

# Senator Quirino's Plan: Need of Migration Policy

*Subsidized colonization practical—a fact proved repeatedly in Britain's experience. Ilokanos must migrate*

Emigration overseas from Cebu and the Ilokos region, overcrowded provinces, is greatly reduced by abolition of emigration to mainland United States under the Tydings-McDuffie act and by Hawaii's lesser need now than in the past for Philippine labor. Therefore, an acute interisland migration problem is presented, that the government should solve. Senator Elpidio Quirino, secretary of finance, is an Ilokano who knows his venturesome people and their land needs well. The public is coming to trust his judgment, and he has a plan for settling farmers in Mindanao—a plan involving a revolving aid fund of P1,000,000.

In detail his plan has not been examined, but a practical interisland migration policy for such provinces as those of Ilokos and Cebu needs working out. In 1933 migration to mainland United States from the Philippines was 637 men, 132 women. That year 1,079 men and 130 women returned to the islands from the United States, 442 men more than went away that year to the United States. In the same year 3,994 men returned to the islands from Hawaii, only 231 went to Hawaii, a net decrease of emigration by 3,763. Of women, 130 returned from Hawaii, 231 went there, a net increase of emigration by 101 women. Since women in larger numbers are going to Hawaii either to join their husbands there or to marry and found families, Hawaii begins having a larger supply of labor of her own, requires fewer recruits from the Philippines even during good times.

The practice has been, in Hawaii, to take two Ilokanos for every one Cebuano. But now the tide sets toward the Philippines. It affects the Ilokos region seriously, since average savings sent back there from workmen emigrated to Hawaii have been P6,000,000 a year for at least 20 years. Estimate more than P1,000,000 a year sent back to Cebu. These remittances must now be much lower. During the first half of this year 1,268 men returned from Hawaii, only 38 went there, a net decrease of emigration to Hawaii by 1,230 men. In the same period 312 women returned from Hawaii, only 51 went there, a net decrease in emigration to Hawaii by 261 women. In the same time, January to June this year, 639 Filipino men went to mainland United States from the islands, 301 returned to the islands, a net increase of that emigration by 338 men; and 55 women went there from the islands, 33 returned, a net increase of that emigration by 22 women.

In sum, the tide of migration has definitely set back toward the Philippines: Hawaii sends more men home than she draws away, while Filipinos going to mainland United States are sojourners, not workmen.

This situation contrasts with the fact that forced emigration from the Ilokos region counts at least 20,000 persons a year. The accompanying table shows the population per square mile; and the region is by no means the islands' richest; much of the land is mountainous and sterile, much more has been impoverished by farming. Inheritance has divided and subdivided thousands of the farms, where children now inherit fields too small to be advantageously worked; by family arrangements, some heirs keep the farm together, others are elected to migrate.

Mindanao, as the census population table reveals, needs such immigrants. But Mindanao can't be prepared for settlers in a day. Neither may a homestead be made productive there in a season. Senator-Secretary Quirino plans founding communities of homesteading immigrants on large tracts of the public domain there. He would have the government pay their way there, provide them farm animals, surely a work carabao, and money until they should harvest crops enough to keep them going independently—and return their loans with the government with 4% interest in installments. Thus replenished, the million-peso fund would serve to establish more such immigrant communities in Mindanao.

The plan is laudable, but the obstacles many. The primary obstacle is that Torrens surveys have not been completed, the statute land laws sharply conflict with the customary land laws, and the boundaries of the areas claimed to be public domain are unknown.

Before illustrating the paragraph just written, let a word be said for planned migration generally. Where titles to the lands involved have rested securely in the governments concerned, the policy has been successful in fixing on the land superior communities of farmers. Under Britain, Canada is an outstanding example; in the United States, Utah. If it be asked who abandons the unaided community first, the more desirable pioneer or the less desirable, the answer is, the more desirable: his situation in the old community was less desperate, his ability and connections better; he is more sensitive to the plight of his family in the new community,

(Please turn to page 16)

Province and subprovince.	Population.	Total area in square miles.	Population to the square mile	
			1918	1903
<b>PHILIPPINE ISLANDS</b> .....	<b>10,314,310</b>	<b>114,400</b>	<b>90</b>	<b>67</b>
Manila (city).....	285,306	14	20,379	.....
Cebu Sur.....	217,406	442	492	398
Siquior (subprovince).....	55,774	123	461	.....
La Union.....	160,590	350	459	217
Cebu.....	833,665	1,367	608	438
Cavite.....	157,355	467	339	218
Pampanga.....	257,620	823	313	258
Panay.....	363,622	1,344	291	334
Legaspi.....	195,546	722	271	236
Batangas.....	340,199	1,270	268	215
Albay.....	259,704	975	266	135
Rizal.....	230,256	899	256	206
Dulacran.....	249,292	1,007	248	191
Iloilo.....	502,549	2,040	247	202
Sorsogon.....	178,443	729	245	169
Dohol.....	358,387	1,536	233	177
Leyte.....	297,950	3,065	169	129
Visayas.....	198,943	1,000	193	143
Capiz.....	292,665	1,705	171	132
Hocra Norte.....	219,129	1,293	169	135
Martindue (subprovince).....	56,868	356	160	144
Sulu.....	172,776	1,082	160	93
Antique.....	134,999	1,011	133	118
Marikina (subprovince).....	47,876	1,178	146	112
Romblon.....	64,610	497	130	92
Occidental Negros.....	396,636	3,125	127	98
Isabela.....	498,890	4,886	122	87
Oriental Negros.....	215,750	1,779	121	108
Catanduanes (subprovince).....	63,530	568	112	.....
Bataan.....	8,214	110	110	.....
Nueva Ecija.....	227,906	2,069	110	62
Ambos Camarines.....	270,814	2,831	95	73
Iugao (subprovince).....	64,400	584	83	50
Samar.....	379,575	5,254	72	50
Lepanto-Amburayan (subprovince).....	67,539	1,034	65	36
Zabayan.....	190,129	3,067	63	31
Zambales.....	81,750	1,421	59	49
Tayabas.....	212,017	3,859	55	26
Basilan (subprovince).....	2,900	590	54	44
Abra.....	72,731	1,475	49	44
Masbate (subprovince).....	67,513	1,545	44	28
Bongao (subprovince).....	43,768	1,072	43	28
Surigao.....	122,164	2,889	42	26
Iano.....	91,459	2,439	37	15
Zamboanga.....	147,333	6,383	23	15
Kalinga (subprovince).....	24,588	1,135	22	11
Mindoro.....	71,811	3,936	18	10
Cotabato.....	171,978	9,620	18	10
Davao.....	108,222	7,486	14	7
Bukidnon (subprovince).....	49,114	2,871	13	.....
Palawan.....	69,053	5,619	12	.....
Agusan.....	44,740	4,294	10	.....
Compostela Vieja.....	35,828	3,539	10	32
Apayao (subprovince).....	10,978	1,891	6	.....
Siasi.....	.....	.....	.....	276
Tawi-Tawi.....	.....	.....	.....	37
Paragu.....	.....	.....	.....	12
Bukidnon.....	.....	.....	.....	12
Paragu Sur.....	.....	.....	.....	12

## Senator Quirino's Plan . . .

(Continued from page 5)

his wife's sacrifices, his children's limited schooling and opportunities; ceasing to give too much sugar for a cent, he abandons the fight with the wilderness, the new community is weakened by his defection. Homesteaders' aid is therefore, as a general proposition, fully justified.

Now, however, it will be shown that aiding Mindanao immigrants is most difficult even with the best of intentions because of the peculiar land tenure prevailing there and the clash between statute and custom. (Past recency to trust of local officials in Mindanao might also be shown, how in a single limited region of Zamboanga no less than 200 bona fide homesteaders had been bookended out of their claims by officials and their stragglers, who first got from them their carabao and cash advances, then, when they were thus stripped, the land itself. All this was due directly to doubts about the government's titles, the sharpers were able to set out *prima facie* claims of their own—holding water just long enough to get the genuine claimants eased off the land. Tardiness of the Zamboanga land office to the tune of nearly 800 claims, leases and homesteads perhaps, might also be cited; and a general survey of the titles and homestead situation in Zamboanga and Sulu, tallying precisely with what has just been said. But as this refers to the past, let it go).

By custom in Mindanao, all land is communal. Datus hold Mohammedan lands, are given tribute from the crops, but may not alienate their holdings; and their subjects hold unmoested possession of land while they put it to use, but when they abandon use of it their possessory rights lapse and another may use it under the same terms of tribute to the datu. To this law, private title to property is abhorrent. The laws of the pagan peoples are similar to the Mohammedan. The general domain is the feehold, as it were, of chief or datus whatever happens, it remains to his right. Plots in this

general domain are subject to possessory rights only. Exact boundaries between domains may not be distinctly marked. But in general, practically the whole extent of Mindanao, approximately 39,000 square miles, is definitely claimed, and only a small portion, in the few plantations—town property, farms, pasture leases, homesteads, etc.,—under statute law and private title.

Introduction of this statute law has wrought confusion, provoked endless border disputes and much formal litigation. In the tribes, as among the Bogobos of Davao, it has wrought social hardship; as when a Bogobo has been induced by the land officers to accept private title to his domain, ostracism has made him a tribal outcast—from rulership he has fallen to renegade. Other Bogobos have killed, maddened by encroachments on their domain by plantations and claims under private title. Pagan and Mohammedan alike reckon these private titles morally wrong. Many datos, as in Sulu, will have nothing to do with them; there are many such datos who now, nominally, have no domains—under Torrens titles they have been adjudicated to others. But custom ascribes them their old domains without regard to these strange titles from the insular courts: their people hold possession under their fiefship and pay tribute as of old.

Basically, the new titles must be defended with force. Gradually supplementary influences, as of the schools, will moderate customary law. In time, it may be expected, the statutory law will prevail; unrecognized by the general government, customary law will be obliterated. But the day is distant. Maintaining such utter confusion prevails respecting land in Mindanao that Senator-Secretary Quirino's plans must go the way of similar plans before them, they must fail or but moderately succeed. They are subject to insular administration, a good precaution. But in place of the predatory local official will still stand the crafty general storekeeper, his eye on the treasury's cash advances to the schools, and on their own benefits. When at last they have their titles, his will be

the cultivated fields, theirs the wild areas still to be subdued; practically they will be just where they began. Therefore, no lump sum ought ever be granted a settler. What he is provided by way of livestock and tools should be charged him at low interest, and in addition he should draw a small sum each month, say ₱5 for actual needs, and in the end have a debt to the government of no more than ₱400. This has been recommended. If then the government will stand between the settler and dispossession, in limping fashion the colonization of Mindanao may proceed. All said and done, a beginning is very important.

## Tighe Pleased with Manila

On October 2, Harry Tighe, British novelist and playwright, armed with an introduction from the American artist Carl Weritz, spent a brief day in Manila which he writes:

"Thank you very sincerely for my happy and entirely satisfactory day in lovely Manila. It was a pleasure to meet the men you so kindly introduced to me, foremost among them being the Governor, whom I hope to meet again. I also much look forward to further talk with you. I will be in closer touch with the *feeding* of Manila on my next visit, November 4 or 5, and shall be asking all sorts of questions. The town of Manila interests me more than almost any place I have visited. It has the fascinating colour of the East and added to it the charm of an old civilization like Spain's—this being spiced by modern America. Truly a wonderful combination."

Mr. Tighe is typically a Londoner, though born in Australia; and visiting the homeland for a while, he is making the round trip to Japan via Manila on the s. s. *Nelore*. His Manila impressions go out in the form of illustrated travel stories for publication in England and Australia. He is a capital companion on a day around Manila.

## Insular Treasury . . .

(Continued from page 7)

in this matter by going to the extent of requiring the Insular Treasurer to physically segregate such funds in his vaults and keep them separate and detached from all other funds in the vaults. In case of deposit in our depositories abroad, the law provides that "no portion of the fund shall be deposited in a bank doing business in the Philippine Islands or in any branch or agency outside of said Islands of a bank doing business in said Islands or in any bank doing business outside said Islands which may be controlled by a bank doing business in said Islands thru the ownership of stock therein or otherwise."

(b) That the rate of premium to be charged should be always the actual cost of shipping gold as represented by the prevailing rate of interest, freight, insurance, cartage and other miscellaneous expenses in connection with such shipment.

If these principles are ignored, the likelihood is that the system would fail.

The system is designed to be as automatic in its regulation of the money supply as the strict gold standard.

The present condition of the Gold Standard Fund as reflected in the books of the Insular Treasury on June 30, 1934 is as follows:

In Philippine currency	₱ 4,200,000
In United States currency	3,300,000
On deposit with United States banks	38,200,000
	₱45,700,000
15% minimum limit	₱16,600,000
Excess over legal minimum	₱29,100,000
25% maximum limit	₱27,700,000
Excess over legal maximum	₱18,000,000

To complete our currency system another fund was constituted, the function of which is

to permit the circulation of paper currency secured with silver coins. This fund is called the Treasury Certificate Fund which consists of silver coins deposited in exchange for Treasury certificates issued. It is maintained as 100% reserve of all Treasury certificates in circulation and available for circulation thus backing up the certificates peso per peso. Under this arrangement, the Treasury certificates are of the nature of warehouse receipts in that they are issued for each silver peso delivered to the Insular Treasury. However, inasmuch as the supply of silver coins may at times be insufficient to meet the demands of trade, the law provides that gold coins of the United States may be substituted temporarily for silver pesos in the fund or, in part, by gold deposits with the depositories of the Philippine government in the United States, pending the purchase of silver bullion for the coinage of silver coins. This fund should also be physically segregated from other funds in the vaults of the Treasury and should not likewise be permitted to go into circulation unless to meet withdrawals of Treasury certificates in equivalent amounts presented for redemption.

The condition of this fund on the same date specified above, in round figures, is as follows:

In silver coins	₱17,600,000
On deposit with United States depositories	74,300,000
Total	₱91,900,000
Treasury certificates outstanding	₱91,900,000

I wish to draw your attention to the fact that of our circulation, on that date, ₱18,400,000 are in Philippine coins and ₱91,900,000 are in Treasury certificates. Of these Treasury certificates, ₱10,000,000 are backed up by gold coins and ₱74,300,000 are backed up by gold deposits with our United States depositories. If we add these gold deposits to the Treasury Certificate Fund to deposits and gold currency pertaining

to the Gold Standard Fund, we get a total of ₱12,500,000 which, if compared with our total circulation and available for circulation of ₱110,900,000 would show that our Government circulation is over 100% backed up by gold. You will agree with me that this is a condition which really bespeaks of the soundness and stability of our currency system at present.

## THE GOVERNMENT OF THE PHILIPPINE ISLANDS

DEPARTMENT OF COMMERCE AND COMMUNICATIONS

BUREAU OF POSTS  
MANILA

SWORN STATEMENT  
(Required by Act 2380)

The undersigned THE AMERICAN CHAMBER OF COMMERCE OF THE PHILIPPINES, owner of publication THE AMERICAN CHAMBER OF COMMERCE JOURNAL, published monthly in Manila, P. I., after having been duly sworn in accordance with law hereby submits the following statement of ownership, management, circulation, etc., as required by Act 2380, Philippine Statutes.

Editor, WALTER J. ROBB, P. O. Box 1638, Manila.  
Publisher: The American Chamber of Commerce of the Philippine Islands.  
Business Manager, WALTER J. ROBB, P. O. Box 1638, Manila. Owners or stockholders holding one per cent or more of interest, stock, bond, or other securities: NONE.  
Bondholders, mortgagees, or other security holders of one per cent or more of total value: NONE.  
Manila, P. I., Sept. 27, 1934.

WALTER J. ROBB.  
Subscribed and sworn to before me this 28th of Sept. 1934, the declarant having exhibited his Certificate F-15344 issued at Manila, P. I., on January 20, 1934.

JORGE Y. JASMIN, Notary Public, My Commission Expires on December, 1934.