

Productivity and Performance of Barangay Police in Trece Martires City, Cavite as Perceived by Stakeholders

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ABSTRACT

A study was conducted to determine the productivity and performance of barangay police in Trece Martires City, Cavite. It specifically assessed the availability of required resources, management of the resources, the level of delivery of the protective services, and inventory of programs and projects, and fund sources in relation to protective services delivery of the said local police force multipliers. A survey tool was administered to 235 participants comprised of the following: barangay police (121), barangay officials (62), PNP officers (25), and residents (27). Results showed that the required infrastructure principally the administration office is often present and available. In terms of management of required resources, the human resource tasks and functions were the strengths of the “*Bantay Bayan*” program in Trece Martires City while barangay-initiated trainings and barangay tanod meetings are rarely present and available. The direct line of communication for reporting any disturbance or untoward incidents garnered the highest mean or perceived as highly effective among the protective services delivery but confidence with barangay police’s knowledge or training for crime or disaster prevention and control gained the lowest mean rating. Finally, ranked first among the programs and projects in relation to protective services delivery are the Anti-Drug Abuse and Anti-Gambling Programs wherein all barangays are actively involved while Gender and Development and Maintenance of Skills Training were the lowest. Funds for these programs primarily came from the local government. The study confirmed that to improve the productivity and performance of the barangay police more skills trainings are needed and these must be supported by the local government including agencies such as the Philippine National Police (PNP). The barangay police plays a vital role in realizing a safe and peaceful community to live in. Hence, their productivity and performance are important for the success of the local government particularly in the maintenance of law and order and other peacekeeping activities. It is recommended that a comparative analysis using the same survey instrument used in the study in other localities or provinces be done to further validate the study.

Keywords: barangay police, management system, peacekeeping, protective services, performance outcome

INTRODUCTION

Peacekeeping and safety are indispensable. It is a matter for national policy and one of the research thrusts and priorities of the state. It is a subject matter where international communities are passionate about because while rules of law are in place, violations are still increasing (Ligan, 2010; De Leon, 2015). Thus, the necessity to provide strong mechanisms for implementation (Cozens, Saville, and Hillier, 2005; Morgan, Boxall, Lindeman and Anderson, *nd*). Peacekeeping and safety processes produced good agreements and lawful orders but were poorly implemented (Bacani, 2005; Linden, 2005; De Leon, 2015).

In the Philippines' setting, various strategies and concepts are adopted to implement mechanisms for safety and peacekeeping (PNP Operational Procedure, 2010; Leones, 2012). In fact, different government agencies lead in the realization of such. To name a few, the Armed Forces of the Philippines (AFP) launched their novice program entitled "Internal Peace and Security Plan (IPSP) Bayanihan" in 2010 with Civil Armed Forces Geographical Unit (CAFGU), among others, as its grassroots arm (Caparas, 2000; Neri, 2011). On the other hand, the Philippine National Police (PNP) organized the Police Auxiliary Units (PAU) in highly insurgent areas and the Barangay Peacekeeping Action Team (BPAT) in cities and municipalities, as their force multipliers particularly in the village level (PNP BPO/BPAT Manual, 2009).

The above-mentioned concepts of multiplying the undermanned forces for grassroots peacekeeping delivery are in consonance with the "Bantay Bayan" Program of the Department of Interior and Local Government (DILG). The enabling law, the Republic Act 7160 otherwise known as the Local Government Code, provided the utilization of active citizens to be involved and empowered in the attainment of its organizational outcomes of peaceful, safe, self-reliant, and development-dominated communities (DILG, 2010; Boquet, 2017). This program is augmented through the recruitment and training

of voluntary barangay police or more popularly known as the *barangay tanod*.

Barangay police, otherwise known as Barangay Peace and Security Officer (BPSO), are the force multipliers of the local government for law enforcement and maintenance of peace and order in the Philippines. With defined duties and responsibilities and geographic areas of concern, they are regarded as the frontliners or first responders for all crime and disaster situations (Gapangada, 2003; Vicente, 2019). They play a vital role in realizing a safe and peaceful community to live in as they are directly involved in the day-to-day activities of the local government. Since the police force cannot immediately discharge their duties especially with respect to the grassroots implementation of national laws and local orders within barangays (Vicente, 2019), the role of the barangay police becomes critically important. Indeed, barangay police plays a vital role in realizing a safe and peaceful community to live in. Its organization is vital in the day-to-day activities of the local government such as in information gathering and dissemination, responding to unusual events like crime and disaster, and other peacekeeping activities (Gapangada, 2003).

However, there are factors surrounding its conception and implementation that remain to be vague and these include the ambiguity of its supervision and control, funding sources, terms of reference, capability and skills, management, education requirement, and the like (Lopez, 2019). Thus, these aspects greatly affected their ability to carry out their services effectively (Roxas, *nd*; Caparas, 2000; Kwok, 2007). Due to these factors, the barangay police officer's productivity and performance remain to be in quandary.

While other researches merely assessed the level of implementation and job satisfaction (Gapangada, 2003; Layug et.al., 2010) of barangay police in each locality, this study aimed to shed light on some aspects of the barangay police management. The study was done to assess the productivity and performance of the said local force multiplier particularly the

availability of required resources, management of the resources, delivery of the protective services, an inventory of programs and projects, and fund sources in relation to protective services delivery; the results of which may be used by to create policies for peacekeeping and safety.

maintenance of peace and order, risk reduction and prevention, and community policing; and

4. assess the inventory of programs and projects and fund sources in relation to protective services delivery.

OBJECTIVES

The study was conducted to ascertain the productivity and performance of barangay police officers in Trece Martires City, Cavite. Specifically, it sought to:

1. determine the availability of required resources in each barangay to produce quality services;
2. assess the management system of these resources toward development planning, organization and management, operational support, and community mobilization;
3. evaluate the level of delivery of the protective services particularly in the

CONCEPTUAL FRAMEWORK

The study anchored its concept with the communication model proposed by Carbonel and Librero (2005) wherein all indicators are interdependent with each other's communication process in order to achieve the long-term outcome of an improved and sustained productivity and performance. It is composed of three subsystems, namely; resource subsystem, linking subsystem, and utilizer subsystem. The resource subsystem includes all the necessary requirements based on DILG's Local Governance Performance Management System (LGPMS), thus, meeting all these through proper management would definitely heighten the implementation and personnel satisfaction. The

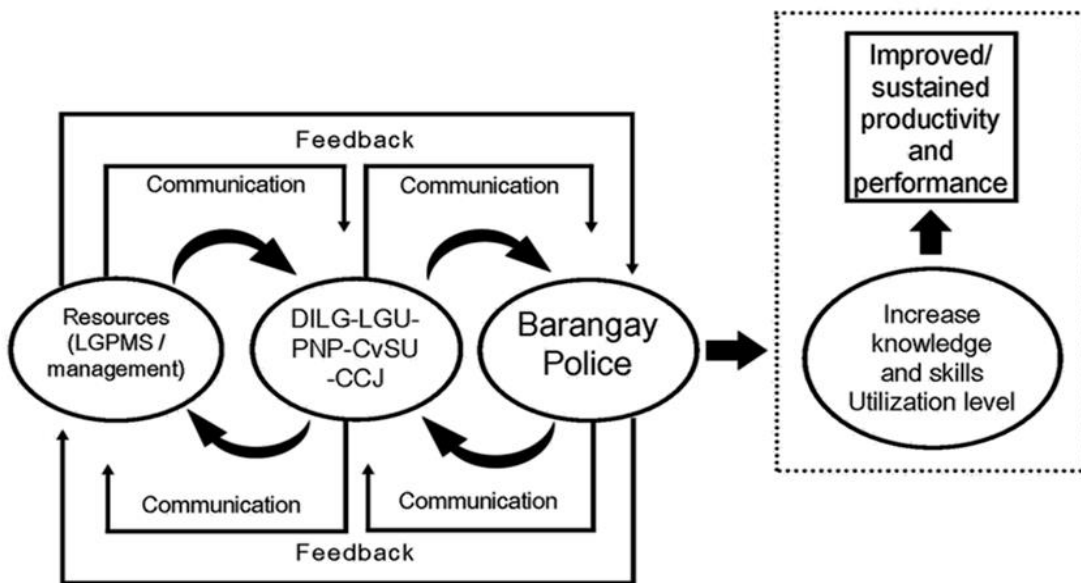


Figure 1. Conceptual framework of the study

linking subsystem includes all collaborating agencies (DILG, Local Government Unit, PNP, Cavite State University-College of Criminal Justice). Lastly, the study's utilizer subsystem is the barangay police, hence, their skills and competence in all aspects of resource management and utilization are of great concern. Figure 1 shows the framework of the study.

METHODOLOGY

This study used the descriptive-survey method to describe the productivity and performance of the barangay police in maintaining peace and order in Trece Martires City, Cavite. The SPSS (Statistical Package for the Social Science) version 20 was employed in processing the voluminous data for the study. Scale results were summarized using frequencies, percentages, and means. Descriptive statistics was applied to analyze the responses of the participants in each variable.

A survey questionnaire was designed in collecting data as well as in gathering information about barangay police officers' resources, planning, management processes, support, protective services outputs, and outcomes. Some of the items were based from the Local Government Performance Management System (LGPMS). It was pre-tested to selected DILG officers, faculty members and first-year students of the College of Criminal Justice-Cavite State University to ensure its reliability and effectiveness. It was further validated by experts and professionals in the field of security and protective services. The Cronbach's alpha coefficient was found to be 0.840 indicating that the instrument is internally consistent and reliable.

The researchers sought permission to conduct a survey in each barangay and further furnished a copy of informed consent for each of the participants. Given the date and time of availability, a stratified sampling technique was conducted. Survey and interview instruments, observation logs, and document analysis forms

were also utilized for the study.

There are 13 barangays in Trece Martires City with approximately 230 appointed barangay police officers. Each barangay has 8 to 20 barangay police depending on its population growth and income generated. Hence, a total of 235 participants were selected. Specifically, there were four groups of participants, namely: barangay police (121), barangay officials (62), PNP officers (25), and residents (27). They were all actively involved and concerned with the security and protective services of the study's locale.

RESULTS AND DISCUSSION

The participants indicated that the resources required to produce quality service are often present and available in each of the barangays (Table 1). The administration office showed the highest mean of 3.02 followed by the outposts located strategically in different areas with a mean of 2.83. It is relatively easy for barangays to create an office for barangay police because the Department of Interior and Local Government (DILG) mandates that all barangays must maintain an administration office, thus yearly assessment and evaluation is conducted through the Provincial Peace and Order Council (PPOC) as part of the Seal of Good Local Governance performance criteria.

The least rated was the prescribed lock-up or holding area ($\bar{x} = 1.58$) i.e., only two out of the 13 barangays retained such facility. Rule 111 of the Revised Rules of Criminal Procedure stated that an arrested person by virtue of legal warrantless arrest, has to be immediately escorted to the nearest police precinct or station, thus maintenance of such a facility is often considered unnecessary. However, unavoidable circumstances like weather conditions may necessitate the presence of a temporary holding area provided that immediate endorsement and communication are made with the City Police Station.

Table 1. Required infrastructure of barangay police

<i>PRESENCE AND AVAILABILITY OF:</i>	MEAN	VERBAL INTERPRETATION
Administration Office	3.02	Always present and available
Outposts	2.83	Often present and available
Prescribed lock-up or holding area	1.58	Rarely present and available
Total	2.48	Often present and available

Scale:

- 3.04 - 4.00 Always present and available
- 2.01 - 3.00 Often present and available
- 1.01 - 2.00 Rarely present and available
- 0.01 - 1.00 Never present and available

Management of the Required Resources of Barangay Police

The participants perceived that the resources are managed through the presence and availability of the needed requirements (Table 2). The development planning for barangay police garnered a mean of 3.14 interpreted as always. This shows that almost all barangays look after the welfare of their Barangay Police.

As to organization and management, the conduct of monthly meetings was rated high with a mean score of 3.15, followed by the submission of accomplishment report on time and the visibility of organizational chart and functions, with 3.09 and 3.03 means, respectively. These variables were all interpreted as always present and available in all of the barangays. Meetings are easily conducted especially that barangay officials and the barangay police are adjacent to each other. They can easily access and come to the outpost or nearby venue set by the chief. While tangibles like organizational structure must be posted for the community’s easy recognition and as part of their hotline list.

Table 2 shows that human resource tasks and functions were the strengths of the “*Bantay Bayan*” program in Trece Martires City. Generally, it recruits responsible and dedicated

individuals to do the task. On the other hand, internal rules and regulation ($x = 2.86$), and barangay-initiated trainings in line with Barangay Police’s Administration, Operations and Skills Enhancement (2.82) which were conducted semi-annually (2.17) were perceived to be oftentimes present and available. While variables like presence of monthly (1.77) and quarterly (1.92) barangay-initiated trainings were rated to be the least activity for this category. The majority of the barangays are lacking in terms of development and capacity for the barangay police. They are not equipped with the necessary knowledge and skills in preparing reports and even basic self-defense techniques. The inadequacy could be due to lack of budget and internal capacity to conduct their own trainings and development (Sumad-on, 2020; Alicar-Cardona, 2009).

The operational support seems to be mostly present and available in all barangays. Serviceable equipment like hand-held radios, cellphones/telephones, baton, and patrol cars were primarily available in each of the barangay managed by the Barangay Police. It demonstrates that above sets of equipment are necessary in the discharge of their operational functions.

Table 2. Management of the required resources of barangay police

PRESENCE AND AVAILABILITY OF:	MEAN	VERBAL INTERPRETATION
1. Development plan	3.14	Always present and available
2. Organization and Management		
2.1 Organizational chart and functions	3.03	Always present and available
2.2 Internal rules and regulation	2.86	Often present and available
2.3 Accomplishment report submitted on time	3.09	Always present and available
2.4 Barangay-initiated training in line with Administration, Operations and Skills Enhancement	2.82	Often present and available
2.5 Barangay-initiated training:		
2.5.1 monthly	1.77	Rarely present and available
2.5.2 quarterly	1.92	Rarely present and available
2.5.3 semi-annually	2.17	Often present and available
2.6 <i>Barangay tanods'</i> meeting;		
2.6.1 monthly	3.15	Always present and available
2.6.2 quarterly	1.91	Rarely present and available
2.6.3 semi-annually	1.74	Rarely present and available
3. Operational Support		
3.1 Serviceable equipment;		
3.1.1 hand-held radios	3.12	Always present and available
3.1.2 cellphones/telephones	3.11	Always present and available
3.1.3 computers	2.59	Often present and available
3.1.4 typewriters	2.52	Often present and available
3.1.5 copying machine	2.34	Often present and available
3.1.6 baton	3.11	Always present and available
3.2 Serviceable vehicles;		
3.2.1 service vehicle	2.85	Often present and available
3.2.2 motorcycle	2.78	Often present and available
3.2.3 patrol cars	3.21	Always present and available
4. Community Mobilization and Partnership with;		
4.1 Non-Government Organizations	2.70	Often present and available
4.2 Private Organizations	2.44	Often present and available
4.3 Educational Institutions	2.52	Often present and available

Scale:

3.04 - 4.00	Always present and available
2.01 - 3.00	Often present and available
1.01 - 2.00	Rarely present and available
0.01 - 1.00	Never present and available

In terms of community mobilization and partnership, it is revealed that Barangay Police somehow conduct partnership with Non-Government Organizations ($x=2.70$), Private Organizations ($x=2.44$), and Educational Institutions ($x=2.52$). The Local Government Code Chapter 4 Section 391 provides that the *Sangguniang Barangay* has the function to organize community brigades, barangay police (*tanod*), or community service units. They also act as the peace officers in the maintenance of public order and safety. Coordination with other agencies and linking resources to that degree has something to do with how the *Sangguniang Barangay* acts upon it for the barangay police. However, there is a limiting line on the decision-making capacity of the barangay police in terms of partnership and mobilization, unless given priority by the *Sangguniang Barangay*.

Delivery of Protective Services

The participants, in general, favored the protective services delivery of the Barangay Police showing an overall mean rating of 3.96 (Table 3). Peacekeeping services garnered the highest average of 4.09 with the direct line of communication for reporting any disturbance or untoward incidents garnered the highest mean or perceived as highly effective among the variables under the category. A possible factor for this is the presence of a hotline number given by the barangay police in the locality. Communication is very important in the day-to-day peace and order operation of the barangay police. Communication tools like hotline, two-way radio, and the like have the potential to influence the behavior of the community. It has the capacity to mobilize people to take action and participate in any incident.

The level of delivery of the risk reduction and prevention services was agreeable for the participants garnering an average mean of 3.78. Partnership between the Barangay Disaster Coordinating Council (BDCC) and Barangay Police exists ($x = 3.99$). However, participants'

confidence with Barangay Police's knowledge or training for crime or disaster prevention and control (3.6) gained the lowest mean rating. Thus, it was previously interpreted that barangay-initiated trainings and enhancement programs on monthly and quarterly basis is rarely conducted possibly because the conduct of such activities requires money and a certain level of planning and implementation skills.

In terms of the community policing endeavor of the Barangay Police, data indicate that most of them pose and develop social bonds in the community (3.93) followed by the conduct of household visitations (3.91). This implies that cohesiveness is still culturally accustomed in the local policing of the Barangay Police of Trece Martires City, Cavite. Trece Martires City, Cavite as the study's locale has 11.46 percent annual growth rate which is the highest nationwide (National Statistics Office, 2010). This was attributed to the vast establishment of different subdivisions and relocation sites in the city. Nevertheless, there are only about 60 police officers manning the area from which only 35 of them have actual contact with the populace. It shows, therefore, that the police population ratio in the said locale is about 1:2,069, a far cry from the standard ratio of 1:1000 mandated under R.A. 8551, otherwise known as "PNP Reorganization and Professionalization Act of 1998." The role of the barangay police in the village community is therefore, perceived as critical and their constant presence creates a social bond among the constituents.

Inventory of programs and projects and fund sources in relation to protective services delivery

Ranked first among the programs and projects in relation to protective services delivery are the Anti-Drug Abuse Program and Anti-Gambling Program wherein all barangays are actively involved. It is an indication that Trece Martires City rallied for a war against drug abuse and illegal gambling, thus it claimed to be the only

Table 3: Perceived delivery of the protective services

PROTECTIVE SERVICES	MEAN	VERBAL INTERPRETATION
1. Peacekeeping		
1.1 Overall peace and order services	4.13	Effective
1.2 Curfew hours	4.13	Effective
1.3 Conduct of patrol/"ronda" operations	4.02	Effective
1.4 Direct line of communication for reporting any disturbance or untoward incidents to the concerned offices	4.41	Highly Effective
1.5 Police assistance on law enforcement and <i>Lupong tagapamayapa</i> functions such as execution of warrants, preservation of crime scene, and other judicial processes or information	3.91	Effective
1.6 Assistance and monitoring of family disputes and conflicts in the barangay	3.91	Effective
1.7 Monitoring of the presence and activities of suspicious persons and lawless elements in the area	3.87	Effective
2. Risk reduction and prevention		
2.1 Partnership with the Barangay Disaster Coordinating Council (BDCC)	3.99	Effective
2.2 Operational implementers in the conduct of disaster response	3.69	Effective
2.3 Knowledge and training for crime or disaster prevention and control	3.66	Effective
3. Community policing		
3.1 Household visitations	3.91	Effective
3.2 Social bonds in the community	3.93	Effective
Total	3.96	Effective

Scale:

3.04 - 4.00	Always present and available
2.01 - 3.00	Often present and available
1.01 - 2.00	Rarely present and available
0.01 - 1.00	Never present and available

drug-free and anti-gambling city in the Philippines (TMC website, 2012). This is followed by the street lighting, crime prevention, fire prevention, and disaster preparedness programs, respectively.

On the aspect of social and skill development, both programs on Gender and Development and Maintenance of Skills Training were the lowest among the enumerated programs. It implies that such projects are the most neglected, among others. Initiatives on social and skills

Table 4. Inventory of programs and projects and fund sources in relation to protective services delivery in the 13 barangays

CRITERIA	FREQUENCY	PERCENTAGE	RANKING
1. Inventory of Programs and Projects			
1.1 Protective Services Program			
- Anti-Drug Abuse Program	13	100	1
- Anti-Gambling Program	13	100	1
- Crime Prevention Program	7	0.54	3
- Fire Prevention Program	5	0.38	4
- Street Lighting Program	10	0.77	2
- Disaster Preparedness	5	0.38	4
1.2 Social and Skill Development Programs			
- Gender and Development (GAD)	0	0.00	7
- Maintenance of Skills Training	2	0.15	5
2. Fund Sources of Barangay Police' Projects/ Programs			
- grants and donations	1	0.08	6
- fund from local government	13	100	1

development programs are very limited. This is due to scarcity in budget and operational support for the barangay police programs, low coordination and partnership with other agencies, and poor internal capacity.

Finally, fund sources of the above programs show that mostly, fiscal support came from the local government and only one barangay had solicited grants or donations. The Barangay Police are very much dependent on the support of the *Sangguniang Barangay* such that if the activities of the local force multipliers are not perceived as important by the former no to minimal funding is allocated for their use.

CONCLUSION

The presence of administration building or office, outposts and prescribed holding areas as

required resources are vital in the day-to-day operations of the barangay police. Although the majority of the barangays provided for these resources, other barangays have placed them in a non-strategic location with a non-hotspot design.

The resources are managed through the presence and availability of the needed requirements such as the development planning for barangay police, organization and management, operational support through serviceable equipment and vehicles, and finally, partnership with stakeholders for community mobilization. Thus, almost all barangays made sure that these requirements are in place to maintain the operations of the barangay police force. Tasks are delegated and well-disseminated. However, sustainable skills enhancement and training are least prioritized and implemented. Coping up with the challenges of time in protective the services aspect is vital

because laws and order even crimes evolve dynamically.

In general, the protective services delivery of the barangay police is effective. They endeavor to keep the peace, reduce and prevent risks, and lead in the policing of their respective community. Cohesiveness is still culturally accustomed in the local policing of each barangay. However, low perception is noted in the knowledge and skills of barangay police as BDCC partners and first-line implementers of crime and disaster risk response.

Outcomes of protective services delivery on local policing show noteworthy results. All barangays are actively involved in the Anti-Drug Abuse Program and Anti-Gambling Program established and funded by the local government. However, aspects like social or skill development particularly on gender and development, and skills enhancement programs gained lesser outcome due to limited funding.

The role of the barangay police should be equated with the local government's responses to the community needs, particularly the provision of basic and essential public services (Boquet, 2017). However, they are very much dependent on the support of the *Sangguniang Barangay* such that if the activities of the local force multipliers are not perceived as important by the former no to minimal funding is allocated for their use.

RECOMMENDATION

The authors recommend that a more thorough study be done involving more barangays not only in the Cavite province but all other provinces in South Luzon using the same instrument to have more comprehensive and conclusive results on the productivity and performance of the barangay police. Such results may be used for policy implementation to improve their performance and hence, contribute to better public service to the community which

will redound to reduced crime rates and hence, a safer society.

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