



*Republic of the Philippines*  
**SENATE**  
*Pasay City*

**M E M O R A N D U M**

**F O R** : **HON. FRANKLIN M. DRILON**  
*Senate President*

**T H R U** : **THE SENATE SECRETARY**  
**THE DEPUTY SECRETARY FOR LEGISLATION**  
**THE EXECUTIVE DIRECTOR FOR LEGISLATIVE SERVICES**  
**THE DIRECTOR FOR COMMITTEE AFFAIRS BUREAU**  
**THE DIRECTOR FOR COMMITTEE SUPPORT SERVICE "A"**

**F R O M** : **MR. XERXES S. NITAFAN**  
*Legislative Committee Secretary*  
*Committee on Public Order and Illegal Drugs*

**S U B J E C T** : **SUMMARY REPORT ON THE FIRST PUBLIC HEARING**  
**CONDUCTED BY THE SENATE COMMITTEE ON PUBLIC**  
**ORDER AND ILLEGAL DRUGS ON SENATE JOINT**  
**RESOLUTION NO. 3, HELD ON WEDNESDAY, DECEMBER 8,**  
**2004, 1:30 P.M. AT THE SENATOR JOSE P. LAUREL ROOM,**  
**SENATE OF THE PHILIPPINES**

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May I respectfully submit the attached summary report on the first public hearing conducted by the Senate Committee on Public Order and Illegal Drugs on Senate Joint Resolution No. 3 (Joint Resolution approving the Reorganization Plan of the Philippine National Police pursuant to Section 13 of Republic Act No. 8551, otherwise known as the "Philippine National Police Reform and Reorganization Act of 1998") introduced by Senator Manuel B. Villar Jr., which was held on December 8, 2004, 1:30 p.m. at the Senator Jose P. Laurel Room, Senate of the Philippines.

For your Honor's information.

## COMMITTEE ON PUBLIC ORDER AND ILLEGAL DRUGS

### FIRST PUBLIC HEARING

1:30 p.m., Wednesday, December 8, 2004

Senator Jose P. Laurel Room

Senate of the Philippines, Pasay City

### AGENDA

- **Senate Joint Resolution No. 3** – “Joint Resolution approving the Reorganization Plan of the Philippine National Police pursuant to Section 13 of Republic Act No. 8551, otherwise known as the ‘Philippine National Police Reform and Reorganization Act of 1998’” (Introduced by Senator Manuel B. Villar Jr.)

**SENATORS PRESENT:** SENATORS MANUEL B. VILLAR JR. (*Chairman, Committee on Public Order and Illegal Drugs*), PANFILO M. LACSON, and ALFREDO S. LIM

**SENATORS REPRESENTED:** SENATORS RALPH G. RECTO, RICHARD J. GORDON, RAMON BONG REVILLA JR., MANUEL “LITO” M. LAPID, JUAN PONCE ENRILE, JINGGOY EJERCITO ESTRADA, RODOLFO G. BIAZON, and AQUILINO Q. PIMENTEL JR.

**GUESTS/RESOURCE PERSONS:** COMMISSIONER IMELDA CRISOL-ROCES, *Vice-Chairperson and Executive Officer, National Police Commission (NAPOLCOM)*; POLICE DIRECTOR GENERAL EDGAR B. AGLIPAY, *Chief, Philippine National Police (PNP) and Ex-Officio Member, NAPOLCOM*; INSPECTOR GENERAL ALEXIS CANONIZADO, *Internal Affairs Service (IAS), PNP*; POLICE CHIEF SUPT. VICTOR P. LUGA, *Director, Directorate for Plans (DPL), PNP*; and DIRECTOR GIL MONTALBO, *Department of Budget and Management (DBM)*

### SUMMARY REPORT OF THE PUBLIC HEARING’S DISCUSSIONS

At 2:25 p.m., the public hearing was called to order by Senator Villar, Chairman of the Committee on Public Order and Illegal Drugs.

Senator Villar stated that it is the first public hearing of the Committee on Senate Joint Resolution No. 3 seeking to approve the Reorganization Plan of the PNP, which had been submitted by the NAPOLCOM since 1998 when he was still the Speaker of the House of Representatives at that time. However, he noted that due to some turn of events in past Congresses, the approval of the said Reorganization Plan has not come into fruition.

He indicated that based on the proposed PNP Reorganization Plan submitted to Congress, the PNP would be accordingly be able to improve its frontline services, advance community and service-oriented thrust and attain high police visibility, among others. He therefore stated that it is imperative that the Reorganization Plan be approved by the Legislature, hopefully in the Thirteenth Congress under his chairmanship of the Committee on Public Order and Illegal Drugs and as sponsor of Senate Joint Resolution No. 3.

He added that he was fully aware that there had been several committee and plenary deliberations on the Reorganization Plan of the PNP during the past Congresses. On this note, he declared that the previous proceedings in past Congresses be taken into consideration by the Committee in the Thirteenth Congress in order to support the passage of the joint resolution. However, he indicated that the Committee would not be precluded from reporting out a better version of the joint resolution which it would be coming up later on through a committee report.

At this juncture, he indicated that he would be instructing the Committee secretariat to convene the technical working group after the public hearing in order to facilitate the drafting and preparation as well as the eventual filing of the committee report. He also indicated that it is the primary reason for the Committee to conduct a public hearing on the proposed measure in order to hear from the resource persons their views and comments so as to come up with a fine-tuned version of Senate Joint Resolution No. 3, which would finally approve the proposed Reorganization Plan of the PNP.

Police Director General Aglipay thanked the Chairman for the opportunity given to the PNP in order to present its proposed Reorganization Plan and he also expressed hope that the Thirteenth Congress would finally approve it. Subsequently, he requested Police Director Luga to present the proposed Reorganization Plan of the PNP for the appreciation of the members of the Committee.

Police Director Luga gave the following scope of his presentation: Part 1 would be a revisit of the original PNP Reorganization Plan, which contains its major thrusts, strategic points and salient features; and Part 2 would be the PNP's proposed amendments to the Reorganization Plan.

With respect to Part 1 of the presentation, he stated that as a backgrounder the Reorganization Plan of the PNP was submitted through NAPOLCOM Resolution No. 98-278 to both houses of Congress on December 23, 1998 in compliance to Section 13 of Republic Act No. 8551. He said that the Reorganization Plan had been deliberated upon by concerned committees in the Senate and the House of Representatives during the Eleventh and Twelfth Congresses.

He indicated that the House of Representatives had approved the proposed PNP Reorganization Plan during the Twelfth Congress pursuant to House Joint Resolution No. 9 incorporating therein the proposed amendments submitted by the PNP subject to some modifications. He stated however that the Senate was still conducting its deliberations on the Reorganization Plan when the Twelfth Congress adjourned for the 2004 national elections.

As to the major thrusts and strategic points of the Reorganization Plan, he said that these were formulated based on the following two criteria under Section 13 of Republic Act No. 8551, otherwise known as the "PNP Reform and Reorganization Act of 1998": 1) increased police visibility through dispersal of personnel from the headquarters to the field offices and assignment of the non-uniformed personnel to positions which are purely administrative, technical, clerical or menial in nature; and 2) efficient and optimized delivery of police services to the communities.

He stated that consistent with the aforementioned criteria, NAPOLCOM has accordingly formulated the PNP Reorganization Plan that would address the following major thrusts and strategic points: 1) advancement of community and service orientation; 2) improvement of front-line services; 3) attainment of high police visibility; 4) improvement of behavior and internal discipline; 5) projection of civilian orientation and values; 6) enhancement of individual of competence; 7) promotion of accountability and uprightness in the exercise of discretion; and 8) achievement of cost-effectiveness.

As to the salient features of the Reorganization Plan, he enumerated the following: 1) streamlined organizational structure for manageability and limited span of control; 2) restructuring and right-sizing of police regional and provincial offices; 3) reduction of the number of national support units; 4) rationalization of organizational arrangements by line and non-line functions; 5) generation of at least 85 percent of the total uniformed personnel for field duties at the police station level; 6) rationalized manpower distribution; 7) strengthening of

internal disciplinary machinery; 8) provision for personnel build-up; 9) development of realistic career path; and 10) establishment of police-community precincts for improved police visibility.

On this note, he stated that the public would be assured of a more responsive police service with the expected full implementation of the community-oriented policing system or COPS once the Reorganization Plan is approved. He further stated that at least 90 percent of the total uniformed personnel would be eventually assigned to field duties at the police station level. He added that the existing community safety centers, known as police community precincts, would be strengthened to institutionalize the community policing policy of the police service. He indicated that the police community precincts would be the primary providers of police services in the community and would handle the daily policing needs of the neighborhoods. He said that these precincts would function not only as bases for patrol activities but also perform the role of contact point between the police and the public. With this set up, he averred that the community becomes the partner of the PCP in law enforcement and in the maintenance of peace and order.

With respect to Part 2 of the presentation which deals with the proposed amendments to the PNP Reorganization Plan, he pointed out that it is imperative to update the Reorganization Plan to make it more responsive to new challenges since the PNP is a dynamic organization and in the light of developments on peace and order from the time the PNP Reorganization Plan was submitted to Congress in 1998 up to the present. He said that the PNP Reorganization Plan should be anchored on an organizational thrust to proactively address the challenges of global terrorism and transnational crimes.

In this regard, he proposed that the PNP directorial staff should be composed of the following: 1) Directorate for Personnel Management; 2) Directorate for Education, Training and Doctrines Development; 3) Directorate for Investigation; 4) Directorate for Intelligence; 5) Directorate for Operations; 6) Directorate for Police Community Relations; 7) Directorate for Plans and Programs; 8) Directorate for Financial Management; Directorate for Logistics; and 9) Directorate for Information and Communications Technology Management. He said that it is recommended that the national support units should include the police community relations group in view of the intensification of the PNP's anti-criminality campaign that involves community participation and mobilization.

He also proposed that the PNP Maritime Group should be renamed as the PNP Maritime Unit and should be merged with the Special Action Force to enhance such mobility in the performance of police functions over Philippine territorial waters and rivers along coastal areas to include ports and harbors and small islands.

Moreover, he proposed for the creation of a PNP Center for Anti-Transnational Organized Crime or CTOC under the Directorate for Intelligence in line with the PNP's effort to intensify its anti-transnational and anti-terrorism campaigns. He said that it is recommended that the general supervision and control of the Interpol National Central Bureau (NCB) in Manila headed by the PNP chief should be returned to the PNP. He stated that the transfer of the functions of the Interpol NCB, which is the direct link between the PNP in the International Criminal Police Organization (ICPO) Interpol, is appropriate and vital to re-enhancement of the PNP's coordination and cooperation with international police organizations on terrorism and other crimes of international magnitude. He further stated that this proposal conforms with the standing policy of the ICPO Interpol wherein it is provided in other countries with fully or partly centralized police structures that the role of the NCB should be assumed by the controlling body or headquarters of the criminal police.

In addition, he proposed the renaming of police regional offices and lower units to "regional office" only, wherein removing the word "office" in the nomenclatures of police

regional offices, district offices, provincial offices and city police offices would connote or emphasize that these PNP units perform line functions. He then also proposed the designation of area police operation supervisors wherein it would mean the designation of the regional directors of police regional offices in Regions 3, 4-A (CALABARZON), 7, 9 and 11 as concurrent area police operations supervisors in order to ensure the PNP's integrated and coordinated effort against criminality in their respective areas of responsibility as well as to enhance joint internal security and anti-terrorism operations with other law enforcement agencies and the Armed Forces of the Philippines.

Moreover, he called for the amendment of the percentage rank distribution which should conform to NAPOLCOM Resolution Nos. 2001-070 and 2003-013 for the PNP to effectively respond to current personal needs and to somehow correct the imperfections in the PNP promotion system which has been affected by the rank adjustment and absorption mandated by Republic Act No. 9675. He then also called for the PNP to be allowed to increase the number of key positions prescribing the rank of police senior superintendent corresponding to the percentage rank distribution and to expand the number of star ranks which include the ranks of police chief superintendent to police deputy director general in view of the increased PNP strength from 111,743 in 2002 to 119,893 at present.

Along this line, he appealed to the members of the Committee for their approval of the PNP Reorganization Plan as it has been pending for the past six years. He thereafter quoted the report of the PNP Reform Commission chaired by Ambassador Sedfrey Ordoñez that the delay in the approval of the proposed PNP Reorganization Plan hinders the organizational effectiveness of the PNP considering the following factors: 1) that the updating of the PNP table of equipment and allowances which serves as the basis in modernizing the PNP has been delayed as the process depends on a revised PNP staffing pattern because this could not take off without the approval of an organized structure prescribed under the PNP Reorganization Plan; and 2) that the rationalization of the PNP promotion system is restricted by the absence of an effective pattern through an approved PNP Reorganization Plan.

At this juncture, Senator Villar stated that the Committee would also discuss during the public hearing the proposal of Senator Lim and the other senators regarding the return of control and supervision of the PNP to the local chief executives which would thereby create a national police force and a local police force.

In his remark to the proposed PNP Reorganization Plan, Senator Lim stated that there is not much to object to the proposed measure because it has been studied and that it has been geared to improve the effectiveness of the PNP. However, he would like to find out from the PNP its position to the proposed two-tiered police force.

Police Director General Aglipay replied that the passage of the bill on the devolution of the police function to the local government units as being proposed by Senator Lim has been anticipated in the formulation of the PNP Reorganization Plan wherein it would enhance the viability of establishing a two-branch PNP. He noted that the police station would form part of the local branch while the national support units and the operating units of the regional police and provincial offices would form part of the national branch. He therefore underscored that the approval of the PNP Reorganization Plan would make the implementation of the proposed two-tiered PNP faster even before the said bill becomes into law.

On the other hand, Senator Lacson inquired how would the PNP plan to accomplish the degeneration of at least 85 percent of total uniformed personnel to field duties at the police station level and eventually increasing it to at least 90 percent considering that it proposes alongside the increase in star-rank positions from 109 to 143 and also creating area police

supervisors. He pointed out that these are additional positions which would in effect tip the balance in the ratio of the police commissioned officers (PCOs) against the police non-commissioned officers (PNCOs), thereby reducing the number of police personnel fielded at the station level.

In answer to Senator Lacson's query, Police Director General Aglipay clarified that there would be no added personnel, funds nor staff for the area police office since the PNP leadership would just designate one of the regional directors as the area police supervisor and using the same staff and funds as regional director. With regard to the proposed added number of generals, he stated that there are now personnel at present who are already occupying such positions whereas he contended that what the PNP would only do is just to upgrade their respective ranks.

Asked by Senator Enrile how many star-rank positions are there in the PNP right now, Police Director General Aglipay replied that there are 91 police generals and that the PNP is requesting that it would be increased to 143. Senator Enrile agreed with the increase in manpower-wise but he contended however that the work and responsibilities would not be commensurate to the proposal. As such, he asked Police Director General Aglipay to submit to the Committee in writing the disposition of the current 91 star-rank officers and the PNP's table of organization.

Due to lack of material time as the Senate plenary session has just started, the Chairman adjourned the public hearing.

At 3:28 p.m. the public hearing was adjourned.

*Prepared and submitted by **Mr. XERXES S. NITAFAN**, Legislative Committee Secretary,  
Senate Committee on Public Order and Illegal Drugs*