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Tamayo, Adrian and Lerios, Hamlet and Carpio, Napoleon
and Sahidaini, Mohammad Hashim and Juevesano, Jesus

University of Mindanao, Davao, Philippines, Mindanao Development
Authority, Philippine Public Safety College, Philippines, National
Police College Region 9, Philippines, Bukidnon State University,
Malaybalay, Philippines

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Combining Anti-Insurgency Measures with Community Policing: the Revitalized Pulis sa Barangay (R-PSB) in Region 11, Philippines

By

Adrian M. Tamayo¹ Hamlet Lerios² Napoleon Carpio³
Mohammad Hashim T. Sahidaini⁴
Jesus Juevesano⁵

Abstract

The study focused on the public safety strategy which combines internal security and community policing program in Davao Region called R-PSB or the *Revitalized Pulis Sa Barangay*. The study involved a total of 620 respondents who are implementers of the program.

The findings revealed that there is an evident high degree of knowledge about the program and wide level of willingness to serve in the R-PSB program knowing that the program directly interacted with the community by providing basic infrastructures like roads, water system, livelihood and social services in the Geographically Isolated and Depressed Areas (GIDAs), and they affirm to be the symbol of governance in those areas. Using factor analysis, the dimension of the R-PSB implementation mechanism, pessimism on R-PSB, Information and Communication, perils of deployment, and capacity building.

On the whole, the community policing cum internal security program of Philippine National Police Region 11 earned an overall assessment of 90.67%. The success factors of the R-PSB are willingness to volunteer (positive effect), R-PSB implementation mechanism (positive effect), Information and Education (positive effect), Perils of Deployment (positive effect), Conduct of Briefing (positive effect), Community Resilience (positive effect), Community Development (positive effect), Governance Credibility (positive effect), Making Sense of R-PSB (negative effect). Except with the Making Sense of R-PSB, all other variables contribute to the success of rating of the R-PSB.

Keywords: Community Policing, Internal Security, Philippine National Police, Davao Region

¹ Faculty, University of Mindanao Graduate School; Public Relations Chief, Mindanao Development Authority; Student scholar, Master in Public Safety Administration Batch 2022-24, Philippine Public Safety College

² Police Lieutenant Colonel, Philippine National Police; Digos City Police Chief, Digos City, Philippines; Student scholar, Master in Public Safety Administration Batch 2022-24, Philippine Public Safety College; Alumnus, National Police College Region 9, Philippines

³ Police Lieutenant Colonel, Philippine National Police; Criminal Investigation and Detection Group, Northern Mindanao, Philippines; Alumnus, National Police College Region 9, Philippines

⁴ Police Lieutenant Colonel, Philippine National Police; Maritime Group, Philippine National Police Bangsamoro Autonomous Region in Muslim Mindanao, Philippines; Alumnus, National Police College Region 9, Philippines

⁵ Doctor of Management, Bukidnon State University, Bukidnon, Philippines

INTRODUCTION

Professor Millie (2014) put forth a thought-provoking question where most of the individuals in the society had considerably absconded into just an ordinary and simple description of police works, “what are the police for?”.

Professor Millie underscored the tone of police being tough the moment they step-in training courses of the police to become crime-fighters. Significantly, the question also presupposes the sublime role of the police in responding to emergencies and even securing daily community activities which is being referred to as the low-policing (Brodeur, 1983, 2007) but characteristically done in continuum.

The visible presence of the police in the community in doing foot patrol, checkpoints or other policing activities symbolizes social order (Wakefield, 2007). On the side note, Hough (1984) pointed out that the police patrol would contribute minimal contribution into fighting crime as the police presence will deter the act of crime, makes the would-be victims negligent and carefree, or that crimes will just be flushed out and be committed somewhere else.

Cleverly explained, when police are on patrol or on check-point, they are doing broad activities of search when in fact they have known particularly who the criminals are through their intelligences and the crime data that they maintain. Hough (1984) calls this as waste of time when such time could have been spent wisely in catching criminals.

The Philippines is host to two longest insurgencies known to the history of mankind: the Marxist-Maoist-Leninist inspired New People’s Army since 1969 and the Moro insurgencies with prominent groups taking on the spotlight like the Moro National Liberation Front (MNLF) and later with the Moro Islamic Liberation Front. The insurgencies had caused the country a major setback in development (Morales, 2003) and economic progress, and continued socio-economic divide between the rich center and the poor rural villages.

Counter-insurgencies is a serious and big task on the part of the government for it would require huge manpower and resources. Corum (2006) observed the British government’s response to the Malaya insurgencies of 1948-60 being a police matter relegating the role of the military to providing support and manpower for essential police operations such as search and cordon operations, roadblocks and area control operations, and area search and sweep missions. Considerably, the army is limited by the nature of their functions which is to defend the established government from foreign or internal threats.

After a military skirmish with the rebels, driving them away to the remotest point, the void caves if no community order is maintained, this is a function of the police.

The police presence in the community fills the void that is created by lack of government symbol. The police in other countries including Canada (Leven and Dutton, 1980) and

China have expanded their role to include social services (Wang, 2014), bend towards strengthening the low policing tasks which require ensuring order within a community.

Leven and Dutton (1980) describe the role of the police either as law enforcement or maintaining order, by and large, the expansion of the role of the police is a result of the request of the civilians to meddle during instance when opposing individuals accuse each other of being at fault which is order maintenance, or under circumstance when presence of victims and violators of the law entangled the whole community in chaos.

However, Collier (2008) disputed that rebellion is strongly associated with economic issue rather than an issue of addressing grievance. He took a further step by describing that the act of rebellion is nothing short of committing violent crimes and that the romanticisms of the rebels of their cause is a very and thin line that separates them from the political cloak seeking redress against the legal government, and their acts of banditry, arson and crime offenses against the civilian community who do not sympathize with their cause.

The law enforcement nature in counter-insurgency which underpins the police functions further developed the link of the police with the community at the local level. Such claim is supported by the finding of the study of Vicente (2019) in the case of Baguio City PNP in its counter-insurgency campaign.

In November 21, 2011 Philippine National Police Director General Nicanor Bartolome issued the Letter of Instruction widely referred to as *Pulis Nyo Po sa Barangay* pursuant to the directive of the Chief PNP to win the community by assigning one policeman in every barangay who will serve as a conduit between the community and the unit or office of the assigned police personnel.⁶

PNP-Memorandum Circular 009 was issued on April 30, 2015 known as the Barangayanihan (revitalized Barangay Operations Peacekeeping Operations) which strengthens the implementation of the community-oriented policing programs which is a firebrand of shared responsibility of maintaining peace and order between people by applying the doctrine of reciprocal responsibility.

Since it first implementation in 2011 and an attempt to resuscitate to active life the *Pulis sa Barangay* (PSB) through the CMC-009 which took shape in the very philosophy of Robert Peel that the *community is the police, and the police is the community*, a mirror reflection of the role and importance of the police in the community, and the commitment that maintaining peace and order is a share responsibility of both.

Upon assumption on the helm of Police Brigadier General Filmore Escobal of the Police Regional Office 11, the regional chief gave order to the 11,000 strong police officers to revitalize the PSB to complement the implementation of the Executive Order No. 70⁷ to combat communist insurgent in the Davao Region.

Initially, 189 *Pulis sa Barangay were trained* in 2019 which were deployed to 55 Communist Terrorist Groups (CTG) and eventually were given mission order to clear the

⁶ Pulis Nyo Po sa Barangay addendum LOI 22/09 Bayanihan.

⁷ Executive Order No. 70 s. 2018, Institutionalizing the Whole-of-Nation Approach in Attaining Inclusive and Sustainable Peace, Creating a National Task Force to End Local Communist Armed Conflict, and Directing the Adoption of a National Framework

barangays from the influence of the insurgents. By 2020 the second batch composed of 150 personnel underwent training, which will add to the expected total of 600 Pulis sa Barangay.

With almost two years into its implementation, the *Revitalized Pulis sa Barangay (RPSB)* Program of the PRO 11 is seen as prime for a formative assessment to determine the gains of its initial implementation.

STATEMENT OF THE PROBLEM

This aims to address the question of how well is the implementation of the *Revitalized Pulis sa Barangay (R-PSB)* project of the Police Regional Office 11, Davao Region, Philippines in terms of awareness, community acceptance, the dimensional constructs of the program, and the determinants of success of implementation.

REVIEW OF RELATED LITERATURE

The primary role of the police is to enforce the law, such that, police are expected to be no-nonsense in the administration of law enforcement and maintenance of order. Police face multiple social ills such as crimes, drugs, civil unrest, and in some instance brutality of their own colleagues in the force of some suspects (Trojanowicz & Bucqueroux, 1991).

In the Philippines, the structure of political-economic setup affects government's fight against the insurgencies in the countryside. Largely, the Philippines structures of neoliberalism with widespread poverty resulted in widening in the social gap between the rich and the poor marking huge inequality in the distribution of wealth which feed the revolutionary movement in the country (Lindio-McGovern, 2020).

This is further complicated by the problem of drugs in the country, which experts note having interlink with the rebellion as source of funding (Regilme, 2021) in addition to the collection of revolutionary taxes, permit-to-campaign every three years as the Philippine elections are done in three-year interval.

The paper of Sumad-on (2021) recommended in his work that the police and military to convene to continuously to ensure delivery of basic social services which are identified by the villagers through the barangay local government units, this will improve the relationship with the community as the government continue to counter the insurgencies and terroristic activities perpetrated by the NPA's.

The police are referred to as having "awesome" responsibility to secure maintenance and adequate and efficient police force within their area of responsibility (Boyle, 1999), an authority that is associated with practice of hard power to ensure that the safety and order in the community work for the greater welfare of the public while at the same time punishing the deviants of the law.

Yet, in the paper of Marinas, Saong and Tumbaga on the strategic analysis of the PNP Patrol Plan revealed in condensation that the police work such as crime prevention and crime solution cannot be solely done by the police force alone. As such, the conduct of self

in line with the expected morals and professionalism as police officers (Seloy-Sagpey, 2012) are important as they interact and perform their jobs to prevent and resolve crimes, including counter-insurgencies.

Vicente & Vicente (2020) emphasizes that the backbone of police station which will render the police officers nearer to its constituents in the Philippines. This is aligned with the understanding of Zhao, He & Lovrich (2003) who pointed out that the core functions of police in America include crime control, maintenance of peace and order, and provision of other services.

The other services become prominent as a public security demand in relation to the economic shift of the Chinese economy from a laggard state-planned to a market-driven economy (Wong, 2002).

Along with this transformation is the change that occurs also in core values, leadership, organization structure and process, operational procedures and practices of the police in fighting crimes in a modernized society characterized by people with more income and industries showing vibrant activities.

The role of the police is largely related to the crime-fighting activities with the end in view to ensure peace and order in the community. The notion of peace and order can also be relegated into events and circumstances that are not man-induced however largely affecting the peace and order condition of the community including disasters and accidents.

The campaign against drugs is an additional feature of the policing function (Sy, Bontje, Ohshima and Kiepek, 2020). Underpinning the role of the police in these circumstances led into the notion that police is expected to intervene in every kind of emergency (Cruz, Frontuna and Tus, 2021; Bittner, 1990).

The emergent role of the police leads to the context of wide policing and narrow policing (Millie, 2014) which effectiveness is measured by police trust as practiced by Deri, Gibas & Dio (2020) in the Province of Albay.

The widened role of the police suggests that at any time, police is asked to intervene, and upon the bidding of the private, expanding the law enforcement and symbol of order functions towards larger social service ensuring that community is part of the process of providing police service (Laru-an & Beuo, 2015).

The interaction between the community and the police defines the sub-culture of the police which is a bundle of “attitudinal variables that seek to explain police behavior” as mentioned by Vicente and Colleague (2020) and in earlier study of Waddington (1999) in the event of keeping peace and law enforcement (De Ungria & Jose, 2020; Levens & Dutton, 1980) functions.

Police responses in the spectrum of policing models include various types such as private, community to tribal policing as underscored by Lithopolous & Ruddell (2010) and Ragandang (2018) in reference to the police interaction to the aborigines of Canada. It is interesting to note that the places where Canadian aborigines are found are also the places where crime rates are high, and in fact, higher than the national averages.

As such, the unique situation when national crime rate declines yet aborigine areas' crime rates continue to increase calls for a unique police response. It is now a demand drive police response.

However, it was further noted that unlike urban police, rural police work alone and a backup comes as a difficult response (Lithopolous& Ruddell, 2010) forcing the rural police to develop diverse range of skills, deep understanding of cultural beliefs, the factors that shape relationships in the community, and the pathways to crime.

The expected skills set of rural police is a result of the behavioral tendencies of those individuals belonging to lower socioeconomic status to rely on the police for wider range of services as compared to those who are economically-advanced (Landau, 2019) and among the indigenous peoples' groups (Naganag, 2019) which, as noted earlier, expanded the impression that police work is the use of coercive force in the context of law enforcement.

The expansion of police works not include primary security (Landau, 2019) harbinger of social services and reference for information (Levens and Dutton, 1980) including media coverage of community policing success stories, public relations, fear-reduction, and benefits of crime prevention (Maguire, Kuhns, Uchida & Cox, 1997).

The Chinese police geared up its engagement with the public by providing social services as part of their police works by facilitating empowerment (Wang, 2014). Vicente (2019) clearly understood the power of community relationship and policing work such that in his study involving the police in Baguio City in relation to curbing the threat of terrorism, he noted that the community is a ready and available factor that will significantly reduce the potential of terror attack in the summer capital of the Philippines.

The exceptional engagement of the police will provide a context and understanding of the community to the point of the details of potential crime commission by demographic characteristics as Laru-an &Beup (2015) in their study among the members of the PNP.

In Queensland, Australia, this is called inform policing (Dwyer, Scott and Staines, 2020) which describe the community engagement of the police with the indigenous Queensland population where the former barely extend long time in serving rural areas which hamper the trust level of the indigenous communities with their rural police towards addressing crimes and law enforcement challenges.

The fear-reduction role of community policing (Maguire et al., 1997) is an unintended but positive outcome of the objective of the police agencies to obtain strong public support, right public image, or government funding support.

The downside of the community policing is on the clear understanding of what policing in the community really means as it remains to be untested, however, it is certain that it is meant to deal effectively with street crimes involving crimes of violence and drug trafficking (Sadd&Grinc, 1996) through foot patrols and bicycle patrols, getting out of patrol cars(Maguire et al., 1997) including neighborhood cleanups, revitalizing depressed areas and fixing broken window, in reference to the broken window theory which suggests that any tolerated infraction will lead to greater police problem (Bell, 2015)

Community policing as already noted is widely noted to be falling within the traditional frameworks that hover on coercion and control favoring particularly the lower socioeconomic classes who rely more on the police to institute maintenance of order for the socially disadvantaged (Landau, 2019).

The law enforcement function in the community policing role focus on protection of lives and properties, maintain peace and order and take necessary steps to ensure public safety (Vicente, 2016) handled in a professional and cognizant of the culture of the place.

Community policing in aboriginal areas in Canada is characteristically a small number of officers which poses the basic question on the effectiveness of police response to the unique needs of the residents (Lithopoulos & Ruddell, 2010).

Given the unique situation and the importance of providing necessary police services, police officers are expected to develop a range of skills that cover the ability to understand the culture and how this factor affect interpersonal relationships, tendencies to commit crimes, and how the aborigines in the non-urban Canada respond to crime.

Lithopoulos and Ruddell (2010) observe that though police exert effort to meet the huge police service demand of the aborigines, residents who receive their services do not place high regard on the police services and do not rate police service very highly. The poor rating afforded by the rural residents to the police perhaps may be due to the police sub-culture which delineates mission, desire for action and the glorification of violence in the “us versus them” social division which isolates the police from the community that they serve. The division carves suspicion and cynicism as Waddington (1999) warns the growing animosity between the two groups.

The geographic factors such as remoteness and isolation determine the criminalistic pattern that is different from urban centers which adds to the challenge of the social impression that police capabilities to address crime hinges on familiarity with the locality such that the police are expected to be mindful of local conditions, knowledgeable of the place, and have the ability to blend with the local communities (Woof, 2015), and creating a pseudo space where police need to be “in” and “of” of the communities they are working in (Fenwick, 2015).

Although the chasm may be enlarged by occasional clash between police and the community, the police officers morphed their policing through expansion of services by taking further steps in addressing the request of the community to mobilize the police for law enforcement and in ensuring order in the community (Levens and Dutton, 1980).

Improvement in the community policing was noted by Zhang and colleagues (2020) including the use of social media tools in forging collaborative forms of security production to boost surveillance, determine security breaches and various forms of vigilantism. In all of these, promising community oriented policing best practices are developed (Hoffmann & Feltes, 2020) which increments the positive outlook for the police officers.

The police officers themselves were found to experience satisfaction of their police works when doing rural community policing due to higher degree of autonomy due to the remote location of the operation (Pelfrey, 2007) and the positive impression of the residents.

A closer look in the community response to the policing activities in rural communities reveals that the minority groups tend to trust less the police, and a sub-class analysis pointed out that the community policing does not readily lead to enhanced positive impressions as Prine, Ballard & Robinson (2001) found out in their study of the rural community policing in America.

Philippine policing

Policing in the Philippines moves as far back the Spanish colonial era and the American occupation largely influencing the current Philippine National Police. The forebearer of the Philippine Police started with the establishment of the Philippine Constabulary in 1901 which was a solution to the dwindling enlistment of American volunteers as soldiers, while on the other hand, remnants of the Philippine revolutionaries continue to fight the Americans in a guerilla tactic.

Varona (2010) in his study of the Philippine policing explained that the Philippine Constabulary established by the Americans to fight the remnants of the Philippine Revolution against the Spaniards combined military organization, method and equipment with police powers and discretion. The force was composed of American officers and enlisted Filipinos which effectively subjugated and defeated the American resistance movement.

The Philippine Constabulary would later become the main police force after the World War 2 and the granting of independence of the United States. The force continued to operate with military and police powers to curb crime, disorder, and internal security involving fighting the communist insurgency and the Moro separatist.

When the Philippine Constabulary transformed itself to become the Philippine National Police in 1990 through the enactment of the RA 6975, the ranks of officer and enlistments were deliberately changed to civilian designations, a clear indication that it now takes civilian character.

The Philippine National Police, according to Varona (2010) described that the organization maintains a supporting role to the Armed Forces of the Philippines which means that the police are expected to conduct law enforcement against the communist insurgents alongside intelligence and collection functions, and prosecute internal security operations.

The study of Torino & Malinao (2019) on the police operations in rural community identified the unique position of the sense of safety and peace in the rural setting which contributes to the success of the anti-drug campaign of the police. In this sense, the police are successful when the rural community people trust them. On this note, the anti-illegal drug campaign and the communist insurgency were separated as focus of concerns of the police.

The study of Torino & Malinao emphasizes the importance of restoring peaceful communities as central in securing the trust of the community as the sustained peace will lead to healthy development of the community as in the case of the Negros rural communities (Nicor-Mangilimutan, Mejica & Caelian, 2020).

The two foregoing studies of Torino & Malinao (2019) and Nicor-Mangilimutan et al (2020) stand to the claims that sending the police to the rural areas lead to making the communities habitable, livable and healthily growing.

This is the prevailing impression of the Philippine National Police hierarchy such that the Letter of Instruction (LOI) No. 22 also known as the BAYANIHAN was promulgated on November 21, 2011 established the community rural policing through creation of Barangay Peacekeeping Operations where a composite of police and village personnel compose peacekeeping team to establish order in the community.

The directive establishes the clear guideline of having one policeman in every barangay to serve as go-between between the PNP and the community which laid the strategy of the *Pulis Nyo Po sa Barangay (PSB)*.

THEORETICAL FRAMEWORK

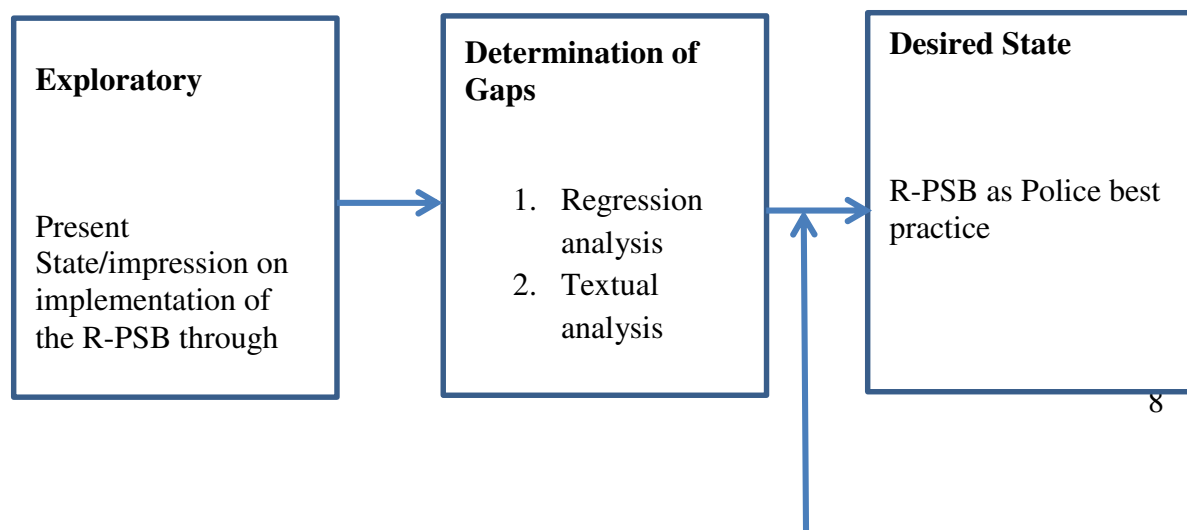
This study is based on Armstrong, Francis and Totikidis (2004) community governance theory which is primarily concerned with the ability of community governance to function well through the positive interaction of the human capital including those in the government, organizational resources and social capital which can be tapped to solve general and collective issues and challenges of the community towards the achievement of an enhanced well-being of the community, improving resilience and advancement of community amenities.

CONCEPTUAL FRAMEWORK

This study was guided by the paradigm as indicated in the figure below. The first stage of the study is to conduct an exploratory technique by collecting impressions, views and responses in relation to the implementation of the program.

The results of the exploratory analysis will be grouped into thematic concerns which will be used in the determination of the gaps using regression analysis for the quantitative component and the textual analysis for the qualitative part.

The results of the of the exploratory analysis the gap analysis will be used in crafting strategic engagement where the action plan will be crafted. A monitoring and evaluation mechanism will be employed.



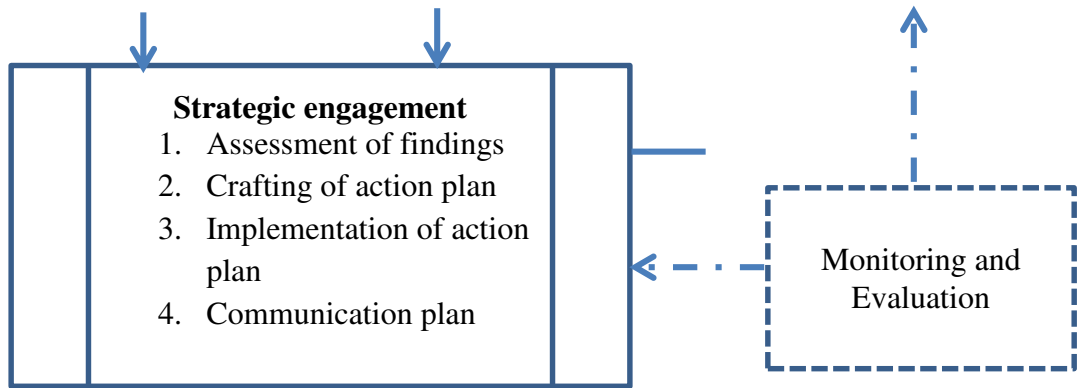


Fig 1. Research paradigm showing main processes and predefined process to arrive at the desired state of the Revitalized Pulis Sa Barangay

METHODOLOGY

This section contains the research design, description of the participants of the study, the data and the data analysis technique that will be employed.

RESEARCH DESIGN

The study employed a quantitative where it employed survey on the personnel involved in the first and second phase implementation of the R-PSB.

DATA SOURCES

Primary data were obtained through conduct of survey among the personnel of the PNP who were involved or are currently part of the R-PSB implementation. A survey questionnaire shall be designed to fit the questions to the objective of the study. A Cronbach Alpha on the instrument was conducted to determined validity of the questionnaire and the eventual reliability of the data that shall be collected.

The secondary source of the data was taken from the various offices of the Regional Headquarters of the Police Regional Office 11. The data included but not limited to the crime data in targeted areas where deployment of the RSPB was made in 2019 to 2020.

DATA COLLECTION METHOD

The survey instrument was developed scientifically. The instrument was in format of exploratory where questions are non-structured and are numerous so as to allow latent constructs will be detected from the overall data to be collected.

A structured questionnaire does not dilute the candidness of the respondents in answering the instrument consequently loosening the contexts and themes that are supposed to be detected using a statistical technique.

Table 1 Range of rating for the survey

Bounds		Adjectival description
Lower	Upper	
4.3	5	Very high
3.5	4.2	High
2.7	3.4	Moderate
1.9	2.6	Low
1.0	1.8	Very low

The questions were subjected to internal reliability. With a pilot test of twelve respondents, the Cronbach Alpha was 0.644 and 0.69 Cronbach Alpha on standardized items for the 59 questions of the survey tool which was considered to be within the acceptable level, hence, the questionnaire passed internal validity test.

Reliability Statistics		
Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
0.64	0.69	51

SAMPLE SIZE

The survey yielded a total of 620 respondents which maintained 5% margin of error and 99% confidence level for a targeted population of 11,000 personnel which is the total Police Regional Office 11 force. The online survey was conducted from July 7, 2021 to July 10, 2021.

STATISTICAL TREATMENT

The study employed the Exploratory Factor Analysis (EFA) in determining the latent constructs of impressions and views of the PNP personnel who took part in the implementation of the *Revitalized Pulissa Barangay* (R-PSB). The extracted constructs were captured to form the thematic areas in the formative evaluation of the project.

After evaluating the constructs, the components of the factor analysis were converted as determinants in the regression analysis model was developed to signify how each component contribute to the success of the R-PSB.

PRESENTATION OF ANALYSIS AND FINDINGS

As presented in table 1, the demographics of the respondents are mostly aged 23-29 years old (46%) followed by 30-39 years old (36%) while 2% are coming from ages 50-55 years old.

Huge majority of them are males taking 77% of the total while 20% are females and 3% chose not to indicate their sex.

More than half (54%) of the respondents hold the rank of Patrolman/Patrolwoman while the highest ranking among the respondent is a Police Major (0.16%) while there are also holding the rank of police captain (1%), while the police lieutenants (9%) are oftentimes designated as the team leader the R-PSB team deployed in remote villages.

In addition, 36% of the respondents are R-PSB from Davao City Police Office, 29% are from Davao Occidental Provincial Office. There are also NSU who joined the R-PSB, though noted to be minimal (1%), and from the Regional Headquarters (9%).

Moreover, majority of the respondents (57%) have 1 to 5 years of police service, while 18% of them revealed that they are into service for 6 to 10 years. Others either have 11 to 15 years of service (12%), 16 to 20 years (7%), and 21 to 30 years (3%).

Table 1
Socio-demographic profile of Police Respondents

Variables	Category	F	%
Age	23-29	286	46
	30-39	226	36
	40-49	73	12
	50-55	10	2
	Missing	25	4
	Total	620	100
Sex	Category	F	%
	Male	475	77
	Female	127	20
	Not indicated	18	3
	Total	620	100
Police Rank	Category	F	%
	Patrolman/woman	334	54
	Police Corporal	111	18
	Police Staff Sergeant	56	9
	Police Master Sergeant	8	1
	Police Senior Master Sergeant	14	2
	Police Chief Master Sergeant	7	1
	Police Executive Master Sergeant	10	2
	Police Lieutenant	58	9
	Police Captain	7	1
	Police Major	1	0
	Not indicated	14	2

	Total	620	100
	Category	F	%
	Davao City Police Office	222	36
	Davao del Norte Police Office	5	1
	Davao del Sur Police Office	16	3
	Davao Occidental Police Office	181	29
Police Office	Davao Oriental Police Office	33	5
	Davao Oro Police Office	81	13
	NSU	5	1
	RHQ	54	9
	Not indicated	23	4
	Total	620	100
	Category	F	%
	1 to 5	352	57
	6 to 10	113	18
	11 to 15	75	12
Length of police service	16 to 20	41	7
	21 to 25	15	2
	26 to 30	6	1
	not indicated	18	3
	Total	620	100

The functional role of the respondents in relation to R-PSB is shown in table 2. As indicated, 21% of them have less than a month exposure to R-PSB as most of the respondents are Patrolman/Patrolwoman who may have finished the basic training course for the police. Exposure to the R-PSB is a component training under the BISOC training in the Police Regional Office 11.

Respondents with 4 to 6 months training comprise 40% of the total respondents, noticeably there are also respondents who have more than a year involvement with R-PSB taking 7% of total. They may either be the pioneering team who continue to serve the program as the R-PSB is a two-year old program of the PRO 11.

Deployment with the R-PSB is supposedly on a rotational basis to allow fresh troops to serve the rural areas, but it may seem that the 14 patrolmen/patrolwomen, 9 police corporals, 5 police staff sergeants, 1 police senior master sergeant, 14 police lieutenants, and 1 police major are manifesting mark of passion for the R-PSB.

They could have opted to be rotated as this is the nature of the program, but staying longer than the usual tour-of-duty is an indication of dedication to R-PSB. One cannot just stay that long in remote villages without electricity and regular amenities of a police station, and yet the 44 police officers opted to serve the program.

Most of the respondents served the R-PSB as member of the team (74%), while 11% of them serve as Team Leader and 1% as Deputy Leader. It may seem that at some instance, a team may not have a deputy leader, which reveals how thin the team is.

As part of the program, the team has to extend support services to the remote villages, evaluate their needs and find ways to improve the conditions of the area through small livelihood project, access road projects, liasoning with other agencies to acquire seeds that

can be used by the farming families in the remote areas, facilitate the registration of children with the civil registrar, and in the instance when the police rank permits, administer a wedding in the community.

The respondents reveal their source of knowledge about the R-PSB is from the Commissioned Officers (39%), from their Commanding Officers (34%), and from the Team Leader (8%). This finding points on the direction of effective communication line in the implementation of the R-PSB, the reliable sources of information are the Commissioned Officers themselves. The Officers have taken it into a step level to ensure sharing of information within their area of responsibility.

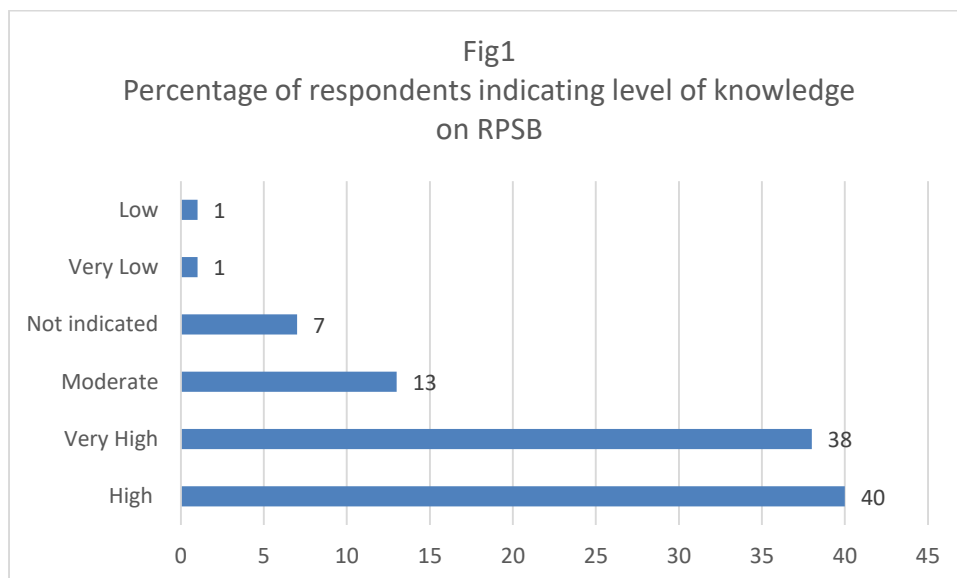
The cascading of information is mostly done in briefings (88%) which conduct of it is not limited to those who are set to be deployed as there is an instance when an officer joined a briefing without being deployed under the R-PSB.

Table 2
Functional and Role Profiles of Police Respondents to RPSB

Variables	Category	f	%
Length of involvement with RPSB	less than 1 month	132	21
	1 month	19	3
	2 months	18	3
	3 months	16	3
	4 months	67	11
	5 months	119	19
	6 months	60	10
	8 months	14	2
	9 months	4	1
	10 months	9	1
	11 months	27	4
	12 months	12	2
	more than 1 year	44	7
	Not indicated	79	13
	Total	620	100
Role in the implementation of RPSB	Category	f	%
	As leader of the unit	70	11
	As deputy	6	1
	As member of the unit	458	74
	Not indicated	86	14
Total	620	100	
Learned or heard about RPSB	Category	f	%
	Civilian during the deployment	3	0.5
	Commissioned officers	242	39
	Non-commissioned officers	36	6
	Non-uniformed personnel	1	0.2
	Our CO	211	34
	Our Station Deputy	4	1
	Our Team Leader	51	8
Read somewhere	19	3	
Not indicated	53	9	

	Total	620	100
	Category	F	%
	No	16	3
	Yes	544	88
Joined briefings on RPSB	Cannot remember	7	1
	Joined not deployed	1	0.2
	Not indicated	52	8
	Total	620	100

Given then respondents relative length of exposure and experience under the R-PSB program, some 78% of them indicated high to very high level of knowledge about the R-PSB including the mechanics for deployment which include coordination with the barangay officials, physical preparations, community police service, and linking with various organizations including government and private associations in addressing the identified community needs. On the other hand, 2% of the respondents reveal that they have very low and low knowledge about the program.



As presented in figure 2, an overwhelming majority are indicating that they are making sense out of the R-PSB as a police social program in the purview of the community and service-oriented policing where the R-PSB personnel stay with the community, relate with them, talk and understand their concerns building closer ties with the members of the community. Through the program, they get to learn about the needs of the community, their source of income, their concern for education of their children who are easily attracted to the recruitment of the NPA.

A minimal number, composing a combined 12% are either not making sense out of the R-PSB as to the reason why the police personnel are taken from the police stations to stay close to the danger of being attacked by the NPA in the formerly rebel-infested villages. In addition, the idea of Basic Internal Security Operation Course (BISOC) is to offer specialized training to develop adeptness among highly organized and highly trained police officers centered on harnessing capability to respond effectively and successfully address situations of insurgency, criminal terrorists.

The R-PSB however takes the notch of friendly approach to community policing rather than developing skills and competencies of police response.

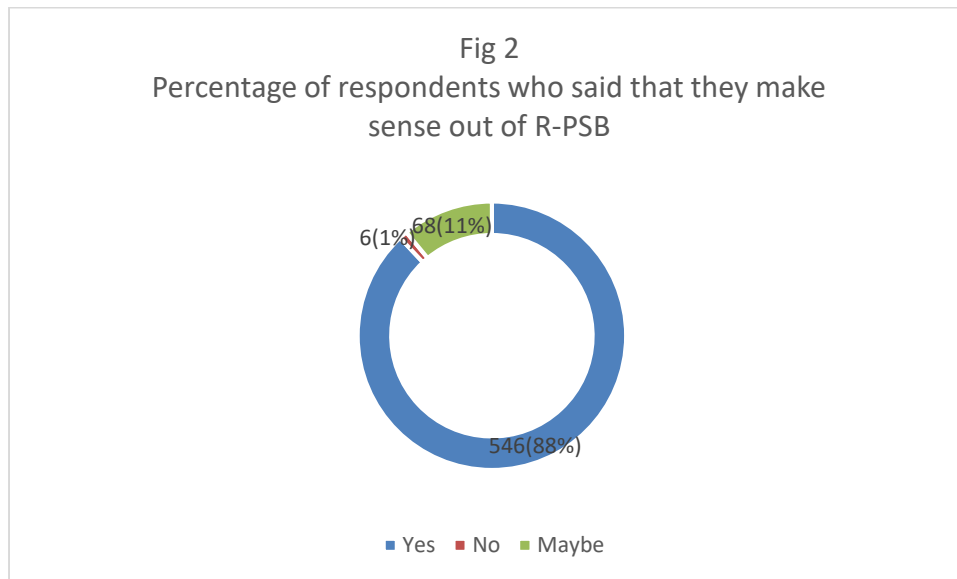
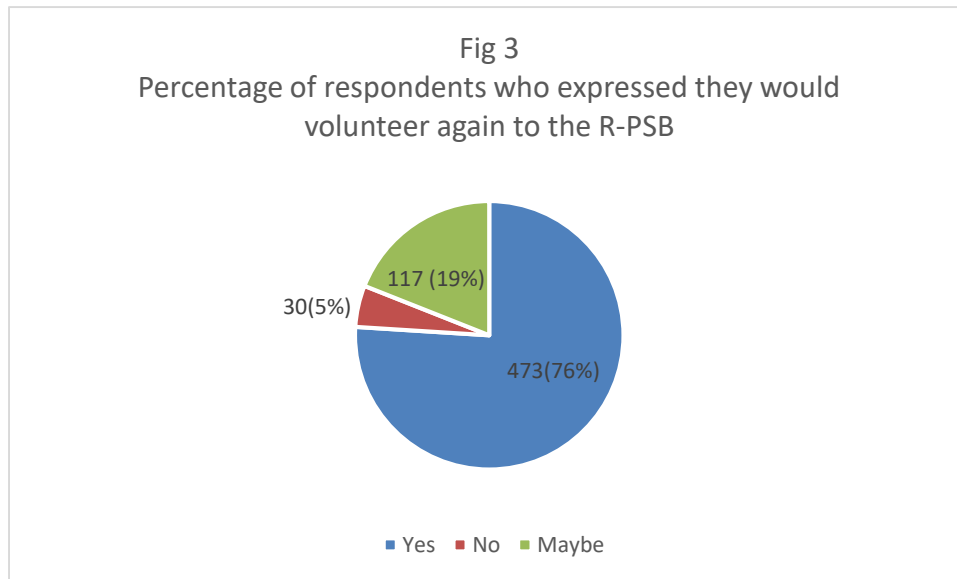


Figure 3 presents the percentage of respondents who expressed willingness to volunteer to the R-PSB which means getting deployed to remote villages across the Davao Region villages that were formerly rebel-influenced.

Compared with those who make sense out of R-PSB, relatively a lower number of them expressed desire to volunteer though still considered to be a huge percentage share still at 76%, while 19% of them indicated ambivalence to volunteer to the program, while 5% are adamant to volunteer.

The result point to the need to popularize the idea among the police officers that serving in the remote villages is as good as serving in the rural areas, and that the fruits of winning the community, introducing to them the concept of hegemony and oneness through a working government represented by the police under the R-PSB is far better than fighting off the Maoist rebels in the mountains of the Region, or being ambushed by a multitude of militiamen.

This is disabusing their thoughts that the BISOC as advanced training to acquire unique police competencies to address insurgencies and high level terrorism is at the roots found at the community that breeds and nurtures terrorists. Nipping the bud for terrorism which is eradicating the wick to rebel against the government is far better than welding a weapon and pointing it at any suspect of rebellion.



As noted, the R-PSB is a rehash of an earlier program under PNP General Bartolome, and along with the execution of this program are the dimensions that were developed for a uniformed national implementation of the Pulis sa Barangay which covers community support, community resilience, community development and governance credibility.

The R-PSB does not distance itself from the older program of the Pulis Nyo po sa Barangay, hence it also takes similar dimensions in the implementation. On this, the respondents were asked of their ratings on the dimensions of the R-PSB. The respondents were asked to evaluate the implementation of the program based on the four dimensions, the respondents can give a rating from 1 to 100, with a passing score of 75 and above.

As presented in table 3, the community support rating under R-PSB is 90.71% which is considered to be outstanding. The community resilience received a rating of 90.21%, community development with 90.90%, and governance credibility with 91.27%, all fall within category of outstanding. The respondents gave an overall average rating of 90.67% of the R-PSB.

A closer review of the ratings given by the respondents which are reflective of their experience of the R-PSB, governance credibility received relatively highest grade. This dimension deals with winning the community to the side of the government in the performance and delivery of basic social services to the community noting of the latter's acceptance of the governance symbol, in this case, the police officers serving under the R-PSB and are doing police social service.

Table 3
RPSB Implementation Scorecard

Dimensions of RPSB	Rating	Description
Community Support	90.71	Outstanding
Community Resilience	90.21	Outstanding
Community Development	90.90	Outstanding
Governance credibility	91.27	Outstanding
Overall Rating of RPSB	90.67	Outstanding

93-100 Outstanding; 85-92 Very Good; 75-84 Good; below 75 Failure

Disaggregating the ratings by Police Office, the Davao del Sur Police Office obtained a rating of 94%, followed by Davao del Norte Police Office with 93%, both Police Offices were given Outstanding ratings. The Davao City Police Office obtained 92% deemed as Very Good, followed by Regional Headquarters (RHQ) and Davao Oro Police Office with 91% considered as Very Good. The Davao Oriental Police Office, though considered as Very Good, yet obtained the least scorecard compared to other police offices.

Table 4
Self-rating of the RPSB Implementation per Police Office

Police Office	Rating	Description
Davao City Police Office	92	Very good
Davao del Norte Police Office	93	Outstanding
Davao del Sur Police Office	94	Outstanding
Davao Occidental Police Office	89	Very good
Davao Oriental Police Office	88	Very good
Davao Oro Police Office	91	Very good
NSU	89	Very good
RHQ	91	Very good

The exploratory factor was implemented to a total of 59 questions to determine latent relationships of the questions to form the components of the R-PSB implementation. As presented in table 5 where criteria of choosing the quality of latent constructs and adequacy of sample is established. The Kaiser-Meyer- Olkin is used to determine whether the sample set is adequate, with a 0.9710 value, it can be concluded that the sample is adequate. Then the test for sphericity was conducted using Bartlett’s test. The result reveals a significant Chi-square value with a probability value lower than 0.05 which suggests that the distance of the questions from each other can obtain logical sequence and substance to represent components of the implementation of the R-PSB.

Table 5
Test of Adequacy and Sphericity, KMO and Bartlett's Test

Kaiser-Meyer-Olkin Measure of Sampling Adequacy.		0.9710
	Approx. Chi-Square	24157.5581
Bartlett's Test of Sphericity	Df	1711.0000
	Sig.	0.0000

The table 6 contains the factors and components of the implementation of the R-PSB. A total of four components were developed out from the subscription of the 59 factors subscribing to form the components.

Given the grouping of the questions to the components, the components were labeled as RPSB Implementation Mechanism comprising 33 factors, Pessimism on R-PSB with 8 factors, Information and Education Materials with 1 factor, Perils of R-PSB with 3 factors, and Capacity Building for RPSB with 1 factor.

The component of R-PSB implementation mechanism generally carries the four dimensions of the PSB which include community support, community resilience, community development, and governance credibility.

In addition, the component of pessimism on the R-PSB can be considered as ready solutions to the potential restiveness of police personnel while deployed in the program, likewise, there is the need to convince all stakeholders that the R-PSB contribute to the overall reduction of the size of the NPAs in the remote villages in Davao Region thereby contributing to the success of the NTF-ELCAC. On this, there is the need for the needed data to convince of the effect of the program.

The component of IEC is cursory of the need to develop education collaterals not only targeting the community but the police themselves as a reference. Learning and education materials will help the police respond to the expectations of community and service-oriented policing rather than the usual instructions during briefing which efficacy will only serve for limited days.

The construct for perils of R-PSB deployment hover around the training and mental readiness of the police officers where the expected animosity of the villagers against them is expected as village used to be controlled by the NPAs. This feeling of being unwelcomed sparks the thought that anytime the villagers may turn them in to the rebels leading to a firefight with them at the disadvantage given their size and armaments.

The component of capacity building for R-PSB bears the idea that the readiness of the police officers to do a community-oriented policing under the umbrella of internal security operation need to be further enhanced to capture its meaning and intention in both carrying the objective of the course and the impact of the course.

The two police functions, community policing and maintaining internal security, are two different but related activities. They can be placed sequentially where which the order of the sequence can be rearranged depending on the situation in the area. That is, community policing is a tool to maintain law and order leading to prevention of terrorism and internal security threats.

On the other hand, internal security operations at some instance will only be successful with the support of the community, hence the need to establish the relationship and support of the members of the community.

However, it is hard to shift from one police function to the other without the proper mandate and direction from the command group. The objective has to be laid in the first as milestones of the implementation of the program.

These targets have to be established based on the paradigm in deploying the police personnel under the R-PSB, which begs for the guidance of whether the deployment of the set of police officers be heavy on gaining community trust, or the intention of the deployment is to upscale internal security.

Table 6 Factors and Components of the RPSB Implementation in Davao Region

Factors	RPSB Implementation Mechanism	Pessimism on RPSB	Information and	Perils of RPSB deployment	Capacity Building for RPSB
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24. I understand that RPSB is police social service as well	0.90		
49. Regular meeting with the barangay helps a lot	0.87		
25. RPSB is also community-based policing	0.87		
23. Our Team Leader is a strong believer of the RPSB	0.86		
32. The program gains positive support from the community	0.84		
37. Community believes the government due to RPSB	0.84		
46. We conduct pulongpulong to inform villages of our intention	0.84		
15. I believe that the RPSB allows us to perform our duties as effective police officers	0.83		
54. The credibility of police improves due to RPSB	0.82		
38. Our Provincial/City Director is a strong supporter of the program	0.82		
36. I feel a sense of fulfillment with the RPSB implementation	0.81		
3. RPSB gives us opportunity to be the better officers in the eyes of the people who barely see government officials	0.80		
22. Water supply program is one of the programs identified under RPSB which will improve the situation of the village	0.80		
27. I personally believe in the merits of the program	0.79		
6. Our Company Commander is a strong believer of the RPSB	0.79		
4. My superior is a good RPSB administrator	0.78		
59. There are positive changes in the community due to RPSB	0.78		
30. The program is an effective way to get the support of the community to address rural insurgency problem	0.77		
9. We are appropriately briefed before deployment	0.77		
33. The local government believes in the program	0.77		
5. We get information regularly about the program	0.77		
48. The neighborhood mapping is important in the success of the program	0.76		
20. The needed social services of the community are identified thru RPSB	0.69		
55. National government agencies are supportive of the program	0.68		
13. I obtained training related to RPSB before deployment	0.68		
35. New resources needed for deployment in support to RPSB	0.67		
21. There is a clear communication line between us and the admin	0.65		
47. I pity the victims of the CTG and NPAs, something can be done to rescue them through the RPSB	0.65		
45. We understand the challenges of the community due to RPSB	0.65		
10. Our family support us while in this program	0.64		
11. I readily get the needed information whenever I ask	0.64		
31. There is effective coordination with the Army whenever we are deployed	0.62		
16. I have the skills to survive when faced with danger while in RPSB	0.62		
41. The health programs availed of by the people of the villages as a result of the RPSB	0.60		
50. The officials of the barangays are unsympathetic	0.75		
40. I dont think that the RPSB will improve the peace and order situation	0.74		
53. The RPSB did not reduce the number of NPA	0.71		
58. Most of the personnel I know do not like the RPSB	0.71		
57. Personnel involved in RPSB have low morale	0.70		
28. I think we are not ready to be deployed to remote areas	0.69		
52. Reports on theft, robbery and similar crimes continue amid RPSB	0.68		
51. It is always the case that a firefight happens when we are deployed	0.65		
12. There are ample communication materials to explain RPSB to the barangay people	0.63		
19. The program exposes the police to danger		0.77	
26. I feel like we are exposed to dangers with this RPSB		0.73	
29. I am scared we might get ambushed or harassed by the NPA		0.61	
34. There is the need to train the RPSB personnel to improve credibility			0.78

The multiple regression analysis was used to determine the factors that significantly determine the R-PSB implementation in PRO 11. Using a stepwise approach in model

building, eight variables were found to be significant. The model possess a model fit of 58.1% to 58.9% which suggests that the variability of the data can explain the model.

The variables that would positively determine the implementation of the R-PSB include the willingness to volunteer which increases the success rate by 1.39 unit for every one police officer willing to volunteer.

A unified and clear mechanism contained in a manual of operation of R-PSB increases the success rate by 0.63 for every unit increase in this component. This component requires clear enumeration of the terms of reference of the personnel involved, from the commanding officer down to the member of the R-PSB unit.

A menu of activities and links with the government agencies to address the identified needs of the community will also help the implementors of the program easily carry their tasks. This also necessitate regularity of community meetings and multisectoral engagement bringing in the benefit of partnership with other government agencies and non-government organizations.

The IEC materials increases the success rating by 0.54 which is as much important in making the police presence significant in the village. The IEC materials can further help win the villagers to the side of the government where convincing factor is increased, it will as much remind the police officers of the expected impact of their presence in the community.

It is also of material value to the success of the R-PSB when perils of the deployment as variable are identified and addressed. Putting the context of the dangers of the R-PSB will prepare them for eventual skirmish that might erupt during their stay with the community, training them on how to respond which increases their skills with weapons and at the same time train them to relate with the community amid internal security threats. Improving the scale of the perils of R-PSB improves the success rate by 0.49.

The conduct of briefing increases the success of the implementation by 3.71 as this variable is also seen as equipping the police officers as implementors of the R-PSB, telling them of what to expect in the village, who are the potential enemies and friendlies, mapping out the terrain, which are needed to prepare them psychologically.

The community resilience as variable contributes 0.15 to the success rating on the implementation of the program, as well as the community development with 0.18 contribution, and governance credibility with 0.57 with every unit increase in the ratings of the mentioned variables.

However, it is coming as a surprise to note that the variable making sense out of the R-PSB contribute negative value to the success of the R-PSB. Supposedly, clearer understanding of the program will lead to more determined and increase in passion towards achieving the objectives of the program, however, this variable counterintuitive results as the greater understanding of the program leads to decreasing contribution to the success of the R-PSB.

This protraction from success can be a result of the disparity of theoretical training and actual practice. When police are trained in the comfort of schools or controlled environment, they can only see themselves experiencing the problem. When the police are exposed through actual training, they see the training as preparation to something, such as

addressing potential security threats brought about by terrorists. Living and understanding the community is a uniquely blended training of becoming a police officer.

Likewise, it is also attributable that as police understand the R-PSB which makes them nearer to the community, their impression of how to sustain it would come as a debacle to their passion. Some successful and impressive programs are oftentimes put aside when a new leader takes the helm. With this dilemma, the myriad of potentials of the R-PSB are being mixed up with the sentiment of non-continuity.

When their knowledge of the program is limited to the implementation without touching on the essence of the whole picture, the police will reach the ceiling of short-gestation activities usually mechanical and non-intrusive of human relations. However, the R-PSB is beyond this. They program aims to win to the side of the government the villagers of the isolated areas and such effort is never a short-gestating efforts. This could be the source of the potential frustration of the police implementers.

The silo police education, that is, the training on internal security has its own set of objectives which might be different from the community service-oriented policing, to law enforcement training, places the danger of turfing and choosing comfortable police function. Rather than taking the holistic and macro skills development to become better community leaders and managers, there are instead who would choose to harness unique community leadership using hard training and unique skills, which to them will help them move through the ladder of their careers. However, the career of the police officer is not only with the police organization, it is with the community.

The success of the police as an organization stands on the fact that the community must as well be an orchard of success for people who would trust, communicate and relate with the police officer to ensure public order and safety, making the police as a community and the community as the police. Intuitively this suggest that the police as an organization manifest the same element of harmony and trustworthiness as any human institution does, is as much, the community in the conduct of its affairs including peacefully living and do business, it takes care of itself, policing its own ranks, and leaving the excessive and socially misfits into the care of the police officers.

able 7
Determinants of RPSB implementation in PRO 11

Variables	Unstandardized Coefficients	Std. Error	Standardized Coefficients	t	Sig.
Constant	4.08	5.73		0.71	0.48
Would volunteer	1.39	0.67	0.07	2.07	0.04
RPSB Mechanism	0.63	0.31	0.07	2.02	0.04
IEC	0.54	0.28	0.06	1.94	0.05
Perils of RPSB deployment	0.49	0.27	0.06	1.80	0.07
Briefing	3.71	1.54	0.08	2.42	0.02
Community resilience of RPSB	0.15	0.06	0.13	2.44	0.02
Community development of RPSB	0.18	0.07	0.14	2.52	0.01
Governance credibility of RPSB	0.57	0.07	0.49	8.81	0.00
Making sense of RPSB	-2.96	1.28	-0.07	-2.31	0.02

R-square 58.9%

Adjusted R-Square 58.1%

CONCLUSION

On the light of the foregoing, the following findings are set forth:

1. Most of the personnel who served in the R-PSB maintain high level of knowledge of the program and indicate that they make sense out of the program, however, it is possible that their drive to implement the R-PSB is contended with the thought of non-sustainability if new leader takes the helm of the Regional Office;
2. Most of the personnel also revealed willingness to serve in the R-PSB again, 76% of them are willing to be reassigned under R-PSB, which is an indication of their dedication to see through their efforts in contributing to the community development through interventions on facilitating and working with other government agencies to provide roads, water system, livelihood and other forms and expression of presence of governance in geographically isolated and depressed areas. As they perform these functions and roles, the police are affirming their presence in these remote and isolated areas as symbol of governance;
3. The R-PSB received an outstanding scorecard rating in its overall assessment (90.67%) an also in the dimensions of the program including community support (90.71%), community resilience (90.21%), community development (90.90%), and governance credibility (91.27%) which figures indicate the success of the R-PSB implementation and mirrors the overall contribution of the R-PSB to the effort to address the problems of insurgency in the countryside. On the whole, the implementation of the R-PSB is considered to be very high, a relative measure of success of the implementation as evaluated by the police implementers themselves. The very high rating of the program is also an indication of the effective community and service orientation program coupled with the anti-insurgency mechanism under the program of the R-PSB;
4. Five components were identified as constructs: Implementation Mechanism, Pessimism on R-PSB, Information and Communication Materials, Perils of R-PSB deployment, and Capacity Building for R-PSB;
5. The regression analysis which provided a proposed model approximated a Goodness-of-Fit measure of 58.1% to 58.9% variability of the data to explain the model. The Goodness-of-Fit measure which indicate a moderate strength of the relationship of the dependent variable and the independent variables. The variables that explain the success of the implementation of the R-PSB are willingness to volunteer (positive effect), R-PSB implementation mechanism (positive effect), Information and Education (positive effect), Perils of Deployment (positive effect), Conduct of Briefing (positive effect), Community Resilience (positive effect), Community Development (positive effect), Governance Credibility (positive effect), Making Sense of R-PSB (negative effect). Except with the Making Sense of R-PSB, all other variables contribute to the success of rating of the R-PSB. The counter-impact of the Making Sense of the R-PSB may be attributable to the dilemma on non-continuity of a police program which have gained momentum in achieving the objective of winning the villagers of the remote and isolated areas to the side of the government;
6. The challenges that the R-PSB implementers experience include the lack of basic services in remote villages including road, water, farm supplies, and logistical

assets. There is also an identified gap in the coordination among government agencies. This points also to the need of working with another agencies of the government, an important element in inducing the whole-of-government approach at the level of the village.

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