
RESEARCH ARTICLE

Philippine National Police Officers' Administrative and Operational Performance in Central Visayas

Arvi A. Arbuis¹ ✉ and **Eduardo Alama²**

¹*Philippine National Police Cebu Provincial Office*

²*Adjunct Faculty, Cebu Normal University*

Corresponding Author: Arvi A. Arbuis, **E-mail:** arviarbuis@yahoo.com

ABSTRACT

This dissertation investigated the performance of the Philippine National Police in Central Visayas in administrative and operational functions. This study covered the period 2012. The maintenance of peace and order is the primary responsibility of the police. It is the agency that is tasked to safeguard lives and properties and maintain public order, as well as prevent and control crime. The police are trained to suppress criminality, enhance community relationships and demonstrate proficiency in keeping certain places to live and to help many people live a more comfortable life. This research utilized the descriptive-survey method aided by the use of questionnaires and an interview guide. The respondents who rated the administrative and operational performance of Central Visayas were the police commissioned officers from the rank of Police Inspector to Police Senior Superintendent assigned in the different cities and provinces of Central Visayas. Results showed that majority of the police officers were males and the majority of them belonged to the age bracket of 51 to 55 years old. Central Visayas was rated by respondents as very satisfactory both in administrative and operational functions. Moreover, it was the age and the number of years in service that had a moderate to moderately large relationship with the administrative and operational performance.

KEYWORDS

Performance of the Philippine National Police, Maintenance of peace and order, prevent and control crime

ARTICLE INFORMATION

ACCEPTED: 01 December 2025

PUBLISHED: 15 December 2025

DOI: 10.32996/ijlps.2025.7.9.5

Introduction

This paper investigated the performance of the Philippine National Police in Central Visayas in their administrative and operational functions for CY 2012. This research was undertaken based on the concept that the maintenance of peace and order is the primary responsibility of the police. The researcher finds interest in determining the performance level of PNP Central Visayas as they perform their functions in policing and in maintaining peace and order.

Shane (2009) stated that measuring performance is necessary even if the citizens will not demand it because it is the ethical thing to do. Kaydos (1999) expounds that performance measures are necessary since feedback on these matters gives managers better control over their areas of responsibility. He also said that performance measures are the best way to communicate an organization's strategy.

In Canada, they are cognizant that the police have a unique role in their democratic system, which must be absolutely free of political influences (Beare & Murray, 2007). The Philippines is also a democratic country but the political intervention exercised by the LGU's is still a big problem. The result would find support in the study of Dannels (1982) that political intervention

Copyright: © 2025 the Author(s). This article is an open access article distributed under the terms and conditions of the Creative Commons Attribution (CC-BY) 4.0 license (<https://creativecommons.org/licenses/by/4.0/>). Published by Al-Kindi Centre for Research and Development, London, United Kingdom.

and political pressure are the primary reasons for the emasculation of the police organization. Although his research was conducted still in 1982, the situation then and at present is still the same, that is, political intervention cannot be evaded in policing, whether such policing work is done abroad or in the Philippines.

Review Related Literature

As part of preliminary research for this study, some relevant related literatures and studies, such as books, theses, journals, seminars and symposia materials, were reviewed and analyzed to serve as guides in this research. Among the materials that were used for preparing this study are:

In terms of the legality of the matter at hand, Sec. 37 of Republic Act (R.A.) No. 6975, otherwise known as the Performance Evaluation System, was used. This law states that "there shall be established a performance evaluation system which shall be administered in accordance with the rules, regulations and standards, and code of conduct promulgated by the Commission for members of the PNP. Such a performance evaluation system shall be administered in such a way as to foster the improvement of individual efficiency and behavioral discipline as well as the promotion of organizational effectiveness and respect for the constitutional and human rights of citizens, democratic principles and ideals and the supremacy of civilian authority over military." This law further states that the rating system shall be based on prescribed standards and shall consider the results of annual physical, psychological and neuropsychiatric examinations conducted on the PNP officer or member concerned.

According to Hertz (1996), data on reported crime rates and crime clear-up rates were used in the past to justify the establishment of police services and to gain community acceptance of police. Such rates were later maintained as critical indicators of performance. He also found that due to the nature of policing, police work was difficult to measure and cost by other means, such that crime rates and crime clear-up rates have historically constituted the main form of information for evaluating police services, at the expense of more meaningful measures. This found support in the study of Bond (1996) that such measures of police performance have suited the traditional interpretation of the police role, which has been narrowly defined in terms of crime and law enforcement-related activities.

In a study conducted by the Australian Institute, the main limitation of these traditional police performance indicators is that they are essentially social indicators. As a form of social indicator, there is a difficulty in determining the true nature and extent of the impact of Criminology police activity on the intended result (Loveday, 1995). Rhydderch et. Al (2004) study also found difficulty in finding consistent "improvement" in police performance as a result of utilizing said measures.

In measuring police performance, the resources used towards police activities (essentially police time) have commonly been ignored (Bond, 1996). Of particular interest is how these resources are committed across proactive and reactive policing programs (White & Perrone, 1997)."

According to Edwards (1999), whatever measures are adopted as an indicator of police activity, he never saw the police as idle. He, however, found that the police spend much of their time doing tasks which are not directly related to crime or public order but rather in performing tasks required of them by some other people. In looking at the activities of police officers, it becomes clear that the amount of time spent of activities relating to traditional policing performance measures (crime or law enforcement activities) is actually relatively small (Bond, 1996). Police provide a service role to the community in at least half of their tasks, even though it is precisely their duties that do not relate to core functions, thereby making them appear inefficient (Edwards, 1999).

The problem is that utilization of human resources in police service commonly lacks measurement and management, despite a "very well researched relationship between utilization, service delivery and cost effectiveness" (Bourne, 1998). Furthermore, the broad range of activities of police officers can be considerably difficult to quantify and much of police work has not been effectively recorded or standardized.

Review Related Studies

Dadds and Scheide (2000) conducted a study in Australia where they unearthed that traditional indicator of police performance, such as crime rates and community satisfaction, are insufficient to measure police performance. In October 1999, the South Australia Police (SAPOL) proposed an approach termed as "activity measurement," which measures the time spent by the police in certain activities. Such an approach was hoped to provide management information that will support decisions and processes affecting police agencies such as planning and budgeting.

Financial support for the expenditures of local police poses a problem as it is dependent on the local chief executive. In some instances, the reliance of police financing on local sources is a problem (Xu, 2009).

In the book of Sonnetag and Michael Frese (2001) they cited that organizations need highly performing individuals in order to meet their goals, to deliver the products and services they specialized in, and to achieve competitive advantage. Performance is also important for the individual, they noted. Accomplishing tasks and performing at a high level can be a source of satisfaction, with feelings of mastery and pride. Low performance and not achieving the goals might be experienced as dissatisfying or even as a personal failure. Moreover, performance, if it is recognized by others within the organization, is often rewarded by financial and other benefits. Performance is a major, although not the only, prerequisite for future career development and success in the labor market. They also noted that although there might be exceptions, high performers get promoted more easily within an organization and generally have better career opportunities than low performers (VanScotter, Motowidlo, & Cross, 2000).

According to Graycar (as cited by Dadds and Scheide, 2000), in the *Australian Institute of Criminology Trends and Issues in Crime and Criminal Justice*, traditionally, police performance has been largely assessed in terms of statistics such as crime rates and, more recently, community satisfaction. However, while these major approaches can provide an indication of what police may spend their time on, they do not directly give information as to what activities they do spend their time on. In October of 1999, at the *National Centre for Crime and Justice Statistics Information Day* organized by the Australian Bureau of Statistics, South Australia Police (SAPOL) showcased an emerging method by which police time spent on certain activities can be measured which they coined as "activity measurement". SAPOL expect that this measurement data it devised will be an important source of performance and budgeting information for the future.

Mastrofski (2002) expounded that traditional police performance measures ignore a fundamental element of the relationship between police and communities is the nature of police-citizen encounters.

Law Enforcement Executive Seminar (LEEDS) is a two-week training program sponsored by the Federal Bureau of Investigation (FBI) for law enforcement officials for midsized agencies worldwide. Among its lecturers in 2008 was Crawford, who found out during said seminar that the professional challenges and concerns were shared by the attendees, regardless of the country or culture, which common issues included motivating and retaining younger officers, inspiring senior personnel, handling budgetary issues, managing rising economic pressures, and the problem of how to combat terrorism.

According to Shane (2008), measuring policing performance leadership is to identify, capture and analyze a large number and wide variety of performance indicators that lead towards better practice. He elucidated that crime is not the only bottom-line measure of performance nor the only standard police leaders can use to determine success. He also put forth the observation that measuring performance should improve societal good, which relates to quality of life, and should also show how to slow the bad aspects which include wasteful spending, victimization and public disorder.

In the study of Rubio (2004), some reasons unearthed that affected the efficiency in the performance of police functions of PNP members in Guihulngan, Negros Oriental were uneven distribution of workload, defective or worn-out firearms, lack of communication facilities; lack of communication facilities; inadequate office supply, no unity and cooperation among personnel and no support from the community.

In the unpublished thesis of Suhay, Jr. (2009), he found out that police officers in Maasin City, Southern Leyte, had a satisfactory performance in the four operational thrusts of the PNP then prevailing in 2009 which were anti-criminality, anti-insurgency, anti-terrorism and police community relations, which left room for improvement to raise the level of performance. He recommended the following recommendations to enhance delivery of police services, to wit: (a) the conduct of seminars and training workshops for PNP personnel; (b) carry out an information campaign in the community; (c) establish linkages and effective coordination; and, (d) conduct monitoring and evaluation activities.

Sibay (2012), who tackled the problems on systems and procedures in the handling of administrative cases against police officers who are involved in major corruption, malpractices and police anomalies and irregularities, identified the inadequacies of NAPOLCOM in the handling and disposal of said administrative cases and consequently recommended the amendment of NAPOLCOM rules and procedures.

Research has also shown that current data on policing are insufficient for either measuring performance or doing good comparative research on police organizations because they fail to capture the full range of work that police do. Whatever indicators one chooses, such should reflect a full and realistic range of police functions and goals. This is the reason why the

researcher decided to tackle this study: to ascertain how the police officers in Central Visayas are faring in terms of their administrative and operational performance and propose measures, if there are deficiencies seen, to improve their performance.

Methodology

Research Method Used

This study utilized the descriptive-survey method of research using questionnaire as principal data-gathering tool. A researcher-made and standard questionnaire was formulated and administered to the respondents. The researcher found also the need to conduct actual interviews aided by an interview guide to get additional information.

Research Environment

The Central Visayas (PRO7) is the main site of the study. Its area of responsibility covers the provinces of Cebu, Bohol, Negros Oriental, and Siquijor.

Research Respondents

The respondents of this research were the Police Commissioned Officers (PCO) of PNP Central Visayas with the rank of Police Inspector to Police Senior Superintendent.

Data Gathering Procedure

The study evaluates the performance of the Philippine National Police in Central Visayas, specifically, on the administrative and operational performance. The evaluation period happened in 2012. The responses of the respondents were compared and treated statistically.

Statistical Treatment of Data

The study utilized weighted mean, arithmetic mean, percentage and eta statistics. Eta statistics was used to determine the correlation between the nominal and interval data to find out if the profile and level of performance correlate, and the degree of association between the mentioned variables and interpreted using the Eta interpretation guide.

Results and Discussion

Performance Level of PNP Central Visayas in Administrative and Operational Functions

Respondents' overall assessment of PNP Central Visayas' administrative performance was very satisfactory which implies that they have good leadership and supervision skills, which might probably be due to the lessons and trainings they learned from the mandatory trainings they had undergone.

The summary of operational performance of PNP Central Visayas which showed very satisfactory performance on areas of intelligence, investigation, police community relation and crime prevention.

Police community relation ranked high in terms of operational performance which can be attributed to the fact that under PNP PATROL Plan 2030, all programs of activities of the PNP are geared towards the achievement of a safe place to live, work and do business or to achieve a peaceful community.

The correlation between the Socio Demographic Profile of Respondents and their Administrative and Operational Performance

Based on the results, it is the number of years in the service and age which had a relationship with personal and profile indicators. It would tend to show that education, mandatory trainings attended, awards received and disciplinary sanctions suffered do not affect performance. However, it should be borne in mind that most of the respondents are products of ladderized promotion and were organic members of PNP who obtained their officerhip through the lateral entry program. As such, they had been serving the PNP for a long time already. It is 27 percent of the respondents had been with the PNP for about 11 to 15 years.

Education and mandatory trainings attended thus are subsumed in age and experience because, in the ultimate analysis, it is experience which is the best teacher.

Problems encountered by the Police Officers

Among the problems encountered in station assignment, the highest concern given was that of political intervention in police work. Almost all respondents cannot evade the meddling of local government units especially since the police stations receive much of their support from the LGU's.

Other problems encountered by respondents were logistical support. The lack of service firearms will also pose a problem in terms of maintaining peace and order because when responding to alarms and disturbance it is probable that the police characters are armed, whose weapons are at times more sophisticated than those of the police.

As for financial matters, despite the support given by the PNP and by the LGU, the respondents reported that their finances are insufficient to support their operational expenses. Funding for this intelligence operation poses a problem especially so if the local police chief is not on good terms with the local government executives. This situation invariably shows how dependent the police are on the local government units for financial assistance.

On operational functions, the emphasis given by respondents was on political interventions. They reported that the local governments units they are serving are motivated to support the PNP but reported that political intervention is at times illegal.

Conclusion

In light of the results of the study, it is concluded that the performance of the PNP Central Visayas in terms of administrative and operational functions is very satisfactory. However, there is still a need to improve its action plans in minimizing crimes and to further maintain peace and order in the region. There is also a need to minimize, if not delete, political intervention if it affects efficient and effective policing. Insufficient firearms and inadequate financial support were also seen as major problems that should also be addressed by the concerned officials.

Recommendations

Based on the findings and conclusions, the following recommendations are presented:

1. The PNP Central Visayas may employ and give one quota allocation for women to enter the police force;
2. With the over-all very satisfactory rating of the PNP in terms of administrative and operational performance in Central Visayas, the administration must continue to support and sustain the programs of the PNP with the help of the NAPOLCOM as the entity responsible for the administrative and operational control of the PNP in the end view of achieving an outstanding performance;
3. Trainings and seminars may be given constantly to the police officers to further improve their performance on administrative and operational matters;
4. Inform the DILG of the negative effects of political interventions so that possible solutions to minimize, if not eradicate, political interventions in policing can be made.

Funding: This research received no external funding.

Conflicts of Interest: The authors declare no conflict of interest.

Publisher's Note: All claims expressed in this article are solely those of the authors and do not necessarily represent those of their affiliated organizations, or those of the publisher, the editors and the reviewers.

REFERENCES

- [1] Abarquez, EA (2008). PNP personnel encouraged to undergo mandatory training. The News Today, December 12, 2008. Retrieved from <http://www.thenewstoday.info/2008/12/12/pnp.personnel.encouraged.to.undergo.mandatory.training.html>.
- [2] Agreda, JM (2014). Nerez Explains Cambay Pullout. Sun Star Baguio, March 11, 2014.

- [3] Aragon, Chito (2013). *Mayor's Choice, PNP Chief Includes Mayor's Choice in List of 5; Will Rama Get His Way?* Cebu Daily News, June 28, 2013.
- [4] Aragon, Chito and Matus Carmel Loise (2011). Comendador is New Cebu Police Chief. Cebu Daily News, March 16, 2011.
- [5] Bacalzo, Raul (2011). *The Basic Foundations as a Legacy*. Philippine National Police Journal, 3rd Quarter 2011.
- [6] Backhaus, M., Burmester, G. R., Gerber, T. H., Grassi, W., Machold, K. P., Swen, W. A., ... & Manger, B. (2001). Guidelines for musculoskeletal ultrasound in rheumatology. *Annals of the rheumatic diseases*, 60(7), 641-649.
- [7] Bastable, Susan (2008). *Nurse as Educator, Principles of Teaching and Learning for Nursing Practice*. Jones and Barlett Publishers: Canada.
- [8] Beare, M. E., & Murray, T. (Eds.). (2007). *Police and government relations: who's calling the shots?* University of Toronto Press.
- [9] Bond, M. H. (1996). Chinese values.
- [10] Byars, Lloyd L. and Rue, Leslie W., (2006). *Supervision: Key Link to Productivity*".
- [11] Crawford, Kevin J. (2008). *Leadership Spotlight*. FBI Law Enforcement Bulletin, September 2008, Volume 77, Number 9. Quantico, VA: USA.
- [12] Dadds, V. & Scheide, T. (2000). *Police Performance and Activity Measurement*. Australian Institute of Criminology, Trends and Issues in Crime and Criminal Justice, November 2000. Retrieved from <https://www.ncjrs.gov/App/Publications/abstract.aspx?ID=186880>.
- [13] Del Camat (2012) <https://www.scribd.com/doc/210388292/Del-Camat-Bpo>.
- [14] Edwards, D. (1999). Emotion discourse. *Culture & psychology*, 5(3), 271-291.
- [15] Fayol, Henry (1841-1925), "*14 Principles of Management*"
- [16] Gerber, Gwendolyn L. (2001). *Women and Men Police Officers, Status, Gender and Personality*. Praeger Publishers: U.S.A.
- [17] Government Pages. CSC MC No.13 s1999. "*Implementation of the Revised Policies on Performance Evaluation System*."
- [18] Government Pages. Republic Act No. 6975. "*An Act establishing the Philippine National Police Under a Reorganized Department of the Interior and Local Government and for Other Purposes*."
- [19] Government Pages. Republic Act 8551. "*Philippine National Police Reform and Reorganizational Act of 1998*."
- [20] Gul, S. & O'connell, Paul (2013). *Police Performance Appraisals: A Comparative Perspective*. CRC Press, Taylor and Francis Group: NW
- [21] Helm, Burt (2011). *How to Use Competitive Intelligence to Gain an Advantage*. Inc. Magazine, Canada. Retrieved from <http://www.inc.com/magazine/20110401/how-to-use-competitive-intelligence-to-gain-an-advantage.html>.
- [22] Hortz, O. (1996). On the efficacy of generic performance indicators for police. *The Police Journal*, 69(1), 68-77.
- [23] J.P. Campbell, McCloy, R. A., Oppler, S. H., & Sager, C. E. (1993). *A theory of performance*.
- [24] Journals and publications. CALEA update Magazine/issue 83. "*Measuring the performance of law enforcement Agencies Part 1 of a 2 – Part article*".
- [25] Kaydos, W (1999). *Operational Performance Measurement: Increasing Total Productivity*. CRC Press: USA.
- [26] Lagunda, Kevin A (2013). *Man slain in shootout with Barili cops*. Sun Star Cebu, August 22, 2013.
- [27] Loveday, B. (1995). Contemporary challenges to police management in England and Wales: Developing strategies for effective service delivery. *Policing and Society: An International Journal*, 5(4), 281-302.
- [28] Marr, B. (2008). *Managing and Delivering Performance*. Elsevier Ltd.: U.S.A.
- [29] Mastrofski, S. D., Reisig, M. D., & McCluskey, J. D. (2002). Police disrespect toward the public: An encounter-based analysis. *Criminology*, 40(3), 519-552.
- [30] More, H. & Miller, L. (2011). *Effective Police Supervision: The Key to Police Personnel Development*. Anderson Publishing: M.A.: U.S.A.
- [31] NAPOLCOM Region 7 Memorandum dated May 29, 2012.

- [32] NAPOLCOM Region 7 Memorandum dated February 6, 2013.
- [33] National Statistics Coordination Board (2012). *National Statistics Office Conducts the 2012 Family Income and Expenditure Survey*. Retrieved from http://www.nscb.gov.ph/pressreleases/2012/PR-201207_PP1_08_fies_Asp
- [34] National Statistical Coordination Board (NSCB). <https://ppdo.bohol.gov.ph/maps/statistical-maps/nscb-based-maps/nscb-poverty-incidence-2012/>
- [35] Platoon, R.R. (2009). *PPSC clarifies role in 'promotions' training*. Philippine Daily Inquirer April 18, 2009 ©2009 Retrieved from http://services.inquirer.net/mobile/09/04/19/html_output/xmlhtml/20090418-200029-xml.html
- [36] Public Information Office of the City Mayor's Office of Bacolod City (2008). Chief of the Regional Public Information Office, Police Supt. Ranulfo Demiar in a memorandum issued April 15, 2008, May 5, 2008. Retrieved from <http://www.bacolodcity.gov.ph/0505081.htm>
- [37] Purisima, A.M. (2012). *Investigation Courses and Scout Training Boost NCRPO Capability*. Philippine National Police Journal, 1st Quarter 2012.
- [38] Rhydderch, M., Elwyn, G., Marshall, M., & Grol, R. P. T. M. (2004). Organisational change theory and the use of indicators in general practice. *BMJ Quality & Safety*, 13(3), 213-217.
- [39] Rubio, Rubie B. (2004). *Performance of Philippine National Police (PNP) in Guihulngan, Negros Oriental: Proposed Action Plan*. University of Cebu, Cebu City, Unpublished Thesis.
- [40] Scaramella, G.L., Cox, S.M. and McCamey, W.P. (2011). *Introduction to Policing*. Sage Publications, Inc.: California.
- [41] Shane, Jon M. (2008). *Developing A Police Performance Measuring System*. FBI Law Enforcement Bulletin, September 2008, Volume 77, Number 9. Quantico, VA: USA.
- [42] Shane, J.M. (2009). *What Every Chief Executive Should Now: Using Data To Measure Police Performance*. Looseleaf Law Publications: New York.
- [43] Sibay, Risty N. (2012). *Systems and Procedures of Police Administrative Cases in Region 7: Basis for Recommendation*. Cebu Normal University: Unpublished Thesis.
- [44] Sonnetag, Sabine and Frese, Michael (2001). *Performance Concepts and Performance Theory*. University of Konztanz, Konztanz, Germany.
- [45] Suhay, Jr., Lorenzo P. (2000). *Performance of the Philippine National Police in Implementing its Operational Thrusts in Maasin City: Recommendations for Improvement*. University of Cebu: Cebu City, Unpublished Thesis.
- [46] Van Scotter, J., Motowidlo, S. J., & Cross, T. C. (2000). Effects of task performance and contextual performance on systemic rewards. *Journal of applied psychology*, 85(4), 526.
- [47] White, Howard and Peronne, Ellyn R. (1997), "Efficiency and Effectiveness Theory."
- [48] Xu, Hua (2008). *Municipal Police Expenditure and Organizational Performance in the United States*. Graduate School, Newark Rutgers, The State University of New Jersey, Newark, New Jersey, May 2008. UMI Number 3326981. Retrieved from <http://books.google.com.ph/books?id>
- [49] Zafra, Peter (2011). *City Hall: Police Should Drive Patrol Vehicles*. Sun Star Cebu, November 27, 2011.