934.²⁷ The first campaign ended in the same year but the manhunt for the two bandits did not end until December, 1935.

In November, 1937, when the Philippine Constabulary was still under the Army, the Constabulary Division undertook the Cotta Demolition Campaign, a series of actions designed to end Moro outlawry. The campaign ended on January, 1938, with a record of 59 cottas (Moro fortifications) destroyed.²⁸

The Philippine Constabulary Regiments that fought in Bataan with the army units figured prominently in many encounters. One of them is the famous Battle of Tuol Pockets.²⁹

After the turn-over of the Philippine Army to the Philippine Government by the Armed Forces in West Pacific (AFWESPAC) on June 30, 1946, the Military Police Command (MPC) was placed under the Philippine Army (as stated in the preceding discussion, the MPC was constituted by former PC men).³⁰ It was the MPC that took initial action

²⁷Headquarters Philippine Constabulary, Forward, PC Anniversary Brochure, (Quezon City: HPC Press, 1956), p. 9.

²⁸Ibid.

²⁹Ibid.

³⁰Ibid.

against the Huks. Later the MPC was inactivated and the Philippine Constabulary was reconstituted as a separate unit from the Army. The Philippine Constabulary then undertook the suppression of the Huk movement. It also fought outlawry in Mindanao and after a four month campaign in 1949, two notorious Moro warriors, Kamlon and Binang, surrendered together with 300 followers and 150 firearms.³¹

Within the fifth decade, the Philippine Constabulary had a total of 502 encounters in which 839 Huks were killed, 412 captured, and 491 firearms were seized.³²

The successes of the Philippine Constabulary in its anti-Huk campaign are seen in the much improved peace and order condition in the country today. This was achieved by its "all-out force and all-out friendship" in dealing with the dissident problem.

Summary

After 59 years in existence, the Constabulary continues to pursue its two pronged mission of maintaining peace and order and providing maximum assistance to the various agencies of the Philippine government in the implementation of the government's development and socio-economic projects.

Literally a "child of battle", the Philippine Constabulary has earned a reputation as an agency which is "ALWAYS OUTNUMBERED BUT NEVER OUTFOUGHT."

³¹Ibid.

³²Ibid.

CHAPTER II

THE PRESENT ORGANIZATION OF THE HEADQUARTERS OF THE PHILIPPINE CONSTABULARY

I. THE ARMED FORCES OF THE PHILIPPINES

The Philippine Constabulary is one of the four major services of the Armed Forces of the Philippines. The other three are the Philippine Army, the Philippine Air Force and the Philippine Navy.³³ The power of executive supervision and authority over the Philippine Constabulary, which formerly was exercised by the Secretary of Interior, was transferred to the Secretary of National Defense through the Chief of Staff of the Armed Forces of the Philippines. The present organization of the Armed Forces of the Philippines is shown in Chart I.

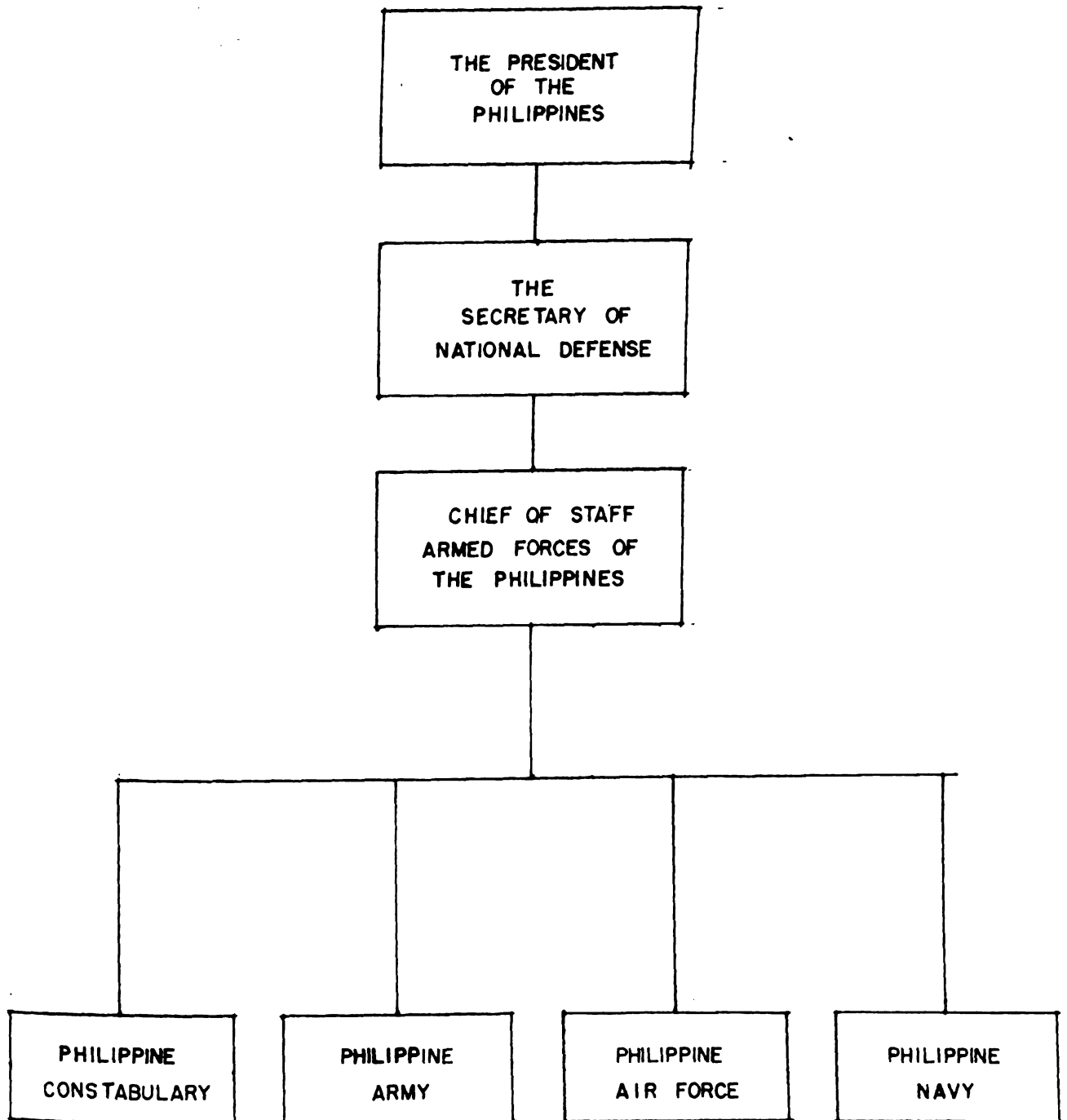
The Philippine Army

The army comprises the land combat and service forces and other units organic to it. It is organized, trained, and equipped primarily for prompt and sustained combat operations on land, specifically to defeat enemy land forces and seize, occupy and defend land area. It has the mission of training, equipping, and organizing all Army reserve units. It develops, in coordination with the other major services, tactics, techniques, and equipment of interest to the Army in field operations.³⁴

³³Office of the President, Executive Order No. 389, Reorganizing the Armed Forces of the Philippines (Manila: Bureau of Printing, 1950).

³⁴Article XIV Section 10(a) Revised Administrative Code, Philippine Annotated Laws, Vol. II, (Manila: The Lawyers Cooperative Publishing Company, 1954).

Present Organization of the
Armed Forces of the Philippines



The Philippine Air Force

The Air Force includes air combat and maintenance service forces. It is organized, trained, and equipped for prompt and sustained operations in the air and provides close support to surface forces. It is responsible for the defense of the Philippines against air attacks, to gain and maintain air superiority, and to control vital air areas. It develops doctrines, procedures, tactics, techniques, and equipment for operations peculiar to the Air Force. It furnishes aerial photography for peacetime cartographic purposes, in coordination with other governmental agencies.³⁵

The Philippine Navy

The Navy includes all naval forces, combat vessels and auxiliary crafts, shore installations, supporting activities, and personnel necessary to all the functions of the service. Its mission is to organize, train, equip, maintain and operate naval forces and naval aircraft, including naval reserve units, necessary to provide water-borne support and assistance required by the Armed Forces of the Philippines in the accomplishment of its objective. It assists governmental agencies in enforcement of laws and regulations pertaining to navigation, immigration, customs revenue, opium, quarantine, fishing, and neutrality in the territorial and contiguous waters of the Philippine Archipelago. It is responsible for naval phases of reconnaissance, antisubmarine warfare, and protection of shipping. It coordinates with other major

³⁵Ibid., Article XIV, Section 12(a), Revised Administrative Code.

services the doctrines, procedures, and naval equipment for joint operations, and doctrines and procedures for amphibious operations.³⁶

The Philippine Constabulary

The four Philippine Constabulary zones geographically outlined in Chapter I are organized for purposes of effective supervision and control. Each Philippine Constabulary Zone has about 15 Provincial Commands under its supervision and each of the Provincial Commands has one or more Philippine Constabulary companies under its control. The organization of the Philippine Constabulary is illustrated in Chart II.

The Chief of Constabulary

The Chief of Constabulary is the commander of the Philippine Constabulary. He is charged with maintaining law and order throughout the country, and suppressing riots, insurrection, brigandage, unlawful assemblies, and breaches of the peace. It is his duty to see that the perpetrators of such offenses are brought to justice.³⁷

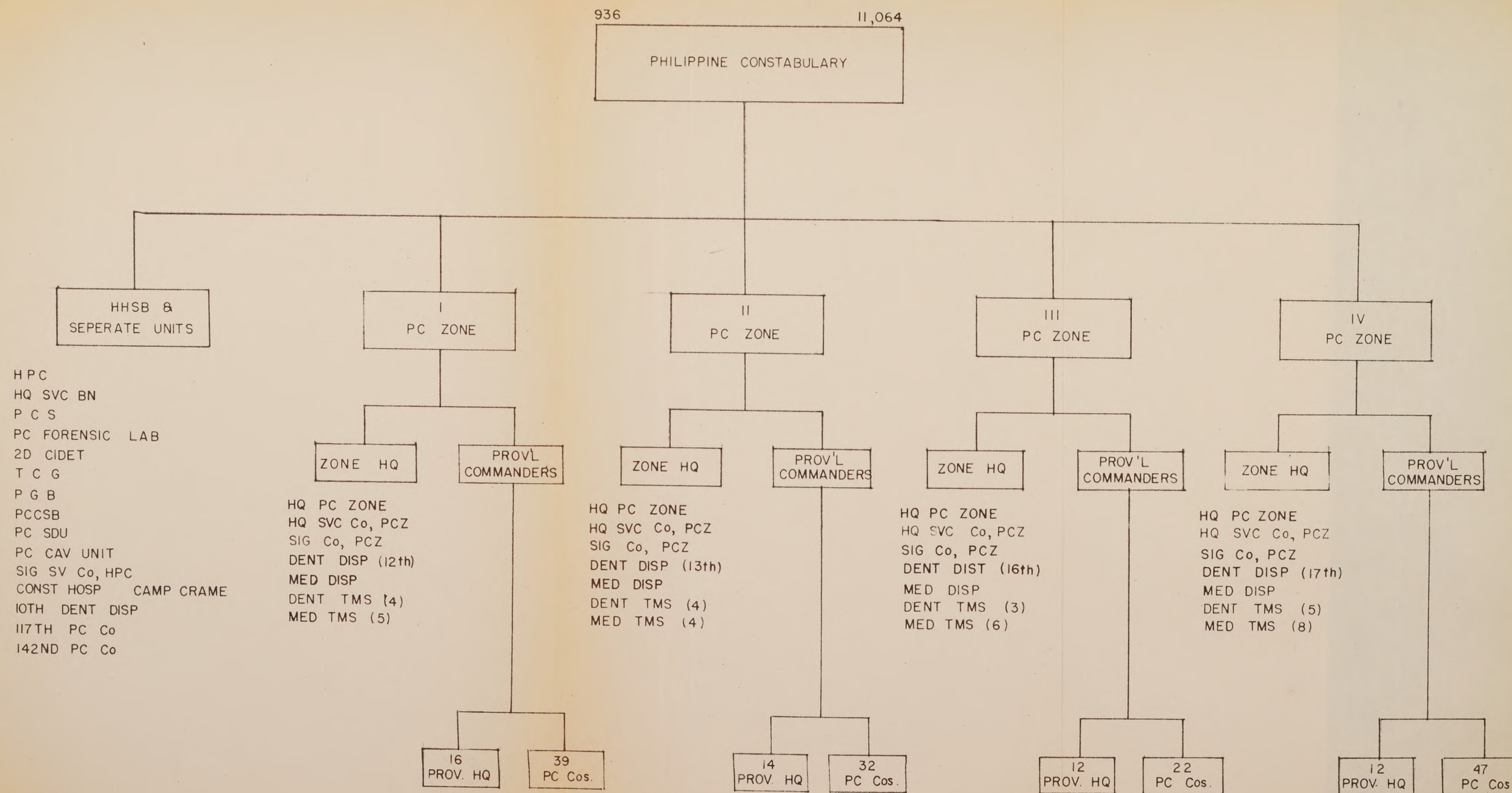
The Chief of Constabulary is also charged with the management, administration, instruction, and discipline of the Constabulary. He is responsible for the selection of the members of the Constabulary and insuring that the agency is supplied with arms, uniforms, and equipment and in all respects maintained as an effective instrument for the performance of their duties.

³⁶Ibid., Article XIV Section 13(a), Revised Administrative Code.

³⁷Section 831, Revised Administrative Code, Philippine Annotated Laws, Vol. II, (Manila: The Lawyers Cooperative Publishing Company, 1957).

CHART II
ORGANIZATIONAL CHART
PHILIPPINE CONSTABULARY

29



The Chief of Constabulary is appointed by the President of the Philippines through the recommendation of the Chief of Staff of the Armed Forces of the Philippines and the Secretary of National Defense. The appointment is subject to the confirmation by the Commission on Appointments of the Congress of the Philippines. The Chief of Constabulary has no predetermined tenure of office and serves subject to removal only by the President.

Since the Philippine Constabulary is one of the four major services of the AFP, the Chief of Constabulary cannot be appointed from among the civilian population; he must be a military officer. The usual practice has been that he is chosen from the ranking Colonels and Brigadier Generals of the AFP and not necessarily from the Philippine Constabulary itself.

The Deputy Chief of Constabulary

The Constabulary has one officer who is designated as Deputy Chief of Constabulary. He is usually the most senior full Colonel in the Constabulary. As second ranking officer, he assumes control of the Constabulary in the absence of the Chief.

II. THE HEADQUARTERS OF THE PHILIPPINE CONSTABULARY

The Headquarters of the Philippine Constabulary is located at Camp Crame, Quezon City, in the suburbs of Manila. The Headquarters, being the brain center of the organization, has approximately 139 commissioned officers, 250 enlisted personnel and 400 civilian employees. The present rank structure and number of positions authorized for each rank in the headquarters of the Philippine Constabulary appears in Table I.

TABLE I
ORGANIZATION OF THE HEADQUARTERS PHILIPPINE CONSTABULARY

Rank	Office of Chief of Constabulary	Office of Deputy Chief	Office of Chief of Staff	GENERAL STAFF						Adj Gen Sec	Insp Gen Sec	Staff Judge Adv	Office of Int Auditor		Fin Sec
				C-1 Div	C-2 Div	C-3 Div	C-4 Div	C-5 Div	C-6 Div						
1. Brigadier General	1														
2. Colonel	1	1	1	1	1	1	1	1	1	1	1	1			
3. Lieutenant Colonel	1	1	1	1	1	1	1	1	1	1	1	1	1		1
4. Major	1		1	3	5	3	3	3	1	2	1	4	1		1
5. Captain				1	15	2		10	1	4		5	1		4
6. 1st or 2d Lt	1														
7. TOTAL COM-MISSIONED	3	1	3	6	22	7	5	15	4	8	3	11	3		6
8. Master Sergeant	1		1	2	4	3	2	3	1	6	1	3	1		2
9. First Sergeant															
10. Technical Sergeant		1	1	2	15	3	2	4	1	5	1	5	2		4
11. Staff Sergeant	1		1	2	16	3	2	5	2	5	1	4	2		3
12. Sergeant		1	1	1	10	1		9	1	5			3		3
13. Corporal	1		1	2	3			6	2	6					
14. Pvt 1st Class or Pvt															
15. TOTAL ENLISTED	3	2	5	9	48	10	6	27	7	20	3	12	8		12
AGGREGATE	6	3	8	15	70	17	11	42	11	35	6	23	11		18

TABLE I (Cont.)

Rank	Chap Ser- vice	Public Affairs Off	Public Info Off	Troop Info and Educ	Fire- arms and Explo Sec	Engr Sec	Sig Sec	Ord Sec	QM Sec	Med Sec	Dent Sec	Sp1 Sv Sec	TOTAL
1. Brigadier General													1
2. Colonel													13
3. Lieutenant Colonel	1	1	1	1	1	1	1	1	1	1	1	1	23
4. Major		1	1		1	1	1	1	1	1	1	1	39
5. Captain	1	5	1	1	2	3	1	2	3				62
6. 1st or 2d Lt													1
7. TOTAL COM- MISSIONED	2	7	2	2	5	5	3	4	5	3	2	2	139
8. Master Sergeant		1		1	1	1	1	1	1	1	1	1	40
9. First Sergeant													
10. Technical Sergeant		3	1	1	3	2	1	1	1	2	1	1	63
11. Staff Sergeant	1	3	1	1	3	2	1	1	1	1	1	1	64
12. Sergeant	1	2	1	1	5	2	1	2	1	1		1	53
13. Corporal		2			3			1	2	1			30
14. Pvt 1st class or Pvt													
15. TOTAL ENLISTED	2	11	3	4	15	7	4	6	6	6	3	4	250
AGGREGATE	4	18	5	6	20	12	7	10	11	9	5	6	389

The Concept of a General Staff Organization

The Philippine Constabulary, although created by law to be a national police body, is fundamentally a military organization. It remains as such because it is one of the major services of the Armed Forces of the Philippines. Its Headquarters is patterned after the concept of a General Staff organization as employed by the Army. Chart III illustrates this concept diagrammatically. Under this concept, the staff includes the General Staff, the Special Staff, and the Personal Staff. To understand this concept, it is necessary to be familiar with the procedures and functions of the staff.

Staff Functions and Procedures. The guiding principle which underlies a staff function is that a staff exists solely as an aid to a line organization. The primary values that justify the life of the organization are created by the line. Therefore usurpation of line authority and responsibility on the part of the staff endangers the entire organization.³⁸ The staff must exercise extreme caution in preserving the integrity of the line organization at all times for line integrity may be jeopardized if the staff develops the feeling that it is more important than the line and its reason for being is not to serve the line.

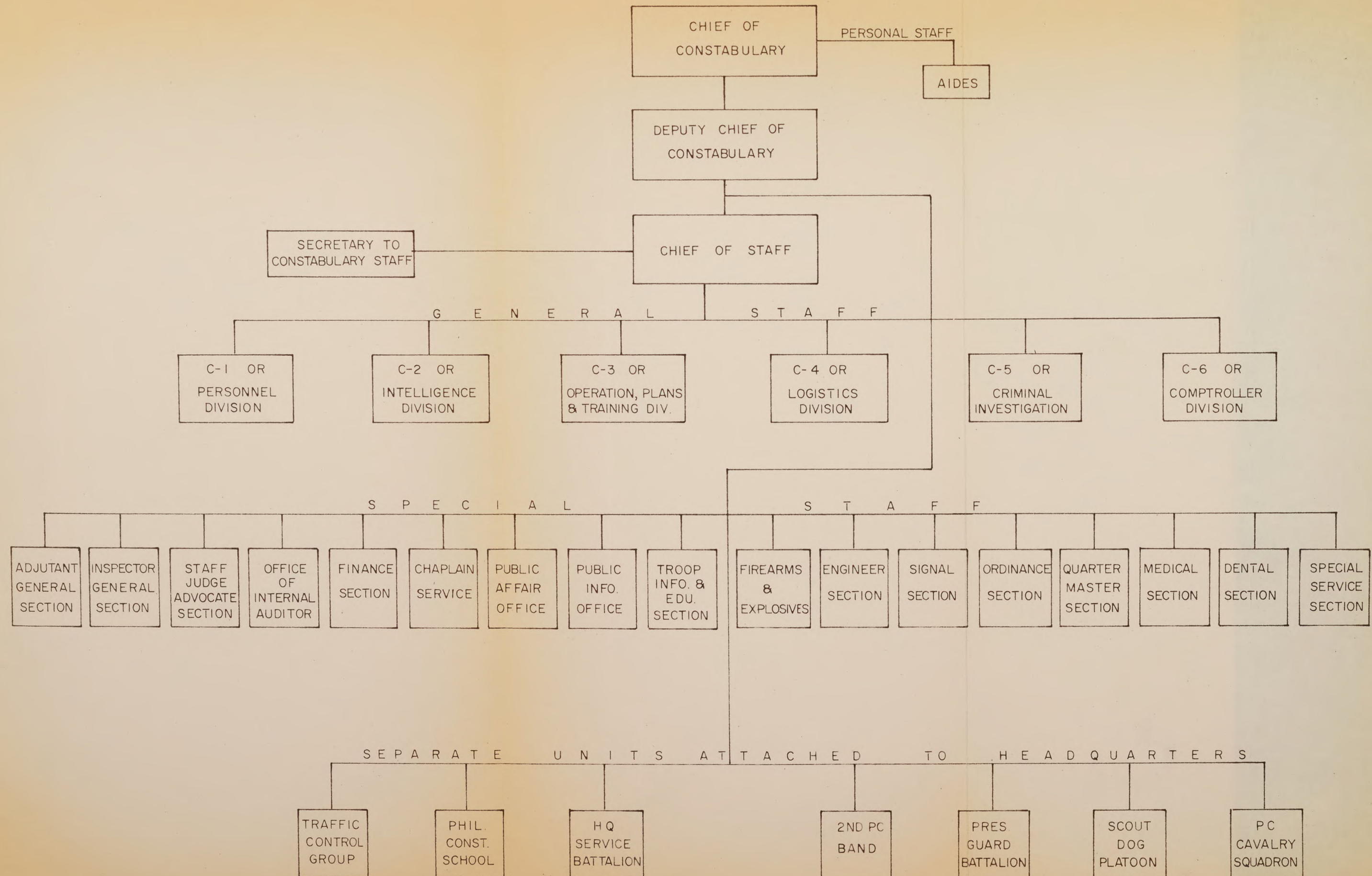
Staff officers have no command authority except over other members of their staff division. In this sense, staff officers may be authorized to issue to subordinate units orders or directives in their

³⁸John Robert Beishline, Military Management for National Defense (New York: Prentice Hall, Inc., 1950), p. 162.

PRESENT ORGANIZATION OF THE HEADQUARTERS OF THE
PHILIPPINE CONSTABULARY

CHART III

34



commander's name when operating within clearly established policies and decisions.³⁹ The extent to which the commander may authorize his staff to act in his stead depends upon his evaluation of the ability, training, and judgment of his staff officers. Even if a staff officer issues an order in the name of the commander, responsibility still remains with the commander even without his benefit of seeing or hearing the order actually executed.

General Staff supervision is not inclusive of command. Therefore general staff leadership embraces leadership of ideas and not of authority. General staff supervision involves the process of advising other staff officers and subordinate commanders of the plans and policies of the Chief of Constabulary. It includes the interpretation of these plans and policies, the furnishing of assistance to elements of the command in the implementation of directives and in the supervision of their execution, and through inspections, to determine the extent of compliance so as to keep the commander fully informed and properly advised. A typical staff-type duty which falls to members of the Headquarters of the Philippine Constabulary is to prepare and issue necessary orders and supervise their execution.

The General Staff

Because of the multiplicity of details that the Chief of Constabulary has to attend to, it is necessary that he should have a coordinating

³⁹Department of the Army, USAF, Staff Officers' Field Manual - Staff Organization and Procedure, (Washington: Department of the Army, 1954).

staff. This coordinating staff is termed as the General Staff. It is organized into functional divisions, which together, embrace all functions of the command.⁴⁰ The General Staff is the Chief of Constabulary's principal agent in coordinating the plans, duties, and operations of all elements of the Constabulary, including field units and the special staff, and in coordinating all activities to insure the most efficient employment of the force as a whole.

The General Staff consists of the Chief of Staff and the Assistant Chiefs of Staff and their respective divisions. The Constabulary has an Assistant Chief of Staff for Personnel Division (C-1), Intelligence Division (C-2), Operations, Plans and Training Division (C-3), Logistics Division (C-4), Criminal Investigation Division (C-5), and the Comptroller Division (C-6).⁴¹ General Staff officers implement the decisions, plans and policies of the Chief of Constabulary by formulating orders and issuing them in the name of the Chief to subordinate units. The General Staff officers are commonly involved in policy-making and normally do not engage in operations, services and activities which are within the province of subordinate commanders and special staff officers.

The Chief of Staff. The Chief of Staff is responsible for the general supervision of the General Staff. He is the principal coordinating

⁴⁰Department of the Army, USAF, Field Service Regulation Administration (Washington: Department of the Army, 1954).

⁴¹Headquarters Philippine Constabulary, Philippine Constabulary 58th Anniversary (Manila: Community Publishers, Inc., 1959), pp. 22-25.

agent of the organization. Normally, he is the most senior officer in the General Staff. He transmits the decisions of the Chief of Constabulary to appropriate staff officers for preparation of the necessary orders, or transmits them in the form of orders to those who execute them. The Chief of Staff is the connecting link between the Chief of Constabulary and his staff.

The Chief of Staff frequently requires an Assistant Chief of Staff to present information, estimates, and plans directly to the Chief of Constabulary. Even if the General Staff officers are responsible to the Chief of Staff, nevertheless, they are frequently consulted individually and collectively by the Chief of Constabulary. When this occurs, they are expected to inform the Chief of Staff of such consultation and of the information given or received.

Office of the Secretary of the General Staff. The Secretary to the General Staff coordinates the staff activities at the headquarters and sends directives from headquarters to field units. It falls under the office of the Chief of Staff.

A brief description of each of the constituent elements of the General Staff is presented below:

Personnel Division (C-1). The Personnel Division is charged with staff responsibility for personnel matters other than training. Such duties usually pertain to personnel management of the entire Constabulary, both civil and military, under its supervision and control. It provides for personnel requirements of the field units of the Constabulary

like assignments, recruitment, and promotions and handles problems of discipline of Philippine Constabulary men.⁴²

Intelligence Division (C-2). The intelligence division is charged with the staff responsibility for matters pertaining to military intelligence and counterintelligence. Men in battle and in routine policing can only move about their tasks with confidence if they have proper and current information about the enemy at hand. This division takes care of the collection, collation and dissemination of information such as the location of the enemy, his potential, types of arms, strength and movements which are vital factors in determining battle success.⁴³

Operations, Plans and Training Division (C-3). The operations, plans and training division is charged with the staff responsibility for planning, and coordinating matters pertaining to organization, training, and combat operations. It acts as the central agency whose members, serving as a staff agency, directs the efforts, activities and movements of the different branches of the organization. It is also responsible for projecting long range operational plans for the organization. Its duties include the preparation and coordination of plans for and supervision of the organization, and equipment of units, and the employment of personnel. It also prepares and coordinates plans for unit and individual training and supervises their execution. Finally, it exercises general staff supervision over combat operations and it

⁴²Ibid., p. 23.

⁴³Ibid., p. 24.

recommends to the Chief of Constabulary priorities for the assignment of personnel and equipment.⁴⁴

Logistics Division (C-4). The principal responsibility of the Logistics Division is to direct and control the distribution of supplies and equipment requisitioned from the various AFP supply installations and depots to the numerous Philippine Constabulary units in Camp Crame and those in the field. In this sense, it also has staff responsibility for matters pertaining to supply, evacuation, hospitalization, transportation, technical services and related administration. This division is further responsible for the preparation of those details pertaining to logistics in the administrative plan and the supervision of its execution.⁴⁵

Criminal Investigation Division (C-5). The Criminal Investigation Division handles the investigation of crimes throughout the country through its specialized investigative units. Its work is correlative with that of the local investigative unit when it comes to investigation of crimes. Its function is that of an investigative police specialized in the field. As such it is an operating unit included in the General Staff.⁴⁶

The Criminal Investigation Division has one of the biggest criminal laboratories in the Far East. It has several specialized

⁴⁴Ibid.

⁴⁵Ibid.

⁴⁶Ibid.

branches with laboratory technicians, investigators and agents who take care of the scientific investigation job for the Constabulary.

Comptroller Division (C-6). Budgeting and fiscal control in the Philippine Constabulary is performed by the Comptroller Division. This Division has implemented a budgeting system based on actual performance of employee and provided the command with a budget estimate commensurate with its activities.⁴⁷

The Special Staff

The Special Staff consists of officers having staff duties pertaining to specialized activities of command. Special Staff officers exercise operational control of specific units in the name of and under the direction of the Chief of Constabulary. They normally exercise operational control of their arm or service not assigned or attached to subordinate commands. Operational control includes direction of technical, tactical, or service operations or any combinations thereof. This organization stands in contrast with the General Staff which exercises staff responsibilities in its purest sense.

The Special Staff includes two types of services: technical and administrative. The technical services are the Engineer, Medical, Signal, Quartermaster, Ordnance and Dental Sections. The administrative services are the Adjutant General, Inspector General, Staff Judge Advocate, Finance, Chaplain, Public Affairs, Public Information, Troop Information and Education, Internal Auditor, and Firearms and Explosives Sections.⁴⁸

⁴⁷Ibid., p. 25.

⁴⁸Department of the Army, USAF, Field Service Regulation Administration (Washington: Department of the Army, 1954).

A summary description of each of these units is presented below:

Adjutant General Section (AG). The Adjutant General Section is responsible for issuing orders to various branches of the Constabulary in conjunction with other divisions and sections, and handling the personnel records of the Philippine Constabulary.

Inspector General Section (IG). The Inspector General Section investigates complaints and allegations of malpractices lodged against officers and enlisted personnel of the Philippine Constabulary by civilians. It also conducts investigations of similar nature matters which may be raised by military personnel.⁴⁹

Staff Judge Advocate's Office (SJA). Police work, particularly as it applies to the conduct of investigations, is not complete without the men who prosecute law violators. The Staff Judge Advocate's Office prepares criminal cases for presentation to prosecuting attorneys, aids in the prosecution of cases, evaluates the possibility of prosecution and studies more complicated cases to determine what the proper violation to charge an offender with.

This office has three branches: the Military Affairs Branch; the Military Justice Branch; and the Professional Services Branch. A fourth branch, the Military Intelligence Legal Branch, which was once under the G-2, AFP, has been attached to the office of SJA.⁵⁰

⁴⁹Headquarters Philippine Constabulary, Philippine Constabulary Report 1955-56, (Quezon City: HPC Press, 1956), p. 70.

⁵⁰Ibid., p. 42.

Office of the Internal Auditor (IA). This section takes charge of the auditing and the fiscal inspection of Philippine Constabulary funds.

Finance Section (FIN). This section is the "custodian of the Philippine Constabulary purse." It has related functions with the Comptroller Division such as the control and disbursement of money.

Chaplain Service (CHAP). The mission of the Chaplain service is to provide Philippine Constabulary personnel with the opportunity to improve their moral and spiritual lives. Desirably, this service has a profound impact on the men from the level of recruit to the highest ranking officer.

Public Affairs Office (PAO). This office handles the psychological warfare -- which through an air of friendship and camaraderie induces the dissident elements to return to the fold. For example, under the direction and supervision of the Public Affairs Office, leaflets and posters urging the Huks to surrender are airdropped in Huk-infested areas.⁵¹

Public Information Office (PIO). This office has the mission of bringing the government closer to the people through supervising the dissemination of information by means of radio, TV, and the press. The PIO also conducts public relations work in close coordination with the PAO.

⁵¹Ibid., p. 43.

Troop Information and Education Section (Tland E). This section handles educational problems and indoctrination of military conduct among Philippine Constabulary personnel and also takes charge of the compilation of the historical documents of the Constabulary.

Firearms and Explosives Section (FES). The enforcement of laws and regulations regarding firearms and explosives, the registration of firearms, the issuance of permits and licenses to own and to bear firearms is the province of the Firearms and Explosives Section.⁵²

Engineer Section (ENGR). This section is charged with the construction, repair, and maintenance of buildings and grounds for the HPC and all Philippine Constabulary units.

Signal Section (SIG). In coordination with the Signal Service Battalion of the AFP, the Signal Section is charged with the operation, maintenance and repair of Philippine Constabulary communication facilities including teletype and radio installations. This section also prescribes PC communication requirements throughout the country.⁵³

Ordnance Section (ORD). The Ordnance Section is charged with the procurement, maintenance, and assignment of vehicles, armaments and other ordnance supplies.

Quartermaster Section (QM). This section provides quartermaster supplies and services to all elements of the Philippine Constabulary.

⁵²Ibid., p. 28.

⁵³Ibid., p. 46.

Its supply responsibilities include the determination of the requirements for and procurement, storage, and issue of QM supplies and equipment, such as: subsistence, individual clothing, organization supplies and equipment, liquid petroleum fuels, and lubricants.

Medical Section (MED). This section is responsible for insuring that the medical and health problems of the PC men are cared for. It discharges its mission by determining that adequate physicians are assigned to each operating unit. It also operates the HPC infirmary which takes care of PC men and their families seeking medical assistance.⁵⁴

Dental Section (DENT). The Dental Section is responsible for insuring that the dental problems of PC men and their families are cared for. It also assists by bringing dental aid to the people in rural areas.

Special Services Section (SPL SV). This section handles problems of morale and provides for the Constabularymen's recreational facilities and management of athletic and other activities of the organization.⁵⁵

The Personal Staff

The Chief of Constabulary's personal staff consists of such officers and enlisted personnel as he chooses to coordinate and administer non-technical and routine details that does not require the broad

⁵⁴Ibid., p. 64.

⁵⁵Ibid., p. 60.

exercise of discretion. The Aides-de-camp to the Chief of Constabulary are members of his personal staff. Normally, they are not members of either the General or Special Staff. At times, however, a Special Staff Officer may be the Chief's personal staff for part of his activities. The Inspector General and the Public Information officers are examples of this nature.

Separate Units Attached to the Headquarters

There are several separate units which are organizationally attached to the Headquarters of the Philippine Constabulary but which in reality are independent operational units. Instead of being under the direction of operational commanders in the Zones, they operate under the direct supervision and control of the office of the Chief of Constabulary. Having specialized functions, these separate units do not belong organizationally within either the General or Special Staff.

These separate units include the following:

1. Traffic Control Group
2. Philippine Constabulary School
3. Presidential Guard Battalion
4. Headquarters Service Battalion
5. PC Band
6. PC Cavalry Squadron
7. PC Dog Platoon
8. Motor Pool.

A summary description of the activities of each is described below:

Traffic Control Group. This office is entrusted with the enforcement of motor vehicle laws and regulations throughout the country. This unit has at present a fleet of about 70 mobile teams enforcing laws and

ridding the roads of vehicles that are already traffic hazards. The traffic arm of the Constabulary also conducts seminars on traffic safety and safe-driving methods in many of the bus terminals in various areas of the country.⁵⁶

Philippine Constabulary School. This school is charged with the training of Philippine Constabulary men for combat as well as investigation. It also trains local policemen in a supplementary effort to the overall program of the Constabulary and also security men of other government offices.⁵⁷

Presidential Guard Battalion. This unit is charged with the protection of the lives of the President, the members of his immediate family, and foreign dignitaries who are guests of the President at the Malacanan Palace. It also protects these persons as they travel or are engaged in business anywhere in the country.⁵⁸

Headquarters Service Battalion. The overall security of the PC headquarters in Camp Crame, including the safekeeping of civilian prisoners in the stockade, is a task of the Headquarters Service Battalion. This battalion is also responsible for the maintenance and operation of the general service facilities in the camp, and the issuance of office supplies, uniforms, and weapons to the PC men in Camp

⁵⁶Ibid., p. 24.

⁵⁷Ibid., p. 16.

⁵⁸Ibid., p. 68.

Crame. The Commandant of the Headquarters Service Battalion is in charge of parade formations, inspection of men and vehicles, and guard details inside the camp.⁵⁹

PC Band. This unit provides music for military as well as social functions in the Constabulary. It is the successor of the world-famous Philippine Constabulary Band that reaped honors abroad some thirty years ago.⁶⁰

PC Dog Platoon. This unit is in charge of the training of dogs for tracking down criminals.

Motor Pool. This section handles the upkeep of HPC vehicles, their procurement and their dispatch in connection with official functions.

⁵⁹Ibid., p. 60.

⁶⁰Ibid., p. 71.

CHAPTER III

EVALUATION OF THE PRESENT ORGANIZATION

For several years, the PC Headquarters has been operating within the framework of a military organizational structure which, for practical purposes, has been proven most expedient. As a result, the PC has not only had to conform with the military pattern of the AFP, but it had to harmonize its administrative procedures with those adapted by the General Headquarters of the AFP. Thus the PC, over the years, had to maintain a headquarters following a general staff pattern kindred to that found in a military organization.

A critical analysis of the mission of the Constabulary reveals one important aspect: the PC was initially designed in 1901 to serve as a national police body based on a semi-military organization, not upon a military organization per se. It is obvious that to organize a police body in a military fashion will be to channel its function for a military purpose.

During the past decade, the Constabulary's organization along fundamentally military lines has been justified principally because the Constabulary was engaged in an armed struggle against a large group of communist-inspired dissidents - the Hukbalahaps - who have attempted to overthrow the duly constituted government. To wage war against an armed group as a civil police body has proven inappropriate and impractical. To combat the dissidents effectively, the Constabulary had to organize in a military fashion. Since the crisis has passed, however, and the PC has again resumed its normal statutory functions

of maintaining peace and order and repressing criminality, the organizational structure should revert to that consistent with a semi-military concept.

I. DEFECTS IN THE ORGANIZATION

As a consequence of a failure to apply some of the sound basic principles of organization, the organizational structure of the headquarters is plagued with defects. Some of the major defects which are treated with careful study are the overlapping of responsibilities, overlapping of functions, manpower waste, multiple dispersion of functions, broad span of control, and the specific failings of the General Staff.

Overlapping of Responsibilities

One of the basic principles of organization which is violated in the present structure of the headquarters of the PC is the concept of organization by function. In essence, the principle states that every function involved in the mission and objective of the organization is assigned to a single unit of organization and that no function is assigned to more than one independent unit. The responsibility assigned to each unit should be clearcut and well understood; overlapping responsibility will cause confusion and delay.⁶¹

Overlapping of responsibilities exists in some parts of the headquarters because of the creation of new organizational entities

⁶¹Alvin Brown, The Armor of Organization (New York: Hibbert Printing Company, 1955), p. 280.

each time there is an exigency that arises. The creation of new units without planning gives rise to duplication of units having the same or similar functions. Some illustration of these defects are: the Public Affairs and Public Information Offices have interrelated functions and yet they are two independent units in the present structure; the Training Branch of the C-3 Division and the PC School are two separate entities, the former being a part of the General Staff while the latter is a separate unit attached to the Headquarters. Both have functions that are geared to training of troops. The Troop Information and Education Section is also concerned with the education of troops, yet it remains a special staff unit. There is not only an overlapping of functions; there is duplication of responsibilities.

Overlapping of Functions

There is too much overlapping in the general staff pattern of organization which, as a result, is wasteful of personnel. For example, the Adjutant General Section deals with personnel records, yet the General Staff (C-1) must tell the Adjutant General in a staff advisory sense how to do his job. Also, the PC school is charged with training PC troops, yet the General Staff (C-3) must tell them in a staff sense how to train troops. Furthermore, there are agencies organized to supply the troops such as the Quartermaster, Engineer, and Ordnance Sections, yet the General Staff (C-4) must tell them in an advisory sense, how to supply troops.

Such a duplication of effort is dilution of responsibility which conceals who is at fault for a job that is poorly done or accomplished.

Waste of Manpower

Duplication and overlapping invariably result in waste of manpower. Poor functional organization results in many men required to share in doing what one man can do. Excessive manpower causes multiplicity of relationships. Inefficient use of manpower is also the result of a complex and faulty organizational structure.⁶²

There is a relationship between organizational structure and a machine. For example, a machine is built for a purpose and different kinds of machines may be used for the same purpose. The same purpose can often be gained by a machine that is simple with few parts as it may by a machine that is complicated with many parts. The same is true with an organizational structure. The parts of an organizational structure are the jobs and the men who fill the jobs. Whereas the organizational purpose may be achieved by a structure that is simple and of fewer men, the structure may be designed so complexly as to require many men. This is waste of vital material of organization - manpower.⁶³ An illustration of this defect is as follows. The Headquarters presently has a total manpower of 389 commissioned officers and enlisted personnel, as well as approximately 400 civilian employees employed to man the different divisions and sections. There is much overlapping of functions and responsibilities and, therefore, there exist positional jobs which otherwise could be dispensed with. Each division and each section has one commissioned officer and a number of

⁶²Ibid., p. 3.

⁶³Ibid.

enlisted personnel who are designated as administrative personnel charged with the regulation of the internal activity of the unit like the making of a duty roster, directing the flow of communication matters within the office, authentication of official communications emanating from the office, and so forth. If a group of related functions is placed under one division and the job of administrative officer be given just to one officer, then much manpower could be saved. Thus waste of manpower in the PC Headquarters results because of its complex and faulty organizational structure.

Multiple Dispersion of Functions

Excessive manpower causes multiple dispersion of functions. Multiple dispersion of functions results in a complex structure which is an impediment to efficient administration. In this connection, administration can be likened to a railroad train. A local train compelled to meander from point to point and stop frequently at stations, arrives long after the express train that speeds to its destination. Administration compelled to conform to a dispersion of function among the number of organizational parts, will reach its destination of decision and action long after it should. In any enterprise, such a complex administrative process saps accomplishments.⁶⁴

As a further illustration of multiple dispersion of functions, the Comptroller or C-6 Division is charged with budgeting and controlling of PC funds, the Finance Section is charged with the custody of PC funds, and the Internal Auditor's Office is responsible for auditing

⁶⁴Ibid., p. 4.

of funds. While the functions of these three agencies are closely related to each other, these agencies have been perpetuated as separate, independent units in the present organizational structure. This has created multiple relationships and impeded effective administration in the sense that official matters emanating in the Finance Section must be coursed through the Office of the Internal Auditor, then the Chief of Staff. Budget estimates originating in the Comptroller Division must pass the Chief of Staff before they are implemented by the Finance Section and the Internal Auditor's Office. The obvious consequence: extended complex process, much delay, and unnecessary confusion.

Another example of the complex and overlapping structure of the Headquarters staff of the PC which fosters duplication is the existence of the C-4 Division as an independent unit whose responsibility is the direction and control of the distribution of supplies and equipment requisitioned by the technical services of the special staff from the various AFP installations and depots to the numerous PC units in the field. Each of these special staff sections (Ordnance, Quartermaster, Engineer, Medical, Dental and Signal sections) has functions similar to that of the C-4 Division though limited to their respective requirements. Actually, there is dispersion of the major function of logistics to the different sections mentioned which accounts for the delay in administrative action.

Broad Span of Control

A broad span of control as illustrated in Chart III, requires the Chief of PC to make a large number of decisions and to participate in operating details. Because of the unrealistically large number of

officers reporting to him, the task of coordination becomes complex to a point where it becomes virtually absent. The Chief of PC finds himself so enmeshed in details of supervising the 29 subordinate officers that he has little time to devote to his cardinal duties of administrative planning, inspection and management. Such conditions may so burden him that he is unable to exercise or provide positive, creative, and imaginative leadership to the entire PC organization.

It is evident that the present organizational structure of the Headquarters of the PC requires the Chief of Constabulary, through his Deputy Chief of Constabulary, to serve as the immediate supervisor of about thirty persons. For example, the Chief of Constabulary has under his direct supervision and control the Chief of Staff of the General Staff, the supervisors of the seventeen sections of the Special Staff, the supervisors of the seven separate units attached to the headquarters, and the commanders of the four Zone Commands. Such a broad, unwieldy span of control is clearly beyond the control of any administrator. One underlying reason for the existence of such a broad span of control is the rigid policy followed by the AFP of adapting a definite pattern of a military organization. Another reason why the span of control has grown through the years is because when the organization has instituted a new activity, the activity has been so created that the head always reports directly to the Chief of Constabulary. The consequence has been that the organization of the Headquarters of the PC has evolved over the years without conscious plan and with little regard for the impact of new units on the already existing units.

Many factors enter into the determination of how many men the Chief can effectively control. Considerations to be taken are the individual capacity of the commander, the diversification of functions represented by the subordinates, the urgency of decisions required by these functions, and the premium placed on speed of action.⁶⁵ The Headquarters would function with greater efficiency if it were organized so that the Chief could exercise supervision only over ~~six~~ or seven individuals.

The span of control may be reduced by the employment of additional levels of supervisory officials, thus lengthening the chain of command. The present large number of immediate subordinates increases the difficulty of command, whereas a decrease made possible by extending the chain of command by an increased number of levels of authority tends to simplify the problem of command. It should be borne in mind that each level of authority moves the commander by one intermediary from the actual operations and consequently from the opportunity personally to direct, coordinate and control the efforts of the force.⁶⁶ In this case, however, the benefit gained outweighs the disadvantages created by lengthening the chain of command.

II. FAILINGS OF THE GENERAL STAFF

One of the principal failings of the organization of the Headquarters of the PC is the failure to recognize the limitations of staff

⁶⁵O. W. Wilson, Police Administration (New York: McGraw-Hill Book Company, Inc., 1950), p. 40.

⁶⁶Ibid., p. 42.

authority. The general staff, as originally envisioned, was to serve as the "commander's agent in harmonizing the plans, duties and operations of all elements of the command to insure the most efficient employment of the force as a whole."⁶⁷ In this concept, the general staff officer was to have no command authority except over the members of his staff division. He is authorized to issue orders to subordinate units only in the name of the commander and when operating within the commander's established policies and decisions.⁶⁸ However, in actual practice, this concept has not been the case. For example, a staff officer is the assistant of his superior and he issues orders in his superior's name. No matter how much he invokes his superior's name, the order still retains the aspect that personal orders always have. Also, frequently, orders are addressed to a person superior in rank to the person actually issuing the directive. Such practice has not proven sound or conducive to coordination and discipline. In addition, the general staff officer has had to "supervise" senior officers receiving his orders to see that such orders were carried out. As an obvious consequence, personal relationships have been strained to such a degree that it is not unusual for the subordinate unit commanders to resent such unwarranted intrusion of their authority by officers of less rank and position.

In some instances, the general staff officer must issue an order to an officer who is not responsible to him. Such a situation represents

⁶⁷Department of the Army, USAF, Staff Officers' Field Service Regulation Administration (Washington: Department of the Army, 1954).

⁶⁸Ibid.

a cardinal violation of the concept of the chain of command. From the military viewpoint, one can argue that the general staff as an agency does not assume any command authority when issuing orders and directives, but few will deny the fact that staff officers are, in fact, exercising direct command responsibilities.

Another principle of organization which the very existence of the General Staff violates regularly and grossly is that authority necessary to perform a function should be attendant to commensurate responsibility.⁶⁹ For example, general staff officers are vested with delegated authority to issue orders but the basis of such authority has never been expressed or implied under any circumstances. Yet such delegated authority carries with it the weight of delegated responsibility. The burden of responsibility for the accuracy and legality of the order is still borne by the commander even if he has not seen or heard the execution of the order issued in his name. To have the authority without the responsibility that requires it would be to have an empty power which resembles absurdity. Either a man has the responsibility, and the authority commensurate with such responsibility, or he has neither.

Another function of the General Staff is general planning. General planning may be defined as planning which affects the functions of two or more units and which is not closely related to the functions of

⁶⁹O. W. Wilson, Police Administration (New York: McGraw-Hill Book Company, Inc., 1950), p. 9.

any of the units.⁷⁰ The General Staff, therefore, is not expected to go into the business of detailed planning. After the mission of each unit has been prescribed, that unit should plan for the manner of executing its mission. Only the exterior control is left to the General Staff - that of the control of the prescribed program and objective. A man gains no greater ability to plan because he is called a general staff officer; a well-made plan is of the same worth if it is done in the office of the General Staff as if it were done within the framework of one of the operational units.

⁷⁰Alvin Brown, The Art of Organization (New York: Hibbert Printing Company, 1955), p. 172.

CHAPTER IV

PROPOSED REORGANIZATION OF THE HEADQUARTERS OF THE PHILIPPINE CONSTABULARY

Organization defines the part that each member of an enterprise is expected to perform, and the relations among those members, to the end that their concerted endeavor will contribute towards the accomplishment of the objective of the enterprise. Thus organization, as its definition shows, has two aims. The first aim specifies the jobs. The result is called organizational structure.⁷¹ It is along this line that these proposals are principally devoted.

The defects of the organizational structure of the headquarters have resulted from a failure to apply sound principles of organization as:⁷²

1. Tasks similar or related in purpose, process, method or clientele are grouped together in one or more units under the control of a single person.
2. Each individual, unit, and station must be under the immediate control of only one person thus achieving the principle of unity of command.
3. Each assignment of responsibility carries with it commensurate authority to fulfill the responsibility.
4. No more persons or units are placed under the direct control of one man than he is able to manage.

⁷¹Alvin Brown, The Art of Organization (New York: Hibbert Printing Company, 1955), p. 3.

⁷²O. W. Wilson, Police Administration (New York: McGraw-Hill Book Company, Inc., 1957), p. 9.

5. Each task is made the unmistakable duty of someone.
6. Channels are established through which information flows up and down and through which authority is delegated.
7. Lines of demarcation between units are drawn by precise definition of duties which are known to all members so that their responsibility may be placed exactly.
8. Supervision is provided of each person at the level of execution regardless of hour or place.

It is not an excuse to justify the existence of these defects by the fact that the organization is too big and its problems so complex, that to obey principles alone would not be a remedy for all these defects. Such a rationalization has no basis. Principles are obviously not conditioned by the size of the enterprise or the magnitude of the problem, for the principles of mechanics are essentially as closely kindred to the most complicated machine as to the simplest.⁷³

The extent of the defects described in Chapter III leaves no choice but to effect a comprehensive reorganization of the headquarters of the PC. The task of applying the principles is not one of repair and stop-gap measures for the existing structure is composed of a series of such measures. The old structure in its entirety is defective. Some parts of the old may be used in the new, but the task is one of new and complete reconstruction; the new must not look like the old.

⁷³Alvin Brown, The Armor of Organization (New York: Hibbert Printing Company, 1955), p. 312.

I. DISSOLUTION OF THE GENERAL STAFF

The General Staff should be dissolved. Both principles and experience disclose that the General Staff should be abolished for an organization should not place responsibility for decision and leadership on several men. It means principally that a committee or a group like the General Staff should not be used to exercise command. This principle is of prominent importance in its application to those higher levels where prompt, decisive leadership is indispensable to success. Command, in other words, must be exercised by one individual alone; not by the General Staff (a staff, not operational body) and not by delegates purporting to employ the commander's authority.

Some commentators may take issue with the foregoing statement that the duty of command is too large to be performed by one individual and a commander cannot command without a staff to do a large part of his duties. One of the strongest arguments against the dissolution of the General Staff is that subordinate unit commanders cannot be entrusted with too much power and must therefore have staff officers to watch their activities, curb their malpractices, and help them in their needs.⁷⁴

The solution to this problem of command is not the employment of a General Staff but for each commander to delegate enough of his responsibilities both in extent and degree so that he may reduce his command to a practicable personal mission. In doing so, each commander must surround himself with subordinate commanders who are competent and who will bear the full load of their responsibility. The commander

⁷⁴Ibid., p. 313.

will have planners for planning that relates to more than one of the missions of the subordinate commands, but these planners will not tell the subordinate commanders how their part of the plan shall be executed. The commander in addition, will have inspection teams, that on his behalf will tell him when his subordinate commanders are not doing their jobs. The remainder of the task of command rests with him. If all parts are well organized, it will be a practicable mission.

II. TOP LEVEL REORGANIZATION

There is much evidence of a need for top level reorganization after a thorough survey of the activities of the Chief of Constabulary. Because of his overcrowded calendar and complex span of control (29 persons report directly to him presently), his immediate subordinates are finding difficulty in obtaining interviews with him. Frequently, private citizens occupy a large portion of his time discussing matters that otherwise could be dealt with by a public relations man. There is a heavy demand for the Chief of Constabulary's presence for ceremonial duties, public meetings, addresses, and official conferences. Oftentimes, operations are held in abeyance for protracted periods pending decisions by the Chief, because he is too busy to give the matter his attention. Also, because of the broad territorial jurisdiction which the Constabulary encompasses (the whole Philippine Archipelago), he lacks the time to study the large and actually most significant problems of the Headquarters, to plan for broad and long range programs, to spot-audit division operations, activities, conditions, and make frequent personal contact with his subordinates at every level of

authority. In summary, the Chief is overburdened with detail, enmeshed with activities not germane to the management of his command and unable to completely discharge his appointment to the fullest. With the foregoing situation, it becomes necessary that assistance be provided to the Chief of Constabulary by reorganizing the top level so that he may have time for more important tasks.

It is recommended that the reorganization should take the form of narrowing the span of control of the Chief of Constabulary, by creating the position of a Vice Chief of Constabulary and two Deputy Chiefs. The Vice Chief of Constabulary will be second-in-command of the organization and will be in direct control and supervision of the two Deputy Chiefs and the four ~~Zone~~ Commanders. He should serve, essentially, as a buffer between the Chief and the rest of the organization and be the Chief's principal counselor. One of the Deputy Chiefs will be designated as Deputy Chief for Planning and Intelligence and the other as Deputy Chief of Administration and Auxiliary Services. There will be a corresponding extension of the chain of command but the advantages that specialization will offer will more than offset the difficulties incurred by lengthening the chain. Furthermore, a logical functional division separates the immediate subordinates of the Chief into those in charge of units performing the primary Constabulary task (Zone Commands) which falls under the Vice Chief of Constabulary, those in-charge of planning and intelligence under one Deputy Chief and all units performing purely administrative tasks under another Deputy Chief.

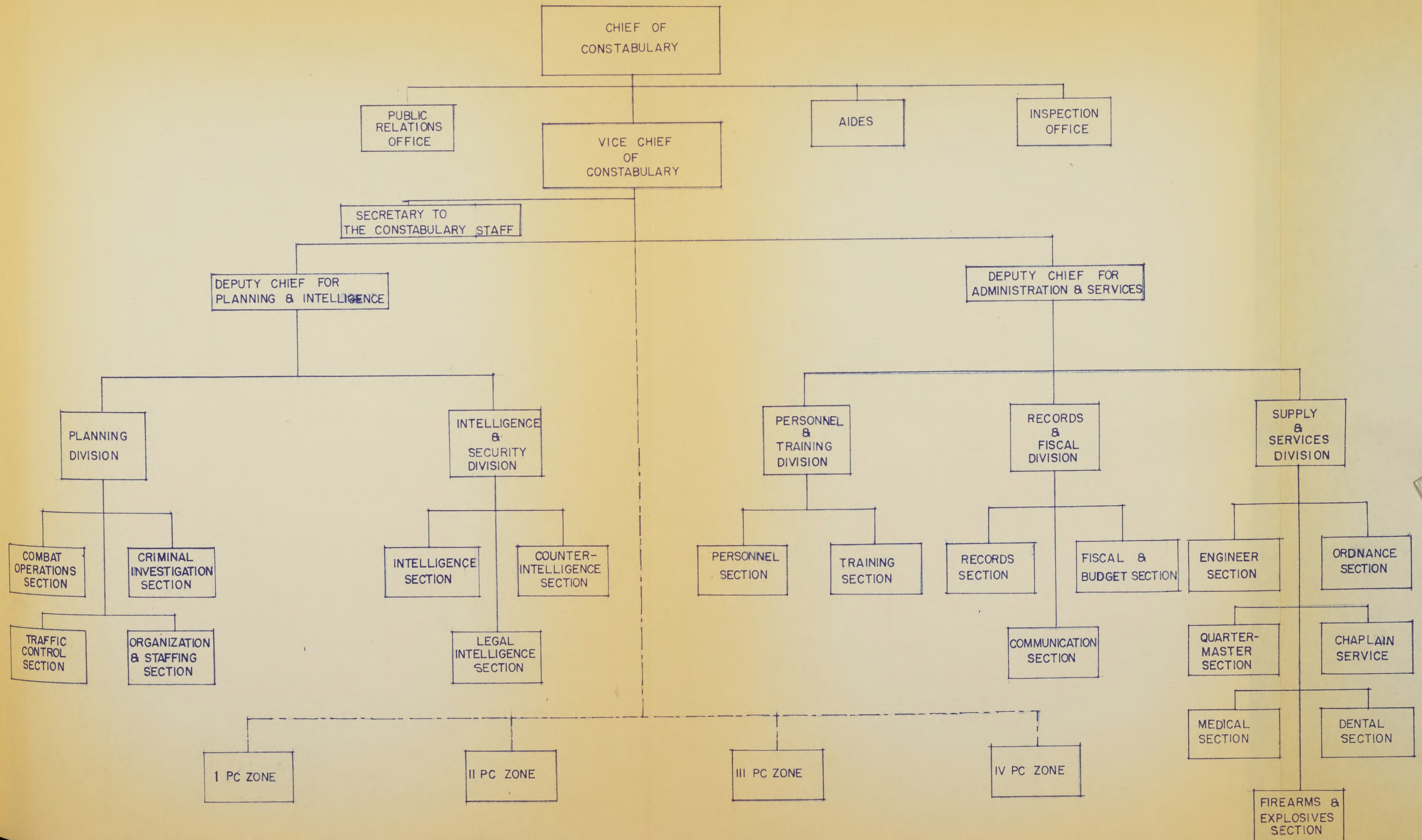
The proposed functional organization of the Headquarters of the PC is depicted in Chart IV.

UPPLY
8
ERVICE
DIVISION

EARM
CLOS
ECTION

CHART IV
PROPOSED REORGANIZATION OF THE
HEADQUARTERS OF THE PHILIPPINE CONSTABULARY

64



III. FUNCTIONAL ORGANIZATION

Functional organization has been defined as "the division of the members of the force into groups for the performance of tasks that are similar or related in purpose, process, or clientele."⁷⁵ Within the structure of organization, it is necessary that the distribution of work load be arranged in some logical plan. Fundamentally, this involves the grouping of related functions into administrative units for economical and effective supervision and control. In the determination of those functions and activities which are related to justify location under unified supervision, a number of factors will influence the decision. These include the major purpose of the activity or function, the process or method to be employed in achieving its immediate objective, and the nature of clientele with which it must deal.⁷⁶

In consonance with this guiding principle, the reorganization of the Headquarters of the Philippine Constabulary include the following amalgamations of activities:

I. Chief of Constabulary

- A. Aides-de-camp
- B. Inspection Office
- C. Public Relations Office

II. Vice Chief of Constabulary

- A. Secretary to the Constabulary Staff

III. Deputy Chief for Planning and Intelligence

⁷⁵Leonard, V. A., Police Organization and Management, (Brooklyn: The Foundation Press, 1951), pp. 87-88.

⁷⁶Ibid., p. 88.

A. Planning Division

1. Combat Operations Section
 - a. Operations Branch
 - b. Research and Planning Branch
2. Criminal Investigation Section
 - a. Investigation Branch
 - b. Legal Assistance Branch
 - c. Criminal Laboratory
3. Traffic Control Section
 - a. Traffic Enforcement Branch
 - b. Traffic Education Branch
4. Organization and Staffing Section

B. Intelligence and Security Division

1. Intelligence Section
2. Counterintelligence Section
3. Intelligence Legal Section

IV. Deputy Chief for Administration and Auxiliary Services

A. Personnel and Training Division

1. Personnel Section
 - a. Personnel Management Branch
 - b. Legal Counselling Branch
 - c. Special Services Branch
 - d. PC Band
2. Training Section
 - a. Training Branch
 - b. PC School
 - c. Troop Education Branch

B. Records and Fiscal Division

1. Records Section
 - a. Records Branch
 - b. Adjutant's Branch
 - c. Identification Branch
2. Communication Section
3. Fiscal and Budget Section
 - a. Budget Control Branch
 - b. Finance Branch
 - c. Internal Auditor Branch

C. Services and Supply Division

1. Ordnance Section
2. Engineer Section
3. Quartermaster Section
4. Dental Section
5. Medical Section
6. Chaplain Service
7. Firearms and Explosive Section

This proposed reorganization is further elucidated in the succeeding discussion.

Inspection Office

There should be Inspection teams serving directly under the supervision of the Chief of Constabulary. This office is a carry-over of the Inspector General Section which is responsible for making inspection within the organization primarily for disciplinary purposes. It makes investigations upon orders by the Chief, reviews inspection reports submitted by the Zone and Provincial Commanders, investigates and directs the investigation of complaints by the public and conducts investigations of disciplinary cases submitted to the Headquarters. All public complaints regarding Constabularymen and their activities are channelled to the Inspection Office which is responsible for answering these complaints. Audits of operations and investigation of morale should also be made. A regular administrative report should be submitted to the Chief of Constabulary concerning the general compliance throughout the organization with administrative rules and regulations.⁷⁷

⁷⁷Report of an Administrative Survey, Police Services in Puerto Rico (Washington: Public Administration Service, 1951), p. 36.

Public Relations Office

The public relations job of a large organization like the PC should be the responsibility of a Public Relations Office. Its mission is to gain public support for Constabulary policies and to win citizen cooperation in the organization's programs and procedures in order to facilitate the accomplishment of the Constabulary's task. Its duties may be divided into four broad categories: (1) evaluating of public opinions and attitudes with respect to policies and methods of the organization; (2) planning informational activities and keeping the public informed of the Constabulary's activities; (3) advising the Chief with regards to the public relations aspect of new and revised organizational programs, policies and activities; and (4) furnishing supervision of all police activities that may influence public support. In addition, the Public Affairs Section will continue to handle the psychological warfare - the 'left-hand effort' - which through an air of friendship and camaraderie induces the dissident elements to return to the fold. The Public Information Section will have the mission of bringing the government closer to the people through supervising of information by means of radio, TV, and the press.

Secretary to the Constabulary Staff

This office falls under the Vice Chief of Constabulary which has the responsibility of coordinating staff activities in the headquarters and sending directives from the headquarters to the field units.

Planning Division

A program of effective Constabulary services cannot be developed and administered on a day-to-day, or crisis-to-crisis basis; thoughtful research and careful planning are essential. Wherever possible, needs for Constabulary services should be anticipated and plans for meeting those needs developed in advance. The alternative is to wait until a crisis occurs and then improvise a plan of action. Insufficient attention has been given to planning in the Philippine Constabulary. The planning function has been completely decentralized to the several operating units, with the result that plans are developed for specific needs usually without regard to the total program.⁷⁸

The objectives of the Constabulary can be achieved most effectively and economically through the efficient operation of three inter-related processes, namely; planning, doing, and controlling. Of these ~~three~~, planning is most basic. Without it, effective direction, coordination and control is impossible.⁷⁹

The planning division includes all that is sound in the present staff doctrine. It is responsible for defining the mission of the Constabulary, for determining the means necessary and available for the performance of the mission, and the information of the schedule that will deliver the means to the operational units. Its sole responsibility is planning and it must not preoccupy itself with doing. It will not

⁷⁸A Survey Report, The Police Department of Oakland, California (Chicago: Public Administration Service, 1952), p. 71.

⁷⁹O. W. Wilson, Police Planning, Second Edition, (Springfield: Charles Thomas, Publisher, 1957), p. 3.

plan duties that belong to a single division but will plan affairs that depend for their completion on the work of more than one division.

Having established and reviewed the plans, it has finished its part in the administration; execution belongs to line units.

A section of this division should devote its attention specifically to each of the following critical Constabulary activities: combat operations, criminal investigations, traffic control, organization and staffing.

Combat Operations Section. The Combat Operations Section is responsible for planning activities which are particularly concerned with combat operations against the Communist-inspired dissidents as well as with special operations against illegal fishing, agrarian troubles, cattle rustling, armed bands, illegally possessed firearms, and smuggling. This section takes charge of long-range, operational planning for organization in these fields of activity.

Criminal Investigation Section. The Criminal Investigation Section is responsible for planning operations intended to discover evidence, witnesses, and suspects by a canvass of neighborhoods and establishments. It will plan to facilitate the arrest and prosecution of suspects even though the arrest or prosecution may be carried out in part or wholly by operational units. It will also plan the organization of its branches, schedule of reliefs and assignments, and operating procedures for its members. It should propose procedural changes in the preliminary investigation of crimes, the search of physical evidence, and the control and routing of investigation reports.

Traffic Control Section. The Traffic Control Section is responsible for planning the operation of a unified traffic safety program including accident prevention, traffic engineering, enforcement, and regulation of drivers and vehicles.

The Traffic Education Branch will be primarily responsible for coordinating all the traffic safety education activities of the organization and of outside agencies including the Motor Vehicles Office.

The Traffic Enforcement Branch should be concerned with enforcement and its duties will include the determination of policy on such matters as selective enforcement and distribution of personnel, and study of driving laws and their impact on enforcement. This branch will analyze the accidents, enforcement, and congestion experience and recommend traffic engineering improvement. In addition, it will be charged with formulating recommendations for changes of driving laws and road regulations.⁸⁰

Organization and Staffing Section. The Organization and Staffing Section is responsible for laying the plans for the organization of the force so that related tasks and activities are properly assigned according to function to an organic unit of the organization. This section should prepare and maintain a current organization chart of the units and the manpower allotted to each. It shall recommend revisions in the organization to the Chief of PC as needed for effective operation and control. It should recommend reassignments of personnel and equipment

⁸⁰Report of an Administrative Survey, Police Service in Puerto Rico, (Washington: Public Administration Service, 1951), p. 74.

to the Chief so that the Constabulary may meet current needs with sufficient flexibility so as to be readily adapted to new and changing situations. It should continually study the assignment of personnel and the distribution of equipment and recommend changes so as to obtain maximum results.

Intelligence and Security Division

The Chief of Constabulary must keep himself informed of conditions in the country which represent actual or **potential** hazard to the public safety and, therefore, demand the attention of the Philippine Constabulary. These include: the extent to which criminal activities are organized, the presence of subversive groups which might incite disturbances, riots or dissidence, the degree to which special pressures or influences are being exerted against law enforcement officers and agencies, and the connections between members of the Constabulary and the criminal and vice elements of the country.⁸¹

The Intelligence and Security Division should be charged with gathering of intelligence data pertaining to outlaw bands, and criminals and also intelligence information pertinent to dissident and communist activities in the country. It should operate with minimum publicity and with sufficient personnel to follow leads, check known subversive groups and individuals, engage in such undercover investigations as may be desirable and assist Zone commanders in executing their own internal security activities. This division will employ not only

⁸¹A Survey Report, The Police Department of Oakland, California
(Chicago: Public Administration Service, 1952), p. 71.

trained officers and enlisted men but also civilian agents assigned in various parts of the country to ferret out information vital to the PC to enable it to succeed in the accomplishment of its mission.

Personnel and Training Division

One single factor that strongly influences the quality of Constabulary service is the competence of the individual members of the force. The competence of the Constabularymen is established by the method of selection, the adequacy of their training, the fairness and strictness of their discipline, the manner of promotion to assure competent supervision and wise, courageous leadership, the absence of morale-breaking influences and, in short - an effective personnel administration.⁸³ Even given the best organizational structure and the most effective police techniques and methods, the Constabulary cannot render satisfactory service if it has inefficient and incompetent personnel.

Personnel Section. The Personnel Section has the major responsibility for the following aspects of personnel management: careful selection of personnel; intelligent classification of jobs; fair disciplinary machinery; reasonable and frequent opportunities for promotion; and sound retirement practice.

Training Section. It is strongly recommended that the Training Section be organizationally made a portion of personnel administration rather than of operations planning because, logically, training is a

⁸³Raymond E. Clift, A Guide to Modern Police Thinking (Cincinnati: The W. H. Anderson Company, 1956), pp. 40-49.

principal function of personnel management. The functions of personnel and training both deal with persons. Training is concerned with instructing members of the organization in the duties of their particular jobs. Personnel, on the other hand, is concerned with the questions that effect the members of the organization generally in their capacities as members rather than in their particular jobs. The Philippine Constabulary School should logically fall under the Training Section. So too, should the Troop Education Branch.

The Military Justice and Professional Services units of the former Staff Judge Advocate's Office should be placed under the Personnel Section to facilitate legal counselling and disciplinary action of PC personnel. Problems of morale and other welfare activities which are handled by the Special Services Branch, should also be a portion of the Personnel Management Section. Likewise, the PC Band should be under the Personnel Section for administrative purposes.

Records and Fiscal Division

It is recommended that all Constabulary records be integrated into one centralized system to enhance effectiveness and facilitate their immediate use. When records activities are thus concentrated, the smaller number of persons engaged in records activities develops greater skill and training, and facilitates and simplifies supervision and control.⁸⁴

⁸⁴O. W. Wilson, Police Administration (New York: McGraw-Hill Book Company, Inc., 1950), p. 250.

Records Section. The Records Section should be responsible for the complete and accurate keeping of complaints, arrests, and identification records which must frequently be inspected, followed up, classified, indexed, and filed. The information contained in such records must be tabulated, summarized, analyzed, and compared in order to measure accomplishments, detect weaknesses, and plan operations.

There is a basic principle that dictates that criminal identification facilities be included as a segment of the Records Division.⁸⁵ The maintenance of criminal identification records forms an integral part of the total records job and is essentially a clerical process. Fingerprints, photographs, and physical descriptions of criminals and their methods of operation should be centrally maintained in the Records Section where they are always available and immediately at hand should need arise for their use.

Fiscal and Budget Section. It is recommended that this section should be with the records unit because records supply information useful in preparing and supporting budget estimates, and they assist in managing the organization's fiscal affairs. Expenditures are kept within limits of appropriations and accurate payrolls are compiled. The Constabulary program must be able to compete with the programs of other governmental entities for public funds, and it is likely to receive adequate support only when the proposed expenditures are shown in terms of effective policing and protection against criminals. An

⁸⁵Ibid., p. 251.

adequate budget, of course, is essential to a functional program, so this is a particularly important section to the entire organization.

Communication Section. It is proposed that the former Signal Section be consolidated into a Communication Section and be placed under the Records and Fiscal Division to assure a greater fidelity of recording of incidents that call for immediate Constabulary service. Control of the communication section is also essential for accurate crime reporting. This section should also be responsible for the operation of the telephone switchboard, teletype, and radio network of the organization.

Services and Supply Division

The Services and Supply Division is charged with supporting the operational units and the Headquarters in terms of materials, sundry equipment and supplies necessary to the complete success of operations. A program which satisfactorily maintains and repairs property and equipment is essential in promoting efficiency, morale, and prestige of the service. Buildings, organization-owned vehicles, personnel equipment, and grounds must be kept in suitable condition at all times. Methods of procurement of property and supplies should be established to assure that commodities are of suitable quality and procured at economical price. These functions are performed by the Quartermaster, Ordnance, and Engineer Sections. Furthermore, this division should carry on the task of the former Logistics Division, the division formerly charged with the control of the flow of supplies and equipment requisitioned from the various AFP installations and depots to the different PC units in Camp Crame and the field.

In addition, the Services and Supply Division renders such vital services as the physical and moral upkeep of the Constabularymen and their families as provided for by the Medical, Dental, and Chaplain Services.

Manpower Involved in Reorganization

The defective organization of the PC headquarters has led to the employment of man wastefully. Indirectly this is waste of time, too, for the more men are **wasted** in misorganization, the fewer men can be detailed to do the primary Constabulary tasks of patrolling and policing; and the fewer men devoted to these primary tasks, the more time is consumed in decision making and planning. An organizational structure so poorly built will therefore achieve its purpose only inefficiently; and since manpower is the energy that **generates** any human enterprise, such a structure will only achieve its purpose with a great waste of energy. Thus waste of manpower is one of the penalties of defective organization.⁸⁶

Staffing of Divisions and Sections. One of the advantageous aspects of this proposed reorganization plan is the corresponding reduction of personnel in the headquarters. Manpower, which is a critical item in any police organization, will be distributed among the various entities of the organization in such a fashion that maximum efficiency can be obtained with the least number of personnel involved. The application of the sound principles of organization **eliminates** the recurrence

⁸⁶Alvin Brown, The Art of Organization, (New York: Hibbert Printing Company, 1955), p. 5.

of duplication of functions and responsibilities. Sound organization provides the best channel for an efficient, positive and coordinated application of effort with minimum manpower concerned. As each man in a good organization counts, so it logically follows that no man is left without a function or purpose.

Table II presents a proposed distribution of personnel in the Headquarters together with the staffing of the divisions and sections and the rank structure of personnel.

A comparative study of the data presented in Table II reveals a slight variance with that of Table I as to the authorized strength of commissioned officers and enlisted personnel. It should be taken into account that in the former organization, the Traffic Control Group and the Philippine Constabulary School were separate units merely attached to the Headquarters of the PC for administration, whereas, in the revised organization plan, these units will be among the constituent entities of the organization. Furthermore, there will be a corresponding reduction of the strength of civilian personnel to half the present number with the implementation of this reorganization proposal. Thus, this absorption and consolidation of units with related functions will be a major step in achieving manpower economy.

It is recommended that the Chief of Constabulary be given the rank of Major General, a rank comparable to that given to the Commanding General of the Philippine Army. This measure is justified by the fact that the present strength of the Philippine Constabulary is 12,000 officers and enlisted personnel and its commanding general should possess a rank commensurate to and worthy of his position. The Vice

TABLE II
PROPOSED ORGANIZATION OF THE HEADQUARTERS PHILIPPINE CONSTABULARY

RANK	Office C/PC	Office Vice C/PC	Office Deputy C/Plng	Office Deputy C/Adm	Inspection Office	Public Relations Office	Secretary to Const. Staff	Planning Division	Intelligence and Security Div.	Personnel and Training Div.	Records and Fiscal Division	Supply and Services Division	Combat Operations Section	Criminal Inv. Sec.	Traffic Control Section	Orgn. and Staffing Section
1. Major General	1															
2. Brigadier General	1															
3. Colonel		1	1	1	1	1		1	1	1	1	1	1	1	1	1
4. Lieutenant Colonel					1								1	1	1	1
5. Major	1				3		1						2	3	2	1
6. Captain							1						1	6	2	1
7. 1st or 2nd Lieutenant	1															
8. TOTAL COMMISSIONED	3	1	1	1	5	1	2	1	1	1	1	1	4	10	5	3
9. Master Sergeant	1	1	1	1	1	1		1	1	1	1	2	2	2	2	1
10. First Sergeant		1	1	1	1	1	1	1	1	1	1	2	2	3	3	2
11. Technical Sergeant	1		1	1	1	1	1	1	1	1	1	1	2	5	4	2
12. Staff Sergeant	1	1	1	1			1	1	1	1	1		1	5	1	2
13. Sergeant							1		1					5		
14. Corporal	1															
15. Pvt 1st C1 or Pvt																
16. TOTAL ENLISTED	3	3	3	3	3	3	4	3	5	3	5	5	7	20	10	7
17. AGGREGATE	6	4	4	4	8	4	6	4	6	4	6	6	11	30	15	10

TABLE II (Cont.)

RANK	Intelligence Section	Counterintel. Section	Legal Intel. Section	Personnel Section	Training Section	Records Section	Budget and Fiscal Section	Communication Section	Ordnance Section	Engineer Section	Quartermaster Section	Chaplain Service	Medical Section	Dental Section	Firearms and Expl. Section	Public Affairs Office	Public Information Office	Troop Information Office	TOTAL
1. Major General																			1
2. Brigadier General																			1
3. Colonel																			9
4. Lieutenant Colonel	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	23
5. Major	3	2	1	3	2	2	4	1	1	1	1		1	1	2	1	1	1	40
6. Captain	6	4	2	2	2	4	5	1	2	2	2	1	2	1	2	3	1	1	53
7. 1st or 2nd Lieutenant																			1
8. TOTAL COMMISSIONED	10	7	4	6	5	7	10	3	4	4	4	2	4	3	5	5	3	2	128
9. Master Sergeant	1	1	1	1	1	3	3	1	1	1	1		1	1	1				37
10. First Sergeant																			
11. Technical Sergeant	7	4	2	1	2	3	6	1	1	2	1		2	1	3	3	1	1	63
12. Staff Sergeant	8	5	1	2	2	3	5	1	1	2	1	1	1	1	3	3	1	1	63
13. Sergeant	5	2		1	1	2	6	1	2	2	1	1	1		5	2	1	1	50
14. Corporal		1		2		3			1		2		1		3	2			24
15. Pvt 1st Cl or Pvt																			
16. TOTAL ENLISTED	20	15	4	7	6	14	20	4	6	7	6	2	6	3	20	10	3	3	237
17. AGGREGATE	30	22	8	13	11	21	30	7	10	11	10	4	10	6	25	15	3	5	363

Chief of Constabulary should be raised to the rank of Brigadier General, the Deputy Chiefs and Division Chiefs to full Colonels, and the Section Chiefs to Lieutenant Colonels.

IV. A COMPARISON OF THE PROPOSED REORGANIZATION OF THE PC WITH OTHER FEDERAL AND STATE POLICE AGENCIES

With respect to the proposed reorganization of the Headquarters of the Philippine Constabulary, emphasis has been placed on the study of organizations of other federal and state police agencies whose missions and jurisdictions resemble those of the PC like the Royal Canadian Mounted Police (RCMP), and the Indiana, Kentucky, Massachusetts, Michigan, and Virginia State Police.

It should be recalled that when the Philippine Constabulary was initially established in 1901, the original idea was to create an insular police force which would be patterned in some respects after the mounted police of the British northwest territories of America. This is presently known as the Royal Canadian Mounted Police. The general scheme was to create a force of not more than one hundred and fifty men for each province, selected from the natives thereof, who may be mounted in part or in whole.⁸⁷ It is for this reason that particular stress is placed on a comparative study of the PC and the RCMP.

Some Similarities and Differences Between the PC and the RCMP

Among the many national police agencies in the world today, the Royal Canadian Mounted Police is considered one of the most renowned.

⁸⁷William Cameron Forbes, The Philippine Islands, (Cambridge: Harvard University Press, 1945).

This is largely due to the exemplary efficiency and wholehearted dedication to service of its personnel and the high state of discipline and training which permeates within the organization. The RCMP, like the Philippine Constabulary, is a national police force. Its jurisdiction extends to all categories of crime committed in the Northwest and Yukon territories, where it is the only police body and to all the Canadian provinces with all breaches of federal statutes. However, in contrast with the PC whose jurisdiction extends to all crimes committed in every province of the Philippines, the RCMP has limited jurisdiction in the provinces of Quebec and Ontario which maintain their own provincial police, although, it acts as provincial police to the rest of the Canadian provinces. As a further difference, the PC does not police the towns and cities but leaves this responsibility to the local police forces while the RCMP enters into separate contracts to police several cities, municipal districts and towns in the provinces where they have provincial agreements.⁸⁸

The RCMP is divided into seventeen divisions designated either alphabetically or by name, whose jurisdiction extends over the territorial limits of Canada. The Headquarters of the RCMP is located in Ottawa. It is known for administrative purposes, as "Headquarters" Division. The office of the Commissioner and four directorates comprise the Headquarters.

⁸⁸Report of the Royal Canadian Mounted Police, Fiscal Year Ended March 31, 1959 (Ottawa: The Queen's Printer and Controller of Stationery, 1959), pp. 9-12.

There is a close analogy between the present Headquarters of the PC and the Headquarters Division of the RCMP. Both operate as the brain center of their respective organization. Both possess broad scope of jurisdiction. However, while there exists similarity in their functions, there is disparity in their organizational structure. The Headquarters of the PC has an organization based on a military general staff concept while the Headquarters Division of the RCMP has a directorate organization. A directorate organization is applicable to headquarters having constant and varied relationships with other government and private concerns. It normally includes a coordinating staff group known as a directorate whose composition is determined largely by its broad technical and administrative functions. This group is composed of representatives of sections corresponding to the principal functions of the command. For example, the Headquarters Division of the RCMP has the following directorates:⁸⁹

1. "C" Directorate (Operations and Criminal Investigations)
2. "I" Directorate (Security and Intelligence)
3. "A" Directorate (Administration and Organization)
4. "S" Directorate (Services and Supply).

One striking aspect of this organization is its simplicity of structure which provides a very wieldy span of control. The top level organization consists of the Commissioner who is the head of the RCMP, one Deputy Commissioner in charge of the "C" and "I" Directorates and another Deputy Commissioner in charge of "A" and "S" Directorates and

⁸⁹Ibid., p. 8.

inspection teams. In contrast to this type of organization, it should be recalled that the Chief of PC has virtually 29 subordinate officers directly responsible to him. This accounts for the Chief of PC's very broad span of control and the complex organizational structure of the Headquarters. It is for this reason that in the recommended reorganization of the Headquarters of the PC, a structure which is similar in some respects to that of the Headquarters Division of the RCMP is proposed.

A Comparison with Some State Police Agencies

The Philippine Constabulary was established in 1901 by the American civil government in the Philippines long before the creation of any state police in any state in the Union, with the exception of the Texas Rangers.⁹⁰ It is not likely therefore, that the organization of the PC be patterned after any state or federal police agency in the United States. Most of the state and federal police forces of the United States are of rather recent origin. They have been created as an answer to a variety of influences chiefly because of the widespread dissatisfaction of the public with the functioning of some of the local police systems and a realization that decentralized police authority could not effectively deal with crimes having wide ramifications.⁹¹

Some of these state police agencies are among the best that have been developed in this country. They can be considered as forces that do not suffer comparison with the world's best. In spite of the fact

⁹⁰William Cameron Forbes, The Philippine Islands, (Cambridge: Harvard University Press, 1945).

⁹¹Bruce Smith, Police Systems in the United States, (New York: Harper and Brothers Publishers, 1940), p. 178.

that most state police agencies consist of forces of moderate size which are required to render police service throughout an entire state, nevertheless, most of their organizations are typified by simplicity in structure. Simplicity of structure is maintained by limiting the number of specialized services like detective bureaus, traffic squads, and crime prevention units in their general headquarters. All field operations are turned over to the field commands and they are held responsible for the performance of the entire range of criminal and traffic work.⁹² The distances and the lay of the land prevent operation of such active field services from one central point. Hence, the headquarters personnel is confined to small units concerned with general supervision, records, supplies, accounts, communications, and training, which cannot be decentralized without destroying the integrity of the force.⁹³ This scheme of organization is adapted by the State Police Agencies of Indiana, Kentucky, Virginia, Massachusetts, and Michigan. For instance, the Headquarters of the Indiana State Police has the following staff divisions:⁹⁴

1. Training and Personnel Division
2. Investigation Division
3. Business Administration Division
4. Records and Communication Division

⁹²Ibid., p. 266.

⁹³Ibid., p. 266.

⁹⁴Organizational Chart of Indiana State Police attached to letter from Superintendent Harold S. Zeiss, Stoutfield, Indiana, February 12, 1960.

5. Public Relations Division
6. Traffic and Uniform Division

The Virginia State Police has a Headquarters with the following staff divisions:⁹⁵

1. Property and Finance Division
2. Personnel and Training Division
3. Safety Division
4. Communications Division
5. Investigation and Records Division

The Headquarters of the Michigan State Police consists of the following staff divisions:⁹⁶

1. Executive Division
2. Business Administration Division
3. Uniform Division
4. Fire Marshal Division
5. Records and Statistics Division
6. Personnel and Training Division

The following staff divisions compose the Headquarters of the Kentucky State Police:⁹⁷

1. Bureau of Investigation
2. Service Command
 - a. Bureau of Training

⁹⁵Organizational Chart of Virginia State Police attached to letter from Colonel Charles W. Woodson, Richmond 10, Virginia, February 8, 1960

⁹⁶Organizational Chart of Michigan State Police.

⁹⁷Organizational Chart of Kentucky State Police attached to a letter from Director Paul M. Smith, Frankfort, Kentucky, February 11, 1960.

- b. Bureau of Supply
 - c. Bureau of Communication
 - d. Bureau of Finance
 - e. Bureau of Records
 - f. Bureau of Identification
 - g. Bureau of Personnel
- 3. Clerical Pool
 - 4. Safety Education and Special Events

The presence of the Investigations, Traffic, and Uniform Divisions in some of the Headquarters of the state police agencies enumerated above, will likely be misconstrued as an attempt of the staff to control field operations. This type of organization is adapted by these agencies in order to emphasize the fact that it is produced by a desire to effect some degree of functional supervision over local operations. At its best, it represents nothing more than an effort to propagate uniform standards and methods of traffic law enforcement, crime reporting and a host of other matters. No confusion of responsibility occurs under such circumstances.⁹⁸

Some of the sound organizational schemes adapted by these state police agencies enumerated above have been embodied in the proposed reorganization of the Headquarters of the PC. As an illustration: a Personnel and Training Division, commonly reflected in most organization of State Police Headquarters, is incorporated in the proposed reorganization to amalgamate training with personnel administration.

⁹⁸Bruce Smith, Police Systems in the United States, (New York: Harper and Brothers Publishers, 1940), pp. 267-268.

This is logical because training is a function of personnel management. Another example is the centralization of all records in one unit. This system is practiced in most headquarters of state police agencies. The proposal adapted this sound feature by laying out a centralized records system under the Records Section. Even the identification records which were formerly with the Criminal Investigation Section becomes a part of the Records Section. Another meritorious aspect of the aforementioned organizations of State Police Headquarters is the emphasis placed on communications which warrants the creation of a division by itself. This feature is also incorporated in the reorganization plan by creating the Communication Section under the Records and Fiscal Division.

CHAPTER V

A SUMMARY OF THE LEGAL STEPS NECESSARY FOR THE IMPLEMENTATION OF THE RECOMMENDED REORGANIZATION

In order to implement fully the recommendations made in Chapter IV regarding the reorganization of the Headquarters of the Philippine Constabulary, it would be necessary to take some legal steps, in the form of legislative action or executive order. A summary outline of such legal steps is presented below:

1. Separation of the Philippine Constabulary from the Armed Forces of the Philippines.
2. Placing the PC under the supervision of the Secretary of Justice instead of the Secretary of National Defense.
3. Separation of the lineal roster of the commissioned officers and enlisted men of the Constabulary from those of the **Armed Forces of the Philippines (AFP)**.
4. Merging the National Bureau of Investigation with the PC.

Separation of the PC from the AFP

Since the Philippine Constabulary is a semi-civilian rather than a military unit and enforces laws passed by civilian authority, it should be immediately responsible to a civilian department head. The **Armed Forces of the Philippines**, with its components (the Army, Navy and Air Force), logically constitutes the military establishment of the country. The Constabulary, being fundamentally a national police body, should not be a component of the **AFP**. It ~~was~~ because of extreme

necessity that the national government was forced to adopt measures of concentrating all armed forces to quell the communist-inspired movement. This was the reason for the absorption of the Philippine Constabulary by the AFP in 1950. Since conditions are much improved today and the necessity no longer exists, it would be a feasible move to separate the PC from the AFP and allow it to retain its identity.

In the event that communist-inspired activity would intensify in the future, the Armed Forces of the Philippines could be called upon to support the Philippine Constabulary with manpower and equipment. However, the PC should direct the combat operations against this dissident activity and the supporting units of the AFP should be under its operational control.

Separation of the PC's Lineal Roster from the AFP

One of the serious drawbacks in the career management planning of Constabulary personnel is caused by the connection of the lineal roster of the PC with that of the AFP. The mission of the Constabulary is distinct from that of the AFP; the task of the PC man is different from the task of the Army soldier; the only aspect common between the two is the rigid discipline that permeates in both services. Matters affecting transfers between organizations, schedules of promotion, lateral insertions to the Constabulary, and individual career planning of personnel are fundamental reasons why the PC's lineal roster should be separate from the lineal roster of the AFP. Other reasons, such as maintenance of high morale and esprit de corps in the organization, specialization training for law enforcement and a more effective Constabulary service logically demand such a separation.

A legislative enactment is recommended to put into effect the separation of the PC's lineal roster from the lineal roster of the AFP. There should be incorporated in such enactment a provision that all service performed by any officer and enlisted man while under the AFP should be counted for all legal purposes as part of his Constabulary service.

The PC under the Department of Justice

Corollary to the separation of the PC from the AFP, it is proposed that the power of supervision and all authority and duties which are presently exercised by the Secretary of National Defense in relation to the Philippine Constabulary or its individual members be transferred to the Secretary of Justice. The merit of this proposal is based on the condition that the Constabulary will no longer be a military component designed as a part of the preparation against external aggression, but it will be a law enforcement agency devoted solely to preserving peace and internal security. The AFP, which logically falls under the Department of National Defense, will continue its program of building the nation's military reserve. The Constabulary, on the other hand, will resume its normal statutory functions under the supervision of the Department of Justice.

Inasmuch as the legal provision that effected the transfer of supervision and control of the Constabulary from the Secretary of Interior to the Secretary of National Defense was an executive order, it is recommended that an executive order be issued to effect the transfer of supervision and control to the Secretary of Justice.

Merging of the National Bureau of Investigation with the PC

Both the National Bureau of Investigation and the Philippine Constabulary are doing a good job, but they could do better in combination rather than in competition with each other. The merging of the National Bureau of Investigation with the PC will eliminate the outright duplication of purpose and function, permit the centralization of special skills and equipment, and encourage the development of a corps of professional police officers and technical experts.⁹⁹

At present, there is a dearth of skilled technicians and professionally trained personnel to handle criminal investigation functions assigned to the various civil security agencies. The centralization of facilities and programs for the training of police officers and technicians is of vital importance. A National Police Academy would be an initial step toward providing adequate training of police personnel in all phases of police work as well as specialization in certain fields such as fingerprint analysis, ballistics, handwriting analysis, and chemical analysis. This proposal could be accomplished through the fusion of the Philippine Constabulary School and the National Academy of the NBI.

Crime laboratory facilities in the Philippines are inadequate, obsolete and scarce. The only entities equipped with modern laboratory facilities are the Philippine Constabulary, the National Bureau of Investigation and the Manila Police Department. The present need for

⁹⁹Government Survey and Reorganization Commission, Reorganization Plans and Report, National Defense (Manila: Bureau of Printing, 1955), pp. 31-32.

essential crime laboratory equipment plus the incapability of the local police units to provide funds for such purpose makes it important to centralize laboratory facilities for maximum utilization. A merger of the National Bureau of Investigation with the PC will be a necessary step in achieving this goal.¹⁰⁰

It is necessary that a legislative act be effected to merge the National Bureau of Investigation with the Philippine Constabulary. As the National Bureau of Investigation is presently under the jurisdiction of the Secretary of Justice, this legislative enactment would be corollary to the recommended executive order placing the Philippine Constabulary under the Department of Justice.

Summary

These legal steps have to be undertaken in order to implement fully the proposed reorganization of the Headquarters of the Philippine Constabulary. Although the reorganization proposed is an internal affair of the Constabulary, nevertheless, such vital factors as policies affecting rank structure of the Constabulary personnel, centralization of crime laboratory facilities, consolidation of local police training efforts, and change of organizational structure from a military to a police organizational concept, hinge greatly on a consideration of these recommended legal measures.

¹⁰⁰Ibid., p. 33.

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APPENDIX A

DESIGNATING THE CHIEF OF STAFF AND TRANSFERRING THE PHILIPPINE
CONSTABULARY TO THE ARMY OF THE PHILIPPINES

1. Under authority contained in Sections twenty-~~two~~ and twenty-three of Commonwealth Act Numbered One, known as "The National Defense Act" the following assignment to the General Staff Corps of the Army of the Philippines are hereby announced:
 - (a) Jose de los Reyes, appointed today a Brigadier General in the Regular Force, is hereby designated Acting Chief of Staff.
 - (b) General Basilio J. Valdez and Colonel Guillermo B. Francisco, of the Philippine Constabulary is hereby transferred to, and shall thereafter form a part of, the Regular Force of the Army of the Philippines.
2. In accordance with the provisions of Section eighteen of the said Commonwealth Act Numbered One, the Philippine Constabulary is hereby transferred to, and shall thereafter form a part of, the Regular Force of the Army of the Philippines.

Done at the City of Manila, this eleventh day of January, in ~~the~~ year of Our Lord, nineteen hundred and thirty six, and of the Commonwealth of the Philippines, the first.

MANUEL QUEZON

By the President:

Teofilo Sison
Secretary of the Interior

APPENDIX B

Com. Act. No. 88

AN ACT TO PROVIDE FOR THE ORGANIZATION AND MAINTENANCE OF A STATE POLICE
FORCE

Be it enacted by the National Assembly of the Philippines:

Section 1. For the proper maintenance of law and order throughout the country, all the duly constituted police forces in all the municipalities and other local political subdivisions, including chartered cities, and all provincial guard organizations in the provinces, on the date of the approval of this Act, are hereby consolidated and placed under the immediate charge and direction of the Department of the Interior, and thereafter they shall be called the State Police and shall assume all the functions and activities now undertaken by the municipal police forces. The members of the State Police shall be peace officers and as such it shall be their duty to preserve order and exercise vigilance in the prevention of public offenses. They shall exercise the general power to make arrests and seizures according to law.

In places where there is no fire department, the State Police force shall organize and render service as such.

Sec. 2. There shall be a commissioner of Public Safety and three Assistant Commissioners of Public Safety of the State Police in the Department of the Interior. The Commissioner of Public Safety shall have the rank and salary of an Undersecretary of Department, and shall be appointed by the President, with the consent of the Commission on Appointments of the National Assembly. He shall be the chief executive officer of the organization and all fire departments, and the three Assistant Commissioners of Public Safety shall perform such duties as may be assigned to them by the Commissioner of Public Safety and as such as may be imposed upon them by law. When the Commissioner of Public Safety is unable to perform his duties on account of illness, absence, or other cause, or, in the case of vacancy in the office, the Department Head may designate one of the Assistant Commissioners of Public Safety to temporarily perform the functions of said office. The Assistant Commissioners of Public Safety shall each receive a salary of four thousand pesos per annum. The Commissioner of Public Safety shall be directly responsible to the Secretary of the Interior for the strict and faithful enforcement of the law and maintenance of order throughout the country and shall have the power to promulgate, with the approval of the Department Head and the President of the Philippines, the necessary rules and regulations not inconsistent with existing laws for the proper government, discipline, inspection and admission to examination of the members of the State Police force, prescribing the subject for such examination which shall be held under the direction of the Bureau of Civil Service; prescribe the

uniforms, insignia, arms and equipment to be used by the police force; and organize such rural police as may be necessary. Such rules and regulations as may be promulgated in pursuance thereof shall have the force and effect of the law, and compliance therewith shall be obligatory. Appointments to the State Police force and removal therefrom shall be made in accordance with Civil Service rules and regulations, by the Commissioner of Public Safety with the approval of the Department Head, except in the case of the chiefs of police of chartered cities where the existing laws shall govern: Provided, however, that any member of the Municipal Police force and Provincial Guard who is not qualified under civil service rules and regulations shall continue in the service for the term of one year from January 1, 1937; Provided, further, that they shall be given three chances to qualify; and Provided, finally, that in the appointment of members of the Municipal Police Force and Provincial Guards, preference shall be given to qualified residents in their respective municipalities and/or provinces.

In the absence or inability of the Secretary of the Interior, the Commissioner of Public Safety shall act in his place in matters pertaining to the State Police.

Sec. 3. All municipal appropriations for the support of the municipal police force in the respective municipalities and other local political subdivisions including chartered cities, and the provincial appropriations in the respective provinces for the support of the provincial guard organizations for the year nineteen hundred and thirty-six are hereby consolidated, and continued from year to year, and made available for expenditure by the Commissioner of Public Safety for the support of the organization. The municipality or other local political subdivision including chartered cities and provinces desiring to increase the force assigned to it by the Commissioner of Public Safety may do so by appropriating the necessary funds for the support and maintenance thereof.

Sec. 4. There is hereby appropriated out of any funds in the Philippine Treasury not otherwise appropriated the sum of fifty thousand pesos for the payment of the salaries of the Commissioner of Public Safety, the Assistant Commissioners of Public Safety and personnel and such other incidental expenses as may be deemed necessary to carry into effect the purposes of this Act.

Sec. 5. The Secretary of the Interior with the approval of the President of the Philippines, is hereby authorized, the provisions of existing laws to the contrary notwithstanding, to make such reforms and changes in the present organization of the municipal and city police forces in the country, including provincial guard organizations, as may be necessary to conform with the provisions of the Act, with power to classify, create and combine positions, transfer equipment or property from one municipality to another or from the province to a municipality and vice versa; standardize salaries; transfer the members of personnel; and do whatever is necessary to promote efficiency in the organization. Any action taken by the Secretary of the Interior pursuant to this authority

shall be reported by him, through the President of the Philippines, to the National Assembly for approval at the next regular session thereof. Such action shall be valid and subsisting until the National Assembly shall provide otherwise; Provided, that in the preservation of peace and order, as well as in the execution of laws and regulations, and ordinances, the provincial governors, the city mayors and the municipal presidents shall continue to exercise supervisory powers over the State Police force in their respective provinces, cities and municipalities.

Sec. 6. This Act shall take effect on its approval.

Approved, October 26, 1936.

APPENDIX C

Com. Act. No. 343

AN ACT TO ABOLISH THE STATE POLICE FORCE, TO REORGANIZE THE PHILIPPINE CONSTABULARY INTO A NATIONAL FORCE AND PROVIDING FUNDS THEREFOR.

Be it enacted by the National Assembly of the Philippines:

Section 1. Commonwealth Act Numbered Eighty eight entitled "An Act to provide for the organization and maintenance of a State Police Force," is repealed.

Sec. 2. Effective upon the approval of this Act the President of the Philippines shall establish a national police force by detailing from the army, and organizing as an independent unit, or under such department of the Government, as he may determine, the Philippine Constabulary, including such numbers of officers, enlisted men, and civil employees as in his judgement may be necessary. The organization so established shall continue to be known as the Philippine Constabulary and shall retain all police and law enforcement powers, functions and responsibilities heretofore pertaining to the Constabulary Division of the army or as may have previously devolved by law and regulations upon the Philippine Constabulary but shall not retain those powers, functions and responsibilities that are military in nature heretofore pertaining to the provost Marshal General. The members of the Philippine Constabulary shall be peace officers, authorized, and empowered to prevent and suppress brigandage, unlawful assembled, riots, insurrections, and other breaches of the peace and violations of the law. They are empowered to make arrests and seizures according to law and required to execute any lawful warrant or order of arrest issued against any person or persons for violations of law.

Sec. 3. Officers and enlisted men detached from the army and transferred to the national police force shall, after January first, nineteen hundred and thirty-nine, be separately paid, maintained, and supported, and shall not be counted as part of such strength as may from time to time be authorized for the army, but they shall retain their identity and legal rights and obligations as officers and enlisted men of the army, and the President may, at his discretion, transfer at any time any officer of enlisted man to or from the army to the Constabulary, respectively. All service performed in the Constabulary by any officer or enlisted man shall count for all legal purposes as military service. All individuals of the Constabulary shall be subject to such orders and regulations as the President may approve for their administration, conduct, and control, and they may be assigned to any position with any title authorized by the President in the organization.

Sec. 4. The uniform of the Philippine Constabulary shall be different from that of the army, as may be prescribed by the President, and no individual not a member of the Constabulary shall be authorized to wear the same or a closely similar uniform. Violation of this provision shall be deemed a misdemeanor, punishable upon conviction of the offender

by a fine not exceeding five hundred pesos or by imprisonment not exceeding six months, or both, in the discretion of the court.

Sec. 5. The President is authorized to transfer from the army to the Constabulary such armament, weapons, equipment, supplies, clothing, buildings, real estate, and other appurtenances as may seem in his judgement be necessary for the proper organization of the Philippine Constabulary, and where such transfer will not interfere with the legal and necessary accomplishment of such transfer, all property involved will be removed from the accounts of the army and charged against and accounted for by the Constabulary. The President is authorized to procure, within the limits of the appropriations herein, or as may hereafter be provided, such quarters, equipment and supplies, including armament, motor vehicles, and other items required for the efficient administration and functioning of the Constabulary as may in his judgement be necessary.

Sec. 6. Upon the approval of this Act, all members of the state police and personnel appointed under the provisions of Commonwealth Act Numbered Eighty-eight by the President or by the Secretary of the Interior or the Commissioner of Public Safety, shall cease to hold office under such appointment and shall be, in so far as practicable, returned to such governmental or other positions as may have been held by them respectively immediately preceding such appointments, and all provincial, city or other local fire and police bodies or provincial guards as may have been wholly or partially removed from the control of local officials by the provisions of Commonwealth Act Numbered Eighty-eight shall be re-organized under such regulations governing appointment, organization, and administration as the corresponding head of department with the approval of the President may prescribe, and returned to the control, to be exercised under the supervision of the corresponding Department Head, of appropriate municipal, city and provincial officials. If and when practicable, such members of the state police, forces as may have ceased to hold office by virtue of this Act, but who are civil service eligibles and are otherwise qualified, shall be appointed to the new national police organization

Sec. 7. It shall be the duty of the Philippine Constabulary, under the supervision of the President or of the department head, to perform such duties and functions and exercise such authority with respect to local police bodies and to assist all city, municipal, and other duly established bodies of local police in the Philippines. Members of the Constabulary shall carry out such policies, order and regulations, and policies shall have the force of law with respect to all concerned, and any member of any city or local police, or officer or enlisted man of the Constabulary who is found guilty, after proper investigation, of violating such policies, orders, and regulations, may be removed from the service by the President.

Sec. 8. To provide for expenses incident to the separation of the Constabulary from the army, for separate housing of Constabulary headquarters, and for purchase of additional motor and other equipment, supplies, and property essential to the efficiency of the Constabulary, there is appropriated the sum of five hundred thousand pesos to be spent for the purposes above enumerated as the President may direct; all salaries and allowances for quarters and rations for all personnel transferred

from the Army to the Constabulary shall continue to be paid from army appropriations. For the year nineteen hundred and thirty-nine, the sum of three million, two hundred and fifty thousand pesos is appropriated from any excess of the actual collections over the estimated ordinary income of the National Government, for the payment of the salaries and allowances of the personnel and all other expenses of every kind of the Philippine Constabulary: Provided, further, that in the event no such excess is not sufficient to cover the full amount herein appropriated, all, or part of, the said expenses, as the case may be, shall continue to be charged against the authorized appropriations for the Philippine Army: Provided, further more, that for all years subsequent to nineteen hundred and thirty nine the budget of the Philippine Constabulary shall be presented to the National Assembly in detailed estimates, and shall be carried under separate heading entitled "Philippine Constabulary": And provided, finally, that no transfer for funds between the amounts carried under this heading and those carried under other purposes in annual army appropriations acts shall be authorized or permitted.

Sec. 9. This Act shall take effect upon its approval.

Approved, June 23, 1938.

APPENDIX D

BY THE PRESIDENT OF THE PHILIPPINES
EXECUTIVE ORDER No. 175

REVISING THE RULES AND REGULATIONS RELATIVE TO THE ADMINISTRATION AND
SUPERVISION OF LOCAL POLICE FORCES

In order to secure and maintain a high degree of efficiency in the organization and operation of local police forces pending designation of the Department Head who shall exercise supervision over them, and to supplement Executive Order No. 153 reorganizing the Philippine Constabulary into a national police force, I, Manuel L. Quezon, President of the Philippines, by virtue of the powers in me vested by law, do hereby publish the following policies and orders for the guidance of all concerned:

II. SUPERVISION BY THE PHILIPPINE CONSTABULARY

7. The Philippine Constabulary is the agency through which the President of the Philippines will insure the efficient organization and discipline of all local police bodies, the operation of which shall be under the supervisory direction of the governor of the province and the mayor of the city or municipality as the case may be.

8. District inspectors shall maintain constant contact with local police bodies and assure themselves as to their efficient operation.

9. Provincial inspectors are responsible for the inspection of all local police forces within their respective jurisdiction. Inspections shall comprise an examination into all phases of police work in order to determine the efficiency of police bodies in the enforcement of the laws and ordinances, and shall include inquiries into the local reputation of the police as to honesty and integrity. Inspection shall not necessarily be made completely at fixed intervals of time, but shall be in the nature of constant inquiry and supervision. For these purposes, provincial inspectors are authorized to employ any commissioned officer of the Philippine Constabulary.

10. The provincial inspector shall correct minor defects noted during his inspections, and shall furnish the mayor and the governor with copies of reports submitted to the Chief of Constabulary. When the provincial inspector finds evidence of loose discipline, or laxity, or partiality in the enforcement of law, he shall make a detailed report to the Office of the President through the Chief of Constabulary, furnishing a copy thereof to the mayor and to the governor.

Done at the City of Manila, this 11th day of November, in the year of our Lord, nineteen hundred and thirty-eight, and of the Commonwealth of the Philippines, the third.

MANUEL L. QUEZON
President of the Philippines

BY THE PRESIDENT:

JORGE B. VARGAS

Secretary to the President

APPENDIX E

EXECUTIVE ORDER No. 21

DECLARES TO BE ON ACTIVE SERVICE IN THE PHILIPPINE ARMY ALL PERSONS NOW ACTUALLY SERVING IN THE RECOGNIZED MILITARY FORCES IN THE PHILIPPINES

Whereas many civilians residing in the Philippines of Filipino, American and other foreign citizenships, and officers and enlisted men of the Philippine Army, of the Armed Forces of the United States and all Allied Nations, have continued armed resistance against the Imperial Japanese Government since sixth of May, 1942;

Whereas this action has written in blood an epic of courage, devotion and loyalty to the Government and the People of the Philippines;

Whereas these military forces have contributed in a large measure to the Allied military effort and to the liberation of the Filipino people from the yoke of the Japanese invader;

Now, therefore, I, Sergio Osmena, President of the Philippines, by virtue of the authority vested in me by the Emergency Powers Law, Section 22 (a) and Section 27 of Commonwealth Act Numbered One notwithstanding, do hereby ordain and promulgate the following:

(1) All persons, of any nationality or citizenship, who are actually serving in recognized military forces in the Philippines, are hereby considered to be in active service in the Philippine Army.

(2) The temporary grades of enlisted men, enlisted or promoted in the field by Commanders of recognized military forces or by their delegated authority, are hereby confirmed.

(3) The temporary ranks of all officers, appointed or promoted in the field by Commanders of recognized military forces of recognized military forces, are hereby confirmed.

(4) The date of entry into active service in the Philippine Army will be that of joining a recognized military force.

(5) The effective date of rank for commissioned officers and enlisted men will be the date on which they were appointed or promoted to such rank by the Commanders of recognized military forces.

(6) A recognized military force, as used herein, is defined as a force under a commander who has been appointed or recognized by the Commander-in-Chief, Southwest Pacific Area.

Done at the seat of Government in the Field, this 28th day of October, in the year of Our Lord, 1944, and of the Commonwealth of the Philippines, the ninth.

SERGIO OSMENA

APPENDIX F

MALACANAN PALACE
MANILA

By the President of the Philippines

Executive Order No. 308

REORGANIZING THE ARMED FORCES OF THE PHILIPPINES

By virtue of the powers vested in me by the Constitution and the authority granted by Republic Act No. 422, I, Elpidio Quirino, President of the Philippines, do hereby direct:

Section 1. Under the administrative supervision of the Secretary of National Defense, the Armed Forces of the Philippines shall be divided into five major commands as follows:

- (a) Philippine Constabulary
- (b) Philippine Ground Force
- (c) Philippine Naval Patrol
- (d) Philippine Air Force
- (e) Philippine Service Command

Section 2. All the five commands shall be under the direct command of the Commanding General of the Armed Forces of the Philippines. The Philippine Constabulary shall continue to perform its present duties as a national police force, under the operational control of the Secretary of Interior.

Section 3. The Commanding General of each major command shall have the powers generally conferred upon the chiefs of bureaus and offices.

Section 4. The Office of the Commanding General, Armed Forces of the Philippines shall consist of the Commanding General, the Deputy

Commanding General, and such assistants as may be necessary with the approval of the President. Any mention of the Chief of Staff and the Deputy Chief of Staff, Armed Forces of the Philippines, in any existing law, rule or regulation shall hereafter be understood to refer to the Commanding General and Deputy Commanding General, Armed Forces of the Philippines, respectively.

Section 6. A General Military Council is hereby created to be composed of the Commanding General, Armed Forces of the Philippines and all the Commanders of the major commands to advise the Secretary of National Defense on the administration and operational functions of the Armed Forces of the Philippines.

Section 7. The current appropriations for the Armed Forces of the Philippines shall be adjusted by the Secretary of National Defense with the approval of the President.

This order shall take effect upon its promulgation.

Done in the City of Baguio, this 30th day of March, in the year of Our Lord, nineteen hundred and fifty, and of the Independence of the Philippines, the fourth.

ELPIDIO QUIRINO

President of the Philippines

By the President:

TEODORO EVANGELISTA
Executive Secretary

APPENDIX G

EXECUTIVE ORDER No. 389

REORGANIZING THE ARMED FORCES OF THE PHILIPPINES

Pursuant to the powers vested in me by Republic Act Numbered Four hundred twenty-two, I, ELPIDIO QUIRINO, President of the Philippines, do hereby order:

MAJOR SERVICES AND AREA COMMANDS

SECTION 9. (a) The Armed Forces of the Philippines shall be divided into four major services and such other installations, separate commands, or task forces as may be created by authority of the President.

(b) The Four Major Services are the following:

- (1) Philippine Army;
- (2) Philippine Constabulary;
- (3) Philippine Air Force; and
- (4) Philippine Navy.

(c) There shall be four Military Areas designated as the First, Second, Third and Fourth Military Areas. The President may abolish a Military Area or create new ones whenever he deems it necessary.

PHILIPPINE CONSTABULARY

SECTION 11. (a) The Philippine Constabulary includes the unit and service as may be organic therein. As a national police force it is organized, trained and equipped primarily for the enforcement of law and order in the Philippines.

(b) The provisions of Sections 832, 833, 834, 835, 836, 837, 838, 839, 840, and 848 of the Revised Administrative Code, as

amended, which are hereby declared in force and effect, shall govern the members of the Philippine Constabulary in the exercise of their authority and duties as peace officers and their relations with provincial and municipal law enforcement agencies and officials.

(c) In time of emergency, the Philippine Constabulary may be empowered to perform home defense responsibility in rear areas and such other service as the Chief of Staff may direct.

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