

# THE REPUBLIC

Isang bansa, Isang diwa

Vol. 1, No. 11

FOR GOVERNMENT MANAGERS

18 May - 15 June 1976



## Uplift the welfare of the workingman

THE very institution of martial law government in our country is premised on the belief that our social, political and economic structures must be radically overhauled to promote the welfare of the Filipino workingman. Initial sacrifices had to be made, however. To ensure continued expansion of production the government, at first, had to place a temporary ban on labor strikes as well as lockouts by management. The government believes that reasonable wages and assured industrial peace will promote greater national production, attract local and foreign investments, and enable us to be competitive with the rest of the world in the export market. This economic growth is expected to be directly translated into a higher standard of living for all Filipinos.

But the worldwide inflation of the recent years and the energy crisis have eroded the capability of the workers to sustain themselves and their families. Two choices confronted the government: will we allow wages to go up with the danger that local inflation will further accelerate or will we continue to impose the burden of economic sacrifice to our laborers? In some high-growth countries, the choice would unhesitatingly have been the first one—harness "sweet labor" and build a strong export market.

In the New Society, however, the program of human dignity takes precedence over the program of economic growth. Despite the strong pressures from some sectors, the President decided on Labor Day, last May 1, that the minimum wages must be raised to enable the workers to cope with the rising

prices of goods. Before this statutory enactment, the government has in effect raised the minimum wages by decreasing a 13th-month bonus and the payment of emergency allowances for lower-salaried workers.

But more than raising minimum wages, the New Society government has restored the dignity and strength of the workers. Ideally, the government should not be very much involved in labor-management discussions when both parties are strong and socially responsible. Because we are a developing country, however, with the ills of heavy unemployment and heavier unemployment problems to contend with, the workers' groups do not possess strong leverage. Only about ten percent of the industrial labor force belong to labor unions.

To remove the inequities in the labor market, President Ferdinand E. Marcos enacted the comprehensive Labor Code last year. The Code set up the mechanics of achieving the aims set forth by the Constitution (Section 9, Article II): To "afford protection to labor, promote full employment, ensure work opportunities regardless of sex, race, creed and regulate relations between workers and employees."

Thus, the Department of Labor, as the chief implementer of government policies on labor, graduated from one of the minor arms of the government to a fully-expanded agency. From a position of relative functional insignificance, the Department has risen to play an strategic role in attaining economic

growth tempered with social justice.

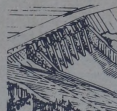
The Department of Labor has expanded from a basically regulatory role to the field of manpower development. Eleven regional offices of the National Manpower and Youth Council (NMYC) had been established; a nationwide network of 41 public employment exchanges had been set up.

To strengthen our international reserves position, the Department of Labor has also encouraged Filipino workers to take advantage of opportunities abroad. The Overseas Employment Development Board and the National Seamen Board became fully operational in 1975, actively pinpointing work potentials abroad as well as protecting the rights of Filipino expatriates.

The government has not been remiss in protecting workers' rights. The National Labor Relations Commission (NLRC) which has replaced the ineffective Court of Industrial Relations has extended the coverage of its arbiters throughout the archipelago. NLRC is emphasizing the importance of collective bargaining to promote job security and benefits.

In formulating and implementing its labor policies, the government has seized on the methodology of tripartism—the involvement of government, management and labor—in arriving at a program that is not only enforceable but also popular. Labor and management now settle differences over the bargaining table, ensuring industrial peace and continued production, with the government always ready to lend a hand. □

Inside track



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# Know your Sangguniang Bayan

**T**HE Sangguniang Bayan is a forum where various sectors of society participate not only in local legislation but also in formulation of national policies. On the local level, the Sangguniang Bayan is composed of the members of the old municipal/city councils and provincial boards plus representatives of the youth, barangays, capitalist, professional and labor sectors. These enlarged local legislative bodies are called Sangguniang Pambayan (Municipal Sangguniang Bayan), Sangguniang Panlungsod (City Sangguniang Bayan), and Sangguniang Panlalawigan (Provincial Sangguniang Bayan).

The case of Metropolitan Manila is special. Its legislative body is the Metro Manila Commission whose members are a governor, a vice-governor, and three commissioners. The Metro Manila municipal and city Sangguniang Bayans can only recommend to the Commission such measures as they think are necessary.

On the regional level, the Sangguniang Bayan is composed of the members of all the Sangguniang Pambayan, Sangguniang Panlungsod and Sangguniang Panlalawigan in a region. The regional Sangguniang Bayan is called Pampong na Katipunan ng mga Sanggunian (PKS).

The national Sangguniang Bayan is composed of members of all provincial and city Sangguniang Bayan. This national body, called the Katipunan ng mga Sanggunian, was organized because of the necessity for the Sangguniang Bayan to include national issues in its formulations.

A national legislative advisory council to be called the Sangguniang Pambayan shall be organized with the advice of the Katipunan ng mga Sanggunian. The council shall exercise the powers of advisory legislation and the President shall approve its recommendations. Its membership may include cabinet members and sectoral representatives.

The Sangguniang Bayan system is a milestone in the development of Philippine political processes, not only because it broadens citizen participation in government affairs but also because it identifies specifically the groups of interest in a typical Filipino unit, the barrio, now called the barangay.

## Breakdown of Representation

**1. General Representation.** PD 826 did not abolish the provincial boards and city/municipal councils. It renamed them under the general term, "Sangguniang Bayan," and enlarged their respective memberships. The members of the pre-PD 826 boards and councils have been retained to represent the general populace in the local units. As stipulated by the Constitution's Transitional Provisions, they shall continue in office until they are removed by the President, or until their successors are chosen.

**2. Barangay Representation.** The barangays, citizens' assemblies with 100-500 families each, are the base for citizen participation in government affairs. The members elect barangay chairmen and barangay youth leaders who in turn elect their representatives to the municipal or city Sangguniang Bayans. The interest of each neighborhood is thus represented in the Sangguniang Bayan.

**3. Sectoral Representation.** Capital, professional, and labor interests now have specific identities in municipal legislation. Formerly, no representative was officially designated to be responsible for a specific sector.

**4. Municipal Representation in the Provincial Legislative Body.** Before, the provincial boards could always legislate without consulting with the municipalities concerned. Now, with municipal representatives participating in the provincial Sangguniang Bayan, municipal interests can hardly be overlooked.

## Powers and Privileges

**T**HE local Sangguniang Bayans exercise the same powers and functions vested in the former provincial boards and municipal/city councils. They may therefore pass ordinances and enact measures that are deemed necessary. Moreover, certain powers of legislation not previously vested in local government units may be delegated to the Sangguniang Bayan, in line with the policy of enlarging local autonomy.

All members of the Sangguniang Panlalawigan, Panlungsod, and Pambayan are entitled to per diems and transportation allowances on a reimbursement basis for sessions and meetings actually attended.

Subject to the approval of the Department of Local Government and Community Development (DLGCD), each Sangguniang Bayan determines the amount of per diems and allowances to be given to its members.

For their services, members of the Sangguniang Bayan are not allowed to collect any other forms of remuneration or compensation such as salaries and representation allowances.

## Composition of the Sanggunian

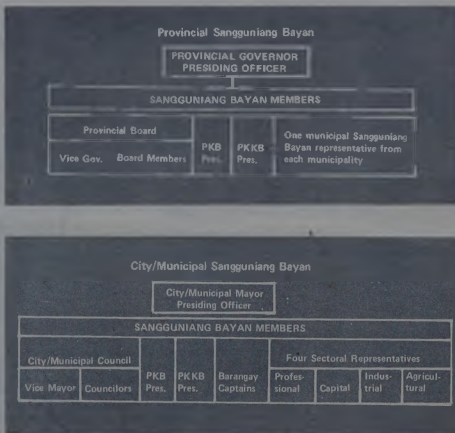
**Sangguniang Pambayan.** The total membership of the municipal Sangguniang Bayan is composed of the members of the old municipal council including the vice-mayor. With the members of the old municipal council, the president of the municipal barangay federation (Pambayang Katipunan ng mga Barangay); the president of the municipal kabataang barangay federation (Pambayang Katipunan ng mga Kabataang Barangay); four representatives from the professional, capital, industrial labor, and the agricultural labor sectors; and as many barangay captains in the municipality as may be necessary to complete the total number of members needed. The presiding officer is the municipal mayor.

The municipal barangay federation president and the municipal kabataang barangay federation president are elected by their respective federations. The sectoral representatives are chosen this way, the municipality's residents are grouped by a coordinator chosen by the provincial governor according to the sectors they belong to; the coordinator must not be a municipal official. From among themselves, the sectoral group members choose their respective representatives to the municipal Sangguniang Bayan. The barangay captains, for their part, choose from among themselves as many more representatives as are needed.

**Sangguniang Panlungsod.** The city Sangguniang Bayan has twice the number of members of the provincial city council. The members of the city Sangguniang Bayan and their manner of selection parallels that of the municipal Sangguniang Bayan. The members are: the city mayor as presiding officer; the vice-mayor; the members of the old city council; the city barangay federation president; the city kabataang barangay federation president; the sectoral representatives; and the barangay captains.

**Sangguniang Panlalawigan.** The provincial Sangguniang Bayan consists of: the provincial governor as presiding officer; the vice-governor; the members of the old provincial board; the president of the provincial barangay federation (Panlalawigan Katipunan ng mga Barangay); the president of the provincial kabataang barangay federation (Panlalawigan Katipunan ng mga Kabataang Barangay); and one representative from each of the municipalities within the province.

The provincial barangay federation president and the provincial kabataang barangay federation president are elect-



ed by their respective federations. The municipal representatives are elected by and from among the members of each municipal Sangguniang Bayan, but the municipality from which the provincial barangay federation president comes does not send a representative to the Sangguniang Panlalawigan.

## Meetings of the Sangguniang Bayan

To carry out its functions, the Sangguniang Bayan of a province, or a city, or a municipality meets either in a regular or a special session. Regular sessions are meetings conducted at specific times of the year. Special sessions are meetings called under special circumstances and for special purposes at any time of the year.

The number and frequency of regular or special sessions are determined by individual Sangguniang Bayans with the approval of the secretary of Local Government and Community Development. Unless impracticable, all sessions of the Sangguniang Bayan are open to the public.

## Term of Office

**T**HE term of office of the present members of the Sangguniang Bayan is interim in nature and temporary in duration. The President can revoke the appointment of any Sangguniang Bayan member upon the recommendation of the DLGCD secretary. Appointments of Sangguniang Bayan members may be rescinded for any of the same grounds provided for by the Revised Administrative Code for the recall of members of the old provincial board and the municipal and city council, or upon the request of the Katipunan ng mga Sanggunian.

The President can also call a new election to replace or renew the present membership of the Sangguniang Bayan. After such an election, which will be supervised by the Commission on Elections, the term of office of all Sangguniang Bayan members will be specifically defined in a decree by the President.

## The Pampong na Katipunan

**T**HERE are thirteen regional Sangguniang Bayans since Metropolitan Manila is considered as one region. A PKS is composed of all the Sangguniang Panlungsod and Sangguniang Pambayan in the region. The governors, mayors, and presiding officers of the Sangguniang Bayans in each of the thirteen regions

are included as members of their respective PKS.

A PKS convenes at least once a year on a date set by its executive committee, or at the call of the President. Its executive committee consists of seven members: one governor or mayor; one barangay federation president; one kabataang barangay federation president; and four sectoral representatives. The executive committee's members are elected by and among the PKS members.

For every convention, a PKS elects officers headed by a temporary chairman. Their terms of office last only for the duration of the conference.

Each PKS has a permanent secretary, the staff support of which is provided by the DLGCD.

## The Katipunan ng mga Sanggunian

**T**HE members of the Katipunan ng mga Sanggunian, comprising all the Sangguniang Panlalawigan and Sangguniang Panlungsod in the entire country, elect from among themselves the members of an executive committee, which acts for and in behalf of the Katipunan when the latter is in convention.

At least once a year, the Katipunan meets in a convention, the date of which is set by the executive committee. The Katipunan may also convene at the instance of the President, as often as and for any purpose he deems necessary. Convention Officers: At the start of every conference, the delegates elect a temporary chairman and other officers needed to conduct the convention. Their terms of office last only for the duration of the convention.

The chairman acts as presiding officer of the convention and automatically becomes an ex-officio member of the Katipunan ng mga Sanggunian executive committee. He retains his membership in the committee until a different chairman or presiding officer is elected in a new convention of the Katipunan.

**National Secretariat.** A National Secretariat, created under the DLGCD, assists the Katipunan ng mga Sanggunian. Headed by an executive director, it functions mainly as a channel of communications among the members of the Katipunan, a custodian of funds, documents and records of the Katipunan, and as liaison channel between the Katipunan and the general public. The staff support of the National Secretariat is provided for by the DLGCD. □



# Proving the map for 2000 A.D.

A 25-YEAR Physical Perspective Plan for the Philippines, prepared by the Planning and Projects Development Office (PPDO) of the Department of Public Works, Transportation and Communications (DPWTC), is currently reviewed for implementation by the National Economic and Development Authority (NEDA), the central planning agency.

According to Pete Prado, PPDO manager, the plan was formulated to meet the need for expressing national development planning in spatial and locational terms. The plan was prepared by the DPWTC in response to Letter of Instructions No. 363 which directed all government agencies involved in development planning to submit their respective five-year (medium term) and 25-year (long term) plans to NEDA—for coordination and integration of all development efforts. LOI 363, issued January 12 this year, stated:

"In line with the present policy to centralize the planning functions of the government and the reorganizing of a consolidated all development plans of all departments, offices and agencies of the government, all heads of departments, offices and agencies are hereby directed to prepare their respective development plans, namely (1) a medium-term plan covering a period of ten years and (2) a long-term or perspective plan up to the year 2000."

The PPDO is one of the two government agencies directly involved in the country's physical planning, the other being the Human Settlements Commission. The Commission has not yet completed its draft report. The PPDO has already accomplished its report which is in fact one of the earliest to be submitted within the deadline set by LOI 363 (originally March 15 and now extended to June 30).

The PPDO report constitutes the first phase (physical planning) of a comprehensive national development plan integrating land use, settlement network, transportation and communications, water resources, power development as well as planning and implementation machinery. The other phases of the comprehensive national plan cover the economic (being prepared by such departments as finance and trade) and social (by such departments as social welfare and education) aspects. It is the PPDO planners' belief that physical planning should be the basis of the other phases of national development because location and space are permanent features of development.

The plan recognizes the fact that the Philippine society responds to space age technology and other developments, and the plan therefore allows for revisions every five years. In formulating the plan, the PPDO planners provide:

1. Determine national goals and objectives—maximum feasible growth, higher standards of living, equitable distribution of wealth, resources and facilities, efficient, comfortable and safe environment, maximum utilization of national resources, and in general, the adoption of new and strong moral and social values.

2. Analyze existing and past conditions which led to the deterioration of our physical facilities, economic and social well-being, and based on these, set higher, more acceptable and realistic standards. Cross-checking and adjustments were made such that plans are compatible with the nature and character of our projected rate of resources development. The practical experiences of other countries were also observed.

3. Prepare a schedule of plan implementation, accompanied by a budget proposal.

The goal of the plan is to develop the nation's resources and create a national environment which will promote

the general well-being, dignity, unity and quality of life for the greatest number of Filipinos by the year 2000. The objective is to optimize the spatial organization of social and economic activities. On the assumptions that the present conditions of political stability will prevail and that the economic and social perspective plans of other departments are adopted, the planners believe the goal is achieved when there is:

- Acceleration of industrial development;
- Increase in agricultural production;
- Promotion of social development;
- Expansion of employment opportunities;
- Environmental protection; and
- Physical integration.

Assuming also that projections made by PPDO planners do not vary significantly from those of other departments, the planners believe the objective is achieved when there is:

- An optimal pattern of land use developed according to objectives, criteria, capability, climate, etc.;
- Hierarchical pattern of settle-

ment and such venues for social mobility as higher income, better education and increased employment.

The following issues and problems were taken into consideration by the planners of the PPDO report: population growth and distribution, food production, income distribution and living standards, employment, infrastructure requirements, environmental balance, and physical integration.

For as long as the country is overpopulated (2.8 percent a year, one of the highest in the world) not even the most sophisticated physical planning can solve the country's ills. Therefore, the PPDO report urges that the measures to control population growth should continue and improve. Controls include the dispersion of certain populations to planned settlements and centers. This means that certain areas of the country have to be urbanized and others industrialized, and still others agriculturalized. The food production campaign will then have to continue to veer toward the nutritional and medical needs of the population. Food production programs should entail the development of food supply areas through infrastructure, marketing and

tion, and the inevitable encroachment of industrial age technology on the natural environment will greatly affect the ecological balance. Thus, the plan strongly reiterates the conservation of forests, rivers, seas, and other natural formations. Pollution and other atmospheric and climatic disturbances are included among the elements to be combated.

The plan also details its development concepts in four key areas: growth center scheme which calls for distribution of urban centers in Mindanao and the Visayas; comprehensive utilities through the allocation of transportation, communications and power in key areas in Luzon, Visayas and outside Metropolitan Manila; integrated water resources, stressing the need of the major river basin areas of the country (Cagayan, Agno, Pampanga, Bicol, Panay, Ialor, Ilog-halabag, Agusan, and Cotabato rivers); and harmonious organization of the infrastructure with the natural surrounding. This means that roads should be constructed without destroying formations in Mindanao and the Visayas preserved whenever possible by discouraging construction of discordant structures like towering hotels.

The rest of the PPDO plan are charts and maps showing figures and facts with corresponding plans for physical improvement. The plan is optimistic that the new approach to decision-making on the barangay level will provide a faster and more favorable approach to the implementation of the programs for development. Aside from the barangays, the plan sees the CIP (Capital Improvement Program) of the provincial and municipal governments as one major implementing machinery. More significantly, PPDO proposes the creation of a stable institution for comprehensive physical planning. The body, following guidelines by NEDA, will monitor and evaluate plan implementation, conduct a reappraisal and review and undertake its revisions. The proposed physical planning office can function as a research office on land use and environmental standards.

The plan also proposed the following legal mechanism for controlling development:

□ Public spending. In order to effectively implement the plan, priority should be given to the increasing efficiency and coordination in the public spending process. Budgeting could be an effective instrument of planning if it conforms with the requirements of the total plan.

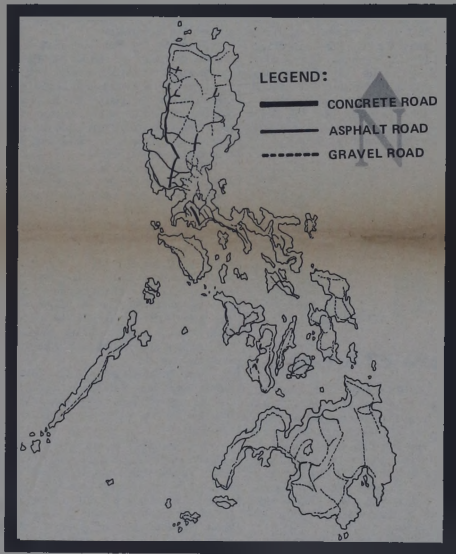
□ Taxation. Although taxation is principally a revenue-raising power of government, it may also serve such purposes as redirection of development, production and general land use. Examples of such are special assessments, efficient charges, etc.

□ Expropriation. When necessary for the public interest, the state may exercise the power of eminent domain.

□ Police power. If public safety and welfare so demand, authorities may intervene to regulate and restructure land use.

Among the tools for development control suggested by the PPDO are zoning (important in directing land use patterns, location of industries, housing), subdivision regulations (to improve quality of subdivisions), official mapping, building regulations, licensing system (supplemental device to regulate land use) and taxes on idle or vacant lands.

As can be seen, some of the proposals have already been implemented even at this stage. The formation of the Metro Manila Commission, for example, builds on clear direction toward the integration of physical facilities of four cities and 13 towns. The "balik-probi-siya" project and the electrification of many of our rural areas are also moves toward integrated physical planning. □



ments functioning complementarily;

- Comprehensive transportation and communication systems, an integrated water resources and power grid systems established in accordance with the land use scheme and operating in support of approved settlement pattern.

Among the outputs (service rendered or to be rendered) the PPDO outlined are land reform and reforestation programs, irrigation and flood control, transportation, communications, postal services, river basin development, power expansion (electrification), and planned population.

The working motto of the PPDO plan is "progress without integration does not constitute democratic fulfillment." The planners believe that since the country is divided into hundreds of islands, each with a distinct ethnic and cultural personality, inter-regional mobility and interaction through improved transportation and communications facilities provide the key to national in-

tegration and such venues for social mobility as higher income, better education and increased employment.

The sub-standard level of health and nutrition and the general living conditions of families, particularly in the rural areas are generally low (in 1971, there were 1.6 million families in the rural areas and 200,000 in the urban areas with incomes less than P1,500 yearly), making them a constant social burden and sometimes a threat to the stability of the social order. The demands of a growing, population expanding economy for infrastructure support require sustained investment through a progressive infrastructure development program. However, because of the lack of resources and the backlogs in the implementation of the existing infrastructure program, there remains a big gap between the requirements and the actual infrastructural support for social, industrial and agricultural plans.

The PPDO plan recognizes that the increasing population, rapid urbaniza-



## Sweet exemption

**A**MENDING Presidential Decree No. 791, President Marcos, through PD 924, extended tax exemption to road-building equipment, sugarcane tractors, agricultural tractors and their respective implements used in the sugar industry which are "actually needed and to be exclusively used by the grantee in the development of the factory site and in the production, manufacture, milling, processing or refining of sugar." The President, in issuing PD 791, pointed out that since all new sugar mills are being financed by government lending institutions, their collapse by reason of financial problems resulting from high acquisition cost of the mill means that the government will ultimately suffer the loss. PD 924 is designed to reduce the high cost of production, particularly in the case of new sugar mills wherein the acquisition cost of all machineries was jacked up. It is also expected that the exemption will afford the new mills a wider range of incentives for a more viable milling operation. □



## Save PTA funds

**P**RESIDENT Marcos has exempted the Philippine Tourism Authority (PTA) from the coverage of Presidential Decree No. 711 which had abolished all special and fiduciary (trust) funds and transferred their operations and fundings to the general fund. PD 711 was issued to prevent the accumulation of big cash balances in special and fiduciary funds resulting in useless immobilization of public funds.

The PTA, a government corporation created by PD 189 as amended by PD 564, and tasked specifically with the tourism development program of the government, was adversely affected by PD 711 because its funds are being derived from the passage tax imposed by Republic Act No. 1478; the tax on stock transaction, and additional travel tax imposed by R.A. 6141; and the hotel room tax under the National Internal Revenue Code. President Marcos pointed out that the agency's "flexibility to carry out a development program to achieve the goals of the government in economic development through tourism is curtailed if PD 711 is made applicable to it."

In Letter of Instructions No. 397, the President directed all government officials, agencies and entities concerned to resume remitting their collections of travel tax, stock and transfer tax and hotel room tax to the PTA. The exemption will support the PTA's tourism development plan which at present cannot be carried out as its authorized capital stock has not yet been released. □

## Training in government

**L**ETTER of Instructions No. 317 provides that the Civil Service Commission shall be responsible for the coordination and integration of a service-wide continuing program of personnel development for all government personnel at all levels.

For this purpose, each department and agency shall set up a career and personnel development plan for its personnel in accordance with the following guidelines:

**Definition.** A "career and personnel development plan" is systematized and evaluated direction of the human efforts in an organization to increase its effectiveness for immediate and future needs.

**Purpose.** The career and personnel development plan shall have the following major goals:

□ To increase individual and agency effectiveness by improving each employee's performance on his present job;

□ To provide a reservoir of skilled employees to meet future professional, administrative, technical and clerical needs of the organization;

□ To increase job satisfaction among employees by providing them with the opportunity to grow toward their occupational goals; and

□ To develop and utilize the interests and abilities of the employees in such a manner as to achieve fully the goals of the organization.

**Scope of the Plan.** The plan shall include provisions on merit promotions, performance evaluation, in-service training, including overseas and local scholarships and training grants, job rotation, suggestions and incentive awards systems, and such other provisions for employees' health, welfare, counseling, recreation and similar services.

It shall also include efforts directed to enable the employees to progress systematically in their employment career and to utilize their services effectively so as to achieve fully the objectives and goals of the organization.

Also part of the plan are development programs for employees at all levels. However, since career development is basically self-development, employees must volunteer to participate. The plan shall also include the use of such methods as job rotation, counseling, training and related employee development tools.

**Basic Policies.** Career and personnel development shall start with orientation training upon entrance of the employee into the service and end in retirement counseling.

The performance appraisal of the employee shall be a basis for determining what training the employee needs to improve in his job performance. Promotions shall come as a result of demonstrated ability to perform in a higher grade position while occupying a lower position.

Employees shall be given incentives to promote morale, efficiency and integrity in the public service. Scholarships, training grants and other forms of in-service training shall form part of the career and personnel development plan.

**Procedures.** Each department, bureau or agency shall prepare a broad plan of action on career and personnel development with the objectives or purposes mentioned above.

The department or agency shall:

□ Identify its career and personnel development needs;

□ Establish career ladders for each type of work in its organization;

□ Review its training and development efforts to enable it to formulate its career and personnel development policy and institute a better conducted program for career and personnel development;

□ Establish career and personnel development schemes adaptable or practicable to the agency; and

□ Identify current and possible in-

ter-agency and intra-agency training facilities and include their utilization in the plan.

**Guidelines.** It is basically the employee's responsibility to develop himself. Management should encourage and assist in this process whenever possible by making available opportunities, training, education or experience which will enhance an employee's usefulness to the service.

It should be stressed that career and personnel development is a continuing and controlled process. Each assignment for the employee suitable for advancement is a job that needs to be done and is a training for the next bigger job.

The plan should be comprehensive—one which briefly describes each segment as they bear upon the goals and objectives of the organizational component(s) and the personnel for which and for whom development is designed. It should also include an estimate of the resources required to carry out the plan, i.e. facilities, time, funds and the institution responsible for development, whether it is the agency, the department or other training or educational institutions.



**Responsibilities.** Delineation of responsibilities for the development of an integrated national plan for career and personnel development, which shall serve as the basis for all career and personnel development activities in the government shall be as follows:

□ Each bureau or agency shall set up a career and personnel development plan for its personnel following the guidelines set forth above. It shall organize a Career and Personnel Development Committee which shall be responsible for assessing the over-all needs for training and development to be reflected in the agency career and personnel development plan by prepared by the professional staff which is responsible for career and personnel development.

Each department shall consolidate for consistency and balance the career and personnel development plans set up by all the agencies under its purview for the budgetary support for such plans.

The Department of Local Government and Community Development shall take responsibility in setting up an integrated career and personnel development plan of all city and provincial entities, including all municipalities within their territorial jurisdiction.

The Civil Service Commission shall extend technical assistance to the bureau and agencies in the setting up of career and personnel development plans and to the departments in integrating the plans of the agencies under them. The CSC, in its periodic audit of personnel management in the departments and agencies, shall evaluate the effectiveness of the plan. It shall integrate into a national plan the career and personnel development plans of the departments, bureaus and agencies which shall serve as the basis for all career and personnel development activities in the government. □



# Living with the people's will

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The framework  
has the following  
proposed com-  
ponents:

1. *Voluntary participation.* The participation of the Kalinga people in the TIDAR program should be voluntary.

No form of coercion or pressure should be exercised and every effort must be made to inform the people of the TIDAR program.

2. *Participation in choosing resettlement sites.* The affected people should be allowed to participate in choosing resettlement sites. The government should exert every effort to grant and expropriate if necessary the land areas required by the TIDAR program.

A judicious choice of resettlement sites should be ensured by informing the people of sound and accepted principles of human settlements.

3. *Participative planning.* Participation of the Kalinga people should be significant in every phase. The TIDAR program should primarily consider the priority needs perceived by the people themselves.

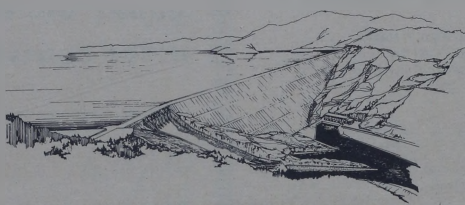
"The ultimate objective of the program, human wellbeing, should be construed in the light of their own presuppositions of human well-being. Development of the people should be pursued in the context of their own culture and tradition."

4. *Total development.* The TIDAR program should be designed to bring about not only economic upliftment. Human development should be the fundamental concern of the program. The socio-cultural development of the people should be pursued in line with the human settlement concept of habitat and environment. Moreover, "care should be taken to view development of the Kalinga people in the context of their capabilities, culture, values and perceptions of prosperity and well-being."

5. *Adequacy of land allocation.* Land allocation must be equitable and compatible with the economic growth of the families in the years to come. Land should not be allocated based on subsistence levels. And to ensure growth and development on a sustained basis, the future needs of the people should be projected.

6. *Self-reliance.* The TIDAR program must be implemented based on self-reliance. The program should be designed to allow the Kalingas to manage their own affairs. Technical assistance and other government resources are needed, however, to provide the initial impetus.

7. *Total commitment.* The government must be committed to the complete success of TIDAR. The relevant resources of different government agen-



Chico Dam: dealing with resettlement problems

ties should be brought to bear on the problem. The private sector including the church groups should also be enjoined to contribute their share of work. To coordinate the different agencies involved, a Chico Dam for Development Council shall be formed. The council will consist of: PANAMIN as chairman; two Kalinga representatives from the resettlement sites; and representatives of the Department of Public Highways, the National Irrigation Administration, National Power Corporation, the Bureau of Lands, the private sector, and the church groups.

The Council will be assisted by all government agencies in the implementation of the program and shall have the authority to call on such agencies to implement the TIDAR program. Both fi-

nanical and manpower resources of the cooperating government agencies shall be utilized to the necessary extent.

The council shall formulate a detailed five-year plan based on the TIDAR framework as approved. The plan will include the detailed plans of various component sectoral programs.

To keep program implementation in harmony with the affected people's needs, an intensive information campaign will be launched to inform all 683 households of TIDAR's developments. Feedback will be regularly monitored.

THE first relocation site now being surveyed is for people from the municipality of Tanglag. The site is 30 kilometers from Tanglag. Some 55 families will be relocated in this first site and 51, in nearby sites. The 35 remaining hold-out families (12 opposed and 23 undecided) are expected to soften when they see the developed relocation site.

PANAMIN and NPC teams are devoting top priority to the acquisition and development of other relocation sites chosen by people's committees of other affected areas.

One indicator of people's support for the dam project is that Kalinga people are now participating in the development of relocation sites. Some are manufacturing concrete markers for the surveyors and others are serving as assistant surveyors. □



# A fair deal for consumers

Price control promotes stable  
basic necessities, thus  
raising the standard of living  
for poor families.

include under price control detergents  
and toilet (bath) soap. The move was  
taken following a nationwide survey  
conducted by KMPI and the National  
Pollution Control Commission which  
revealed that 13 brands of toilet soap  
marketed locally are underweight from  
eight to ten grams per cake of toilet  
soap, overpricing ranged from ten to  
15 centavos.

In order to prevent the shortweigh-  
ing and overpricing of toilet soap, the  
consumers organization recommended  
the following: 1. Accurate observation  
by soap manufacturers of the net weight  
label claims; 2. Standardization of the  
sizes of soap.

To further bolster the protection  
given to consumers, the PSC Chairman  
is supporting a move to reconstitute the  
PSC composition by allowing a con-  
sumer representative or any concerned  
citizen to sit in the council and attend  
the meetings. Since the interest of con-  
sumers is the main agenda of the PSC  
meetings, it is just proper that consumers  
be represented, so they say. The PSC  
meetings will be open to the public.

The Council is composed of Trade  
Secretary Quizon as chairman, Direc-  
tor General Gerardo Sikat of the NEDA,  
Secretary of Agriculture Arturo R. Tanco  
Jr., Secretary of Health Clemente Gat-  
maitan, Maximo Belmonte, representing  
government employees, and Antonio  
Polcarpio, representing labor, as  
members.

Under the law creating the PSC,  
each council member should  
come from a women's organization.  
Since the creation of the PSC, no such  
member has been appointed. So as to  
enable the PSC to perform its task more  
efficiently and effectively, the seventh  
member should now be appointed, the  
PSC chairman said.

In a bid to correct the damage  
done to the consumer-victims of the  
massive shortselling, the PSC has ex-  
pressed the desire to reduce the prices  
of laundry soap. And as an offshoot  
of this irregularity, the PSC has placed  
under review prices of evaporated and  
filled milk, detergents, cooking oil, pads,  
notebooks and other school supplies  
with the view to reducing the prices  
of these basic commodities.

With the relentless effort of govern-  
ment and private sectors to protect the  
people against business malpractices,  
the consumers are assured of a fair deal.  
In the long-run, however, the consumers  
themselves can prevent overpricing and  
other malpractices through judicious  
selection of goods. □

## A selection of goods under price control



(Maximum retail price applicable in Greater Manila only)

|   |                        |
|---|------------------------|
| Pork chops                                  | P9.20/kilo             |
| Cara beef lean meat                         | P8.50/kilo             |
| Beef shank                                  | P8.50/kilo             |
| Bangus                                      | P7.50/kilo             |
| Canned salmon                               | P7.20                  |
| Poultry feed<br>(Starter mash)              | P52.00/40-kilo bag     |
| Evaporated filled<br>milk (supermarket)     | P1.46/14-oz. can       |
| Coconut oil                                 | P2.25/pint             |
| Pure laundry bar soap                       | P0.40/bar (120 grams)  |
| Kerosene (sari-sari store)                  | P20.04/19 liters       |
| Refined sugar for households                | P1.35/kilo (packed)    |
| Penicillin ointment                         | P1.65/kg.              |
| Aspirin (United)                            | P0.3/unit              |
| Blue denims<br>(28"-60 x 50, 12 cc x 16 cc) | P3.40/yard             |
| Grade I-IV writing pads                     | P0.75/pad (100 leaves) |
| Cement                                      | P14.70/bag             |



Control: fish and medicine



Dr. Alfredo T. Morales and Dr. Lourdes S. Sumagaysay □

# Innovations in education

IN 1972, the Filipino nation and its national educational program were like hopeless fishermen in a dark night drawing up empty nets. Now, in 1975, our educational system is a vigorous partner of government and society in saving the Filipino people from the peril of a bloody Jacobin revolution and a precarious democracy corrupted by an unjust economic or social system, and toward an oligarchy, from a disastrously plummeting economic regression, and from the annihilation of its national and cultural identity.

In 1972, the upsurge of violent events in Philippine schools and universities reached its apogee in the so-called "commune" exercise of power even briefly but ominously on the University of the Philippines campus. The Philippines, like other developed and developing nations, has been swept into the "world educational crisis" of today, whichable foresaw by the Williamsburg, Virginia international conference of world educational leaders, intellectuals, scientists, researchers, and adult education specialists nearly ten years ago. The peril to national survival which was experienced by the Philippines in the crisis of 1972 is embraced in the felicitous, if a little sounding ceteris parvo, by Dr. Philip H. Coombs of "fantastically swift environmental changes" responsible for the world educational crisis.

Thus the challenge to a national educational system consists of the inexorable adjustment it has to make to accommodate the environment of changes. Herein lies the major near-inevitable disadvantage from which any educational system suffers. In the face of such "fantastically swift" changes, there is a "consequent disparity" between them and the educational system. There is a compounding, moreover, of the burden on the system, for it must cope with its own inherent growth, which may proceed at a headlong pace without reference to the new demands of societal relevance. It is no wonder that even in the more highly advanced, modernized, and affluent countries of this age, the problem of education is acknowledged unanimously by the countries' heads and leaders, in the words of Jean Thomas, Inspector General of Public Instruction in France, as the first problem of the state.

## Nations Biggest Industry

THE magnitude of this problem of the state is partially indicated by education in the Philippines being the nation's biggest industry. This is in addition to the complexity of the twofold aspects of growing and changing as one of the national sub-systems and in response to a fast revolutionizing material human environment. The size of this private enterprise of nation building can be seen from the total enrollment in all levels in 1974-75 having reached 11.1 million out of a total population of about 42 million, or more than one in school or college out of every four Filipinos. The teaching force in all levels in the same year is a little under half a million or about 450 thousand. The personnel complement of staff services for education in the general office and the regional offices is a total of 3,302.

As vast national enterprise, however, while imposing in its size and quantitative growth, must also be assessed for quality. The foundation of high quality education is to be sought first in the vision of a great society and the good life which the national leadership, the educational leadership, and the people share. It is the goals set for national development in the New Society, the educational system's restructuring and redirection in relevance to those goals, and the dynamic flexibility of its management and performance



Priority: teaching modern technology.

that invests its size with value and leads to the attainment of the professional ideal of a good quality of education. The achievement of such an ideal is in its true sense the educational system's contribution to society and government in their goal of national development as the enhancement of the quality of human life.

## New Educational Policy

TO the long-standing and familiarly recognized constitutional principles on a free, public, adequate, complete, and integrated system of education, there are added specific mandates expressive of the new aspirations of the people and of the times, such as: the strengthening of basic education and the raising of the provision of universal education up to the secondary level; the need for education to be relevant to national development goals; the expansion of academic freedom; the promotion and development of the national Filipino language; the pursuit of a population control policy conducive to national welfare; and the injunction for education and the other fields of social service to enhance the enjoyment by the people of a decent quality of life, including the preservation and enrichment of their national, ethnic, and individual cultural dignity and identity.

Among the most important presidential decrees promulgated by President Marcos to implement these Constitutional mandates are PD No. 1 on the reorganization of the executive branch of the national government, PD No. 6-A on educational development projects, PD No. 78 on the population program, PD No. 146 on the national college entrance examination, and PD No. 170 on the Filipinization of alien schools. The National Board of Education policy declaration on bilingual educational program is also a far-reaching decision.

While most of these decrees express policies and guidelines for specific matters and individual major problems confronting education, it is PD No. 6-A which clarifies for the entire province of education in relation to national development goals the basic principles of policy, the major and urgent objectives, and the strategies and methodologies guiding the implementation of the ten-year educational program of the New Society. The Presidential Commission to Survey Philippine Education, which rendered its report to President Marcos in 1970 had performed the authoritative groundwork for the new imperatives of direction for education in the New Society. The most important parts of PD No. 6-A are as follows:

Section 2. Declaration of Policy, it is hereby declared to be the policy of the government to ensure, within the context of a free and democratic system, maximum contribution of the educational system to the attainment of the following national development goals:

(a) To achieve and maintain an accelerated rate of economic development and social progress;

(b) To assure the maximum participation of all in the attainment and enjoyment of the benefits of such growth; and (c) To strengthen national consciousness and promote desirable cultural values in a changing world.

Section 3. Statement of Objectives. To this end, the educational system aims to: (a) Provide for a broad general education that will assist each individual, in the peculiar ecology of his own society, to (1) attain his potential as a human being; (2) enhance the range and quality of individual and group participation in the basic functions of society; and (3) acquire the essential educational foundation for his development into a productive and versatile citizen;

(b) Train the nation's manpower in the middle-level skills required for national development;

(c) Develop the high-level professions that will provide leadership for the nation, advance knowledge through research, and apply new knowledge for improving the quality of human life; and

(d) Respond effectively to changing needs and conditions of the nation through a system of educational planning and evaluation.

Section 4. Guiding Principles of the Ten-Year Program. In order to lay the foundation and to advance the attainment of these objectives, a ten-year national education development program shall be formulated based on the following:

(a) Improvement of curriculum programs and quality of instruction of all levels by way of upgrading physical facilities, adoption of cost-saving instructional technology, and training and re-training of teachers and administrators;

(b) Upgrading of academic standards through accreditation schemes, admission testing and guidance counseling;

(c) Democratization of access to educational opportunities through the provision of financial assistance to deserving students, skills training programs for out-of-school youth and continuing education program for non-literate adults;

(d) Restructuring of higher education to become more responsive to national development needs through a planned system of incentives and assistance to both public and private colleges and universities, adoption of institutional curricular programs, staffing pattern and institutional development activities;

(e) Expansion of existing programs and establishment of new ones designed to train middle-level technical and agricultural manpower; and

(f) Instituting reforms in the educational financing system to facilitate the shift of financial responsibility for elementary and secondary education from the national to the local government, thereby increasing government participation in higher education.

## Orientations and Structures

THE survey revealed circumstances that led the proponents to propose their projects. Of the 30 representative items in this category, 20 are related to socio-economic goals-work education, agricultural and vocational arts, population education, applied nutrition and Green Revolution. It is apparent that a large percentage of these are suggested by and originated from the central level, the DEC.

Some projects cater to the needs of the cultural minorities and attempts to

provide training schemes for out-of-school youth. Among those reported are the projects of the UP, Los Baños, Capiz Mobile School, Division of Quezon III, Morong Folk School, Mindoro Agricultural School, Mountain State Agricultural College and the Bureau of Public Schools. It is very interesting to note that some of these projects have innovated new structures (Mobile School, itinerant teachers) to achieve their ends.

Community development and rural upliftment on a comprehensive scale and using systematic city-wide or even province-wide planning is one emphasis. The Silliman University Extension Program (SUEP) is one outstanding example; Manila Central University's Lingsap sa Nayon another example. The Cotabato Rural Uplift Movement (CORUM) of the Southern Christian College is also a comprehensive program. By comprehensive here is meant the inclusion of varied activities in line with development goals—population, nutrition, youth training, legal assistance to indigents and economic production projects among others. A notable comprehensive health program using the community as the context is undertaken at Batang Lanas under the UP Comprehensive Community Health Program (CCHP).

The In-School-Off-School Approach (ISOSA), although in the experimental stage, envisages the maximum utilization of facilities by the use of a new structure of classes. To strengthen national consciousness can make use of a classroom in a day. It is an attempt to solve the problem of inadequate classroom and facilities for the projected expanding school population. Project IMPACT (International Management by Parents, Community and Teachers) in the Division Office in Cebu is a more comprehensive structure.

Work orientation is reflected in the Green Revolution Program of the DEC, practical arts programs of the Iloilo and Antique School of Arts and Trades, and the Bayaninan School Program of the Palawan National Agricultural College and the Workers' Education Program of the Unios College, Butuan City. The Unios College is unique in the sense that it includes training of household helpers who are out of school youth desiring to engage in domestic occupations.

A new orientation exposes the students to the work environment in civic and community programs. Such is the Youth and Civic Action Program of the DEC; the scheme requires students to work in the community for hours before graduation from college.

Population Education, a new program of the DEC, has urged some institutions to look at novel ways of motivating target couples. Such a unique project has been undertaken by the Concordia College.

## Some Generalizations

THE study of these representative innovations has given insights into the status of trends in educational changes. Some generalizations are worth enumerating here:

1. There is a growing interest in the upliftment of the community through extension work, demonstration effects of school projects and emphasis on community improvement.

2. There are various degrees of attempts at effective basic education and a tearing down of the traditional walls between the school and the environment or community.

3. Education tends to be personalized hence individualized.

4. Innovations provide incentives and opportunities for the disadvantaged. For those living in remote rural areas opportunities for professional advancement are provided through distance learning techniques like lectures over the radio (University of the IM, UM).

5. Inadequate funding evokes many other problems in teacher training, material production and research. □

Alfredo T. Morales and Lourdes S. Sumagaysay

# social justice for Philippine labor



**T**HE employment strategy of the government is basic: reordering priorities to insure the increased absorption of the labor force into gainful economic activities. The thrust is to make employment one of the means by which the majority of the population can participate more substantially in the benefits of development. A corollary, although somewhat underemphasized, aspect of this strategy is to effectuate the wise deployment of the country's single, most abundant resource—its labor force—so that it can help trigger off a much awaited economic take-off. Thus, employment is seen both as a natural distributive agent of the country's wealth and well-being and as a catalyst for more rapid growth.

The current government thrust centers on the distributive/equalizing character of employment. This is quite understandable considering that the country has been experiencing a recurring, almost institutional unemployment/underemployment problem. The February 1975 round of the NCSO Survey of Households reveals, for example, that about 514,300 or 3.6 percent of the country's 14,286-million labor force were openly unemployed during the period. This was an improvement over the yearly unemployment averages during the four-year period 1971-74. In 1971, the unemployment rate stood at 5.2 percent, increasing to an all time high 6.3 percent in 1972, going down to 4.9 percent in 1973 and steadying at 4.0 percent in 1974.

On the other hand, the same survey indicates that some 1.30 million employed workers (about 9.16 percent of the labor force) were working less than 40 hours a week and were openly looking for additional work. Again, this latest figure was an improvement over the underemployment average for the period 1971-74. Underemployment in 1971, for example, stood at 1,862 million or 14.4 percent of the labor force. This steadied at 11.9 percent in 1972 and 1973 and dropped to 9.8 percent in 1974.

It is worth mentioning that aside from the burden of providing gainful employment to the yearly unemployed/underemployed carry-overs, the economy is likewise beset with the entrance annually of some 300,000-400,000 people into the labor market. Most of these are out-of-school youth at the age range of 10-19 years old.

The measures so far adopted to correct this unemployment/underemployment problem partake of a more active government intervention in the labor and capital markets. On the demand side, they call for

increased investment on the part of the private sector in labor-intensive export-oriented activities and expanded public expenditure in infrastructural projects to include industrial investments in the various sectors. On the supply side, these consist of measures to improve the quality of the labor force, encourage geographical movements to equalize wage rates, and non-mention efforts to moderate the growth of the labor force (through such programs as family planning). The aggressive marketing of excess manpower to take advantage of the expanding overseas job market has also been instituted as a stop-gap measure to reduce the labor surplus.

## Basic Measures

**Expansion of Demand.** The employment strategy is two-pronged. To expand demand, the government allocates massive investments in irrigation, road construction and electrification in the rural sector to support the government's food production program and the development of rural-based manufacturing industries. About P10 billion were spent in 1974 for infrastructure development. This public commitment is expected to increase over the five-year plan years 1976-1980. Hopefully, the corresponding employment generation of such investments will alleviate unemployment/underemployment in the rural sector and enhance the area's economic attractiveness. It is estimated, for instance, that the present four-year irrigation program will bring under more intensive cultivation some half a million hectares of land, not to mention the additional jobs created for the construction works.

On the other hand, the labor-intensification of the construction of programmed roads and highways would mean an additional 16 million man-days while the flood control program can account for about 15 million man-days more.

With the expected completion of the roads/highways package, there would be greater mobility of goods and men as new major arterial routes and secondary link roads span the islands. The hinterlands will be opened up to greater economic participation.

Finally, it is noted that by 1980, about 75 percent of the country shall have been energized thus affording the rural areas greater opportunities for increased industrial production.

Complementing this infrastructure development are the government's land-reform and "Masagana 99" programs which are geared to expand the capacity of the agricultural sector to create employment. The land reform program is an attempt to transfer 2.1 million hectares of agricultural lands (rice and corn) to over a million farmers. This program is an integrated service package which includes provision of credit and extension services, cooperatives and irrigation-coupled system.

Coupled with this massive agricultural thrust, the government is also encouraging the establishment of labor-intensive small and medium industries by extending a package of services to entrepreneurs and potential investors in the rural areas. The government has set aside close to half a billion pesos under the management of the Development Bank of the Philippines for lending in the countryside. Furthermore, a Central Bank of the Philippines ruling stipulates that at least 25 percent of the private bank's loanable funds should be made available for the rural areas. These funds are in addition to the Industrial Guarantee Loan Fund (IGLF) which guarantees as much as 75 percent of the small entrepreneurs' borrowings from commercial, savings or rural banks.

This accessibility to credit is now being complemented with marketing and technical assistance by the Department of Industry through the Commission on Small and Medium Industries, MASICAP and Small Business Advisory Centers (SBAC), and by the Department of Trade through its Trade Assistance Centers (TACs).

The government is also in the process of expanding its network of industrial estates with the near completion of the PHIVIDEC estate in Misamis Oriental. The first such estate, the EPZA, located in Mariveles, Bataan, has absorbed some 15,000 workers in its first phase of operations. Similar projects in other regions are in the drawing boards.

Several integrated area development (IAD) projects are now underway, all designed to enhance the attractiveness of certain growth poles to induce industrial and service activities in the area. Such projects as the Saba-Basin in Leyte, Bicol River Basin in Camarines, the Ilog-Hinoban project in Negros and the Candaba Swamps Rehabilitation are geared toward generating in place development in designated growth areas.

The government is also in the process of rationalizing the growth of the modern sector to favor the use of labor-intensive technologies and/or those projects with high growth/linkage potentials. Fiscal incentives and penalties are now being made to bear on the determination of priority projects. A clear manifestation of this policy is the BOI ruling to afford



Labor Sec. BLAS F. OPLE

some tax incentives only to firms with imported fixed assets per worker ratio of \$6000. Projects failing to meet this criterion can only be given tax incentives if they generate substantial export earnings or are necessary activities in a priority sector.

The Board of Investments is also integrating sectoral activities to identify growth projects within sectors and problem areas from without. An example of this is the sub-contracting undertaking in garment manufacturing and the recent rationalization of the textile industry.

Another approach being undertaken is the generation of markets for unused industrial capacities and the redirecting of investments away from overcrowded industries.

A complementary measure is the presidential directive to locate all new manufacturing activities outside a 50-kilometer radius from the center of Metro Manila. This is designed to decongest the urban core and disperse industries and human settlements into new, environmentally desirable areas.

We also note that there is renewed export promotion and development thrust which may stimulate certain "lethargic" rural-based linked activities into action. An example of this is the remarkable showing of shellcraft and agri-based exports such as abaca and bananas which is attributable to aggressive marketing by the government and the private sectors. It is likewise expected that the effects of the ASEAN complementation schemes will soon spill over the countryside through linkage activities.

We also note that a guided foreign investments policy is now in operation to insure that the country derives the maximum benefits from such investments.

Finally, our skills trade is now being rationalized to maximize the benefits generated from the opening up of overseas labor markets. The Overseas Employment Development Board and the National Seaman Board were organized last year and mandated with considerable powers to explore markets for Philippine labor overseas and look after the conditions of employment of Filipinos working in foreign countries. The objective is not only to facilitate the discovery of job opportunities abroad but also to insure fair treatment for our fellowmen employed overseas. It goes without saying that our goal is to make the economy capable of absorbing the entire Philippine labor force within the not-too-distant future.

**A Modern Rural Sector.** The development of resource-based industries and the expansion of existing ones in the rural areas are expected to create direct employment and self-employment and should lead to the expansion of employment in the sectors. In fact, the multiplier effects of industrial investments on secondary and tertiary employment should be more significant than the direct employment that they will create. However, considerations on the selection of new industries to be set up will hinge on, first, the capacity of the industry to create new machinery and equipment; second, the effect of particular industry on employment in other industries whose output serve as input to the new industry.

**Adaptive Technology.** Some basic considerations may be observed in the use of adaptive and/or appropriate technology in the Philippines for increasing the demand for manpower. These are: (1) the organization of the industry to create new technology to the level of our country's development; (2) the assumption that there is the availability of indigenous technology in rural areas which may be improved to suit quality control requirements through the use of applied research; (3) the comparatively low cost of producing and maintaining the equipment and machinery of this type of technology; and (4) the comparative advantage of this type of technology over transfer of technology for the agricultural and small-scale industry sectors, doubtlessly having the largest potential capacity for employment.

Being a pioneering concern, there is much scope for improvement of policy areas and incentive schemes





for promoting the development and the acceptance of adaptive and/or appropriate technology as a strategy for increasing the demand for manpower.

**Development of Agriculture.** While diversified farming plays an important role in increasing farm productivity and in helping minimize unemployment in the rural areas, there will be other traditional activities that will help promote employment and further reduce underemployment. These will include the following: forestry, fishing, poultry raising, livestock production, dairy farming, and bee-keeping.

The export ban on logs should encourage greater domestic processing and use of forest resources. Locally processed wood and other forest products for export and local consumption should hold unlimited possibilities for opening up and expanding opportunities for the rural population. The fishing industry can likewise offer great opportunities for rural employment. Fishermen can be encouraged to employ more efficient methods in fishing, both offshore and inland. It would be necessary, however, to lay down firmly the technical and infrastructural requirements of developing these activities. Technical assistance, financial and credit support and marketing assistance will have to be provided for the purpose.

**Technical Services.** The provision of technical assistance, training and consultancy services is a very necessary factor in industrial dispersal and rural mobilization. Organized activities to provide such services should be timed with the provision of infrastructural, financial, credit and other inputs.

As a side benefit for people with higher levels of academic and technical background, the development of various technical services would offer a number of employment opportunities for them. Consultancies on development projects, feasibility studies, and management of small business enterprises may prove to be a source of new employment.

**Recycling Investments.** The expansion of investment in the rural areas by the private sector by reinvesting certain percentages of their profits before tax should help accelerate the flow of investment to the areas. This scheme will complement the government's other incentive programs for the dispersal of industries to the rural areas.

**Export Substitution.** The high cost of necessary imported materials becomes a compelling reason for the Philippine government to intensify the production of export-oriented products. More domestic processing will be called for to generate employment opportunities, curb inflationary forces and earn more foreign exchange to cover import costs. As a complementary measure, the government is encouraging more foreign investment in priority areas and open up new frontiers for development.

**Regional Specialization.** ASEAN regional complementation by way of specialization should be an added boost in the country's drive to generate income and employment. Some regions should have some advantage over another in terms of available resources, manpower and even in geographic location. Areas of specialization will have to be pinpointed and efforts to develop these will be warranted.

#### Restructuring Labor Supply

THE second prong of the employment strategy is the restructuring of the labor supply to increase those skills in rising demand and moderating those that are becoming redundant to the development process. The scheme includes provision of employable skills to the unskilled and upgrading/redirecting the skills of those with insufficient training.

This restructuring is being undertaken through the educational system and through the integrated training program of the government and the private sector. The educational system is being reoriented to contribute its fullest toward the achievement of national development goals. Training programs, on the other hand, are being strengthened and expanded to accommodate the needs of industry and the various regions.

Corollary to this educational restructuring is the integrated human resources development program undertaken by government which includes, among others, the construction of prototype training schemes, training of instructors, setting up pilot training centers and provision of accelerated training schemes to marginal workers. The National Manpower and Youth Council (NMYC), the principal government agency for non-formal training, is now regionalized to provide training and research assistance to small and medium industries in the rural areas.

The NMYC is also in the process of organizing industry boards to systematically carry out manpower training programs within the various industry groups through the initiative and collaboration of member enterprises.

To achieve the same objective, corporations are being induced to initiate and administer training programs through the provision of tax incentives for cooperating firms.

The government has also established a network of public employment offices to facilitate the match-

ing of jobs and men. These employment offices shall serve as monitoring stations for needed employment information, i.e., trends of employment in the regions, the composition of manpower skills, prevailing wage rates, the needs for manpower training and such other important planning data.

With such a centralized system of employment, information regarding availabilities, maximum manpower utilization, facilitation of geographical mobility and reduction of recruitment/placement cost for workers and firms can be realized.

Finally, we note that a sound labor-relations system has been established to ensure industrial peace and expeditious labor justice thus enhancing production and indirectly inducing added investments.

**Manpower Planning.** Manpower planning should be able to help ensure adequate numbers of competent persons in particular occupations at given times, consistent with and related to the overall development thrust. A careful assessment of the current manpower and employment situation and the forecasting of required manpower in the future should aid in this activity. It is also highly desirable that the manpower plan should be prepared at the time that the output plan is being prepared so they can be coordinated with each other. A major component of this activity is a continuing inventory of our manpower resources by region and by skills, and the definition of the appropriate production models to gainfully employ them.

**Skills Incentives.** Rationalization of the skills/wage structure by giving some form of incentives to scarce and critical skills should be considered. The contribution of the scarce skilled worker to the value of production has not been fully appreciated or analyzed. A strategy may be called for to correct some misinformation and attitudes and reflect the true value of critically needed skills.

**Skills Dispersal.** Deliberate dispersal of skills should be effected to discourage the concentration of skilled labor in certain regions/industrial sectors. This can be done by, among others: 1) establishing mobile training centers in the regions; 2) instituting wages in specific regions/industries to attract skilled labor to work in these areas; and 3) accelerating the delivery of the needed physical/social services infrastructure in the countryside.

**Dispersal of Institutions.** To improve the quality of labor in the regions, some form of incentives should be given to educational institutions located outside the Greater Manila Area. The strategy, likewise, calls for regulating the proliferation of schools and colleges in the metropolis and for regulating school offerings based on regional needs. Another would be to provide high salaries to attract competent personnel to teach in the regions.

**Accreditation Scheme.** The implementation of accreditation schemes should be hastened. Special tax treatment should be increasingly applied only to accredited schools.

**Cooperative Training.** A cooperative training program that will provide closer school-industry coordination in undertaking vocational educational activities should be instituted. This will also help ensure the immediate placement of trainees.

**Study-Now, Pay-Later.** The scheme, which is competitive in nature, is conceived to help poor but deserving students to pursue technical or higher education.

This scheme subsidizes a student in training or in school, who in turn pays for the cost of training upon employment. The dispersal of educational institutions and the implementation of a cooperative training program providing for a closer school-industry coordination should complement this effort. Besides being a scholarship program, the scheme seeks to influence the educational decisions of participants to direct them to needed professions.

#### Development Impact

As has been said, this employment strategy has direct implications to development strategy. In making possible the mobilization of a larger portion of the labor force in gainful activities by its stimulation of investments and other components of demand, and in raising the productivity of a progressively expanding portion of the labor force through manpower training schemes, in facilitating the matching of men and jobs through the accord of programs and, finally, in establishing industrial peace through expeditious labor justice, this employment strategy not only achieves some of society's pressing income distribution objectives but also fulfills the goals of overall development strategy. The employment of more persons permits the acceleration of production, the more rapid increase of GNP, and the accrual to workers, who constitute the vast majority of our countrymen, of income with which they can enjoy the benefits of development.

The strategy is producing desirable results. It can produce even more beneficial results in the future as it becomes more elaborate and more complete in response to, and in reflection of, positive suggestions and demands of our people. □



## Commission on Audit □

# Broad powers for new responsibilities

IN keeping with its Constitutional mandate, the Commission on Audit adopts the following primary objectives:

□ Fiscal responsibility rests directly with the chief or head of the government subdivision, agency, or instrumentality. The role of the Commission on Audit is to determine whether such fiscal responsibility has been properly and effectively discharged;

□ The Commission on Audit shall develop and implement a comprehensive audit program which shall encompass an examination of financial transactions, accounts, and reports, including evaluation of compliance with applicable laws and regulations; a review of efficiency and economy in the use of resources; and a review to determine whether desired results have been effectively achieved;

□ The COA shall institute control measures through the promulgation of rules and regulations governing the receipts, disbursements, and uses of funds and property, consistent with the total economic development effort of the government;

□ It shall also formulate rules and regulations to facilitate the keeping and enhance the information value of the accounts of the government;

□ The Commission shall take measures to hasten the full professionalization of its services, consistent with its expanded audit responsibility;

□ In order to protect the independence of its representatives, the Commission shall institute measures to safeguard its appointing power, and rationalize and standardize the salaries of its personnel; and

□ The COA shall take steps to bring its operations closer to the people by the delegation of authority through decentralization, consistent with the provisions of the New Constitution and the laws.

## JURISDICTION

THE authority and powers of the Commission on Audit shall extend to and comprehend all matters relating to auditing and accounting procedures, systems, and controls, including inquiry into the utilization of resources and operating performance, the keeping of the general accounts of the government, the preservation of vouchers, the examination and inspection of the books, records, and papers relating to those accounts, and the audit and settlement of the accounts of all persons with respect

to funds or property received or held by them in an accountable capacity, as well as the examination, audit, and settlement of all debts and claims of any sort due from or owing to the government or any of its subdivisions, agencies, or instrumentalities. The said jurisdiction extends to all government-owned or controlled corporations and other self-governing boards, commissions, or agencies of the government, and as herein prescribed, including nongovernmental entities subsidized by the government, those funded by donations through the government, those required to pay levies or government share, and those partly funded by the government.

## VISITORIAL POWERS

THE Commission shall have visitatorial authority over all books, papers and documents filed by individuals and corporations with government offices in connection with government revenue collection operations, for the sole purpose of ascertaining that all funds determined by the appropriate agencies as collectible and due the government, have actually been collected. This authority shall also extend to nongovernment entities subsidized by the government, those which have received counterpart funds from the government, and those funded by donations through the government, the said authority however pertaining insofar only to the audit of those funds or subsidies coming from or through the government.

## ORGANIZATIONAL COMPONENTS

THE Commission on Audit, herein after referred to as the Commission, shall consist of the Commission Proper as constituted pursuant to Section 1, Article XII-D, of the new Constitution, and its central and regional offices.

The Commission Proper shall sit as a body to promulgate policies, rules, and regulations, and prescribe standards governing the performance by the Commission of its powers and functions in accordance with the new Constitution. It shall appoint all the officials and employees of the Commission in accordance with the Civil Service Law, pursuant to Section 4, Article XII-A of the new Constitution.

The chairman of the Commission shall act as the presiding officer of the Commission Proper and the chief executive officer of the Commission. As chief executive officer, he shall be re-

sponsible for the general administration of the Commission.

## REORGANIZATION

FOR the efficient and effective formulation and implementation of the programs of the Commission, the following central offices are created: 1) Administrative Office; 2) Planning, Financial, and Management Office; 3) Legal Office; 4) Accountancy Office; 5) National Government Audit Office; 6) Local Government Audit Office; 7) Corporate Audit Office; 8) Performance Audit Office; and 9) Manpower Development and Systems Office.

These offices shall perform primarily staff functions, exercise technical supervision over the regional offices in matters pertaining to their respective functional areas, and perform such other functions that the chairman may assign.

In addition, the Commission shall keep and maintain such regional offices as the exigencies of the service so require. The regional offices shall be under the direct supervision and supervision of the chairman and will serve as the immediate representatives of the Commission in the regions.

## AUDIT PERSONNEL

THE Commission Proper is empowered to appoint its representatives in any government-owned or controlled corporation as well as in any other self-governing board, commission, or agency. In addition, the Commission Proper has the power to fix the size and composition of, and to appoint the personnel to assist said representatives in their work. This appointing power of the Commission Proper shall be subject only to the Civil Service Law and shall not be subject to approval or review by any other official, corporation, board, commission, or agency concerned.

The number of the representatives and support personnel of the Commission assigned to the different departments and agencies of the national government as well as in government-owned or controlled corporations, self-governing boards, commissions, or agencies of the government and in provinces, cities and municipalities shall be determined and fixed by the Commission, any provision of the General Appropriations Decree, laws, decrees, executive orders, or regulations to the contrary notwithstanding.

All officials and employees of the

Commission, including the Commission representatives and support personnel, shall be paid their salaries and allowances directly by the Commission out of its appropriations and contributions, as provided for in this decree.

## FEES FOR AUDIT SERVICES

THE Commission shall fix and collect reasonable fees for the different services rendered to nongovernment entities that shall be audited in connection with their dealings with the government arising from subsidies, counterpart funding by government, or where audited records become the basis for a government levy or share.

Whenever the Commission renders to any government entity audit and related services beyond the normal scope of such services, the Commission is empowered to fix and collect reasonable fees.

To enable the Commission to effectively discharge its responsibilities under the New Constitution, no government subdivision, agency, or instrumentality, including government-owned or controlled corporation, and self-governing board, commission, or agency shall enter into any contract with any private person or firm for services to undertake studies relating to government accounting, auditing, and management systems and services, including services to conduct a fee, seminar, or workshops, unless the proposed contract is first submitted to the Commission to enable the Commission to determine whether it has the resources to undertake such studies or services. The Commission may engage the services of experts from the private sector in the conduct of these studies and shall coordinate its work with the Budget Commission and Civil Service Commission.

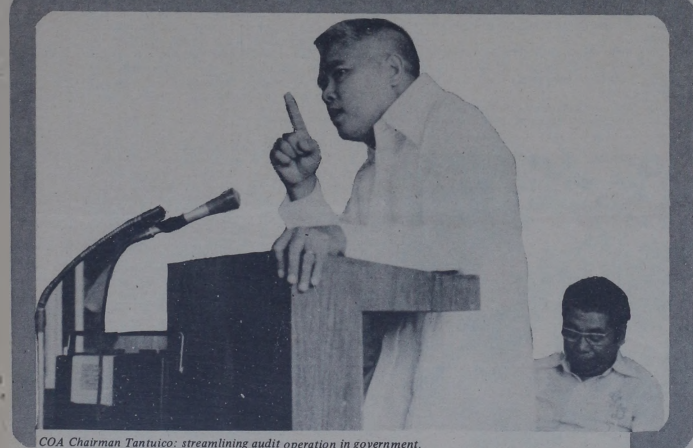
## COLLECTION OF DEBT

IN aid of its responsibility to see to it that government funds and property are fully protected and conserved, as explicitly mandated by Presidential Decree No. 111, dated January 26, 1973, the Commission shall, through proper channels, supervise and procure the collection and enforcement of all debts and claims, and the restitution of all funds and property, found to be due the government or any of its subdivisions, agencies, or instrumentalities, or any government-owned or controlled corporation or self-governing board, commission or agency of the government, in its settlement and adjustment of its accounts. If any legal proceeding is necessary to that end, the Commission may institute it or request the Solicitor General, the Government Corporate Counsel, or the legal staff of the creditor government office or agency concerned to institute such legal proceeding.

The Commission shall be entitled to collect and receive 20 percent of the amount of debts collected when such collection is made from a judgment in a case intended and handled by the Commission, as assistance in the professionalization of its services and the computerization of its accounting and data gathering functions. These receipts shall be deposited with the National Treasury to the credit of the Commission.

## SOUND INTERNAL CONTROL

IT shall be the direct responsibility of the chief or head of each government subdivision, agency, or instrumentality, including government-owned or controlled corporation and other self-governing board, commission, or agency, to install, implement, and monitor a sound system of internal control. For this purpose, the chief or head of agency may seek the assistance of the Commission in the design and installation of the internal control system. □



COA Chairman Tantuico: streamlining audit operation in government.



Public Commission

# From a bureaucrat into a change agent

pressures of an accelerating technological obsolescence and increase in the scope and of governmental operations systematized in-service training necessity to the smooth of the civil service. As the central agency of the Philippines, the Civil Service Commission, responsible for the coordination of a service-wide program of career and development for all levels of the

Public Commission, the first organized under the New Constituent career and employee particularly in-service development plan. The size of the civil service—estimated at the consequent magnitude of effort necessary to keep socially relevant, politically and technologically up-to-date the adoption of a training system under the Civil Service Commission

integrated training system

analyze and define clear-cut to insure continuing and attention to all sectors of the

to a minimum any duplicating effort; and to maximize the utilization of scarce resources.

can cost a lot, but not to be costlier. Continuing positive service attitudes and responsiveness in the service can be economically by planned, organized integration of the total training effort. Only economical the problem of continually the entire civil service by sufficiently large number of a critical mass strategy. For training meaningful impact, transfer learned to the job must be of, however, such a exceedingly difficult because of small number of training in comparison with the number of those who have not from similar training. Participants who are immersed in an accepting home environment their serve as innovators and agents.

1952, when systematic servicing activities were first under the auspices of the Public Administration (now Public Administration) of the Philippines, training steadily increased. Continuing reports submitted to the Civil Service Commission shows an increase from 40,885 participants in 1953 to 56,133 participants in FY 1975. However, the total percentage of the government employees, however, represent a sufficiently large number of participants—a critical level of the civil service organizational groups, and at the same time insure that training is of high quality but at a mutually complementing training centralized and decentralized approaches becomes necessary.

Centralized and Decentralized Training programs are necessitated because of the interrelated character of participation; are not enough agency perspective a class. Additionally, how may not be widely

centralized approach is renewed a sufficient number

## THE CIVIL SERVICE TRAINING SYSTEM (CS-ITS)

| Programs  | Targets  | Approach                 |                          | Responsibility   | CSC Role           |
|---|--|--------------------------|--------------------------|--|--------------------|
|   |  | Centralized              | Decentralized            |  |                    |
| RETIREMENT<br>PRE RETIREMENT COUNSELING               | All 80 years and above   | <input type="checkbox"/> | <input type="checkbox"/> | Dept./Agency   |                    |
| EXECUTIVE DEVELOPMENT                                 | C. & E. Level 3  | <input type="checkbox"/> | <input type="checkbox"/> | D.A.P.<br>M.D.C.P.<br>P.E.A. U.P.<br>L.O.C. C.P.A. U.P.  | Policy             |
| MIDDLE MANAGEMENT DEVELOPMENT                         | * 1st Deputy<br>* 2nd Deputy<br>* 3rd Deputy<br>* 4th Deputy                   | <input type="checkbox"/> | <input type="checkbox"/> | CSC<br>CSC<br>Dept./Agency   | Information        |
| SUPERVISORY DEVELOPMENT                               | * Introductions to Supervision<br>* Basic Management<br>* Other Specific Areas | Section Chiefs           | <input type="checkbox"/> | Dept./Agency<br>Dept./Agency<br>Dept./Agency   | Information System |
| PROFESSIONAL, TECHNICAL, SCIENTIFIC STAFF DEVELOPMENT | * Bilateral Arms<br>* Specialized Technical Areas                              | C.S. Level 3             | <input type="checkbox"/> | Dept./Agency<br>M.D.C.P.<br>Budget Comm., CSC<br>M.D.C.P.<br>Other<br>Dept./Agency<br>Dept./Agency |                    |
| EMPLOYEE DEVELOPMENT                                  | * Skills Training<br>* Skills Development                                      | C.S. Level 1             | <input type="checkbox"/> | Dept./Agency   |                    |
| EMPLOYMENT ORIENTATION/RE-ORIENTATION                 | All  | <input type="checkbox"/> | <input type="checkbox"/> | CSC<br>Dept./Agency  |                    |

Centralized Decentralized

of participants and instructional skills are available at departmental, agency or local government levels.

**Centralized Programs.** Currently, there are centralized programs for executive development, specialized management areas and local government administration.

**Executive Development** is currently undertaken by the following: a. *The Development Academy of the Philippines (DAP)*—conducts the Career Executive Service Development Program (CESDP), a ten-week residential program at Tagaytay City for members of the Career Executive Service; b. *The Philippine Executive Academy (PEA)* of the University of the Philippines—conducts a three-month residential program at Pines Hotel, Baguio City or Sulu Hotel, Quezon City for executives from both government and private sectors; c. *The National Defense College of the Philippines (NDCP)* under the Department of National Defense—offers a ten-month non-residential training leading to a Master's Degree in National Security Administration for both civilian and military officers; d. *The Local Government Center (LGC)* of the College of Public Administration, University of the Philippines—conducts month-long training for local government executives as a joint project with the *Department of Local Government and Community Development*.

**Specialized Management Training.** The central staff agencies conduct specialized training along their respective functional areas: a. *All personnel management* courses and other related training activities are undertaken by the Civil Service Commission for departmental personnel; the CSC also monitors the *public administration scholarship program*; b. *All budgeting, accounting, organization and methods* courses are conducted by the *Budget Commission*; c. *All courses in auditing and other related areas* are conducted by the *Commission on Audit*; d. *All courses in records management, property and supplies management* and other related areas are conducted by the *General Services Administration* through the *Bureau of Records Management and the Bureau of Supply Coordination*; e. The *GSIS* occasionally conducts courses in *pre-retirement counseling*.

Additionally, incumbents of positions in these specialized management areas belong to professional organizations. These organizations usually hold annual conferences, seminars, institutes, and workshops designed to upgrade the professionalism of members.

**Centralized local government training.** It is the responsibility of the Department of Local Government and Community Development.

**Other centralized courses in various technical, scientific or professional fields.** These are conducted by specialized agencies or institutes like: *The National Computer Center*—conducts training in computer technology; *The Population Commission*—undertakes nationwide programs on family planning; *Training in security administration and techniques* is given by the *MISA, NBI, Courses in statistics* are given by the *U.P. Statistical Center* and the *National Census and Statistics Office*; *The Asian Labor Education Center*—conducts training for labor leaders.

It may be mentioned that participation in these specialized technical, scientific or professional courses is not limited to the government sector. Some participants come from the private sectors.

**Decentralized Training.** Each department or big agency conducts decentralized training for their own personnel in: a. *Supervisory development*; b. *Professional, technical, scientific areas*; c. *Office training*; and d. *Employee orientation and reorientation*.

Each department may further decentralize training programs to the regional bureau or office level depending on the conditions mentioned earlier.

To support this decentralized approach, the CSC has provided centralized training for trainers. Since 1960, we have conducted twenty-two such courses. CSC has also assisted in training trainers at the departmental levels for the Departments of Health, Local Government and Community Development and Ag-

ricultural Reform where the number of trainers warrants decentralized handling.

Decentralized training activities are reported to the CSC on prescribed forms. We gauge our progress in this activity by the number of employees reached by these trainers, the variety of training programs and the quality of instruction.

**Training Information System.** For reporting and evaluation purposes, training activities are classified into six major categories: a. *Orientation/re-orientation*; b. *Employee development*; c. *Professional/technical/scientific*; d. *Supervisory development/executive development*; e. *Executive development*; f. *National/regional conferences, seminars and workshops* usually undertaken by professional associations.

Semi-annual and annual summaries are prepared by OGED to reflect breakdown of training activities by category, sponsoring agencies, number of participants and total man-hours of instruction.

**Inter-departmental Training Committee.** To provide a means of coordination and clearing house services, CSC has organized the *Inter-departmental Training Committee* composed of the chief training officers of all executive departments of the national government. The Committee meets regularly every month. Special meetings are called as the need arises.

**The CSC Role.** The Commission is responsible for *leadership, coordination and integration* of a service-wide continuing program for career and employee development for all levels of the civil service. Toward these ends, CSC:

- Provides general direction and stimulation;
- Promulgates policies;
- Establishes standards;
- Monitors a communication and information system;
- Conducts centralized training;
- Advises and assists departments/agencies;
- Evaluates progress; and
- Establishes and maintains linkages with training and educational institutions, specialized agencies, professional organizations and other groups engaged in training and development activities.

Land Reform □

# Removing roadblocks

A QUET revolution is radically altering social and economic structures in the Philippine countryside. Land reform, which had been a paper dream in the past, is now being pushed with great vigor by a government unhampered by oligarchic politicians. Just three-and-a-half years after proclamation of authoritarian rule, some 210,054 tenants have received land transfer certificates. These certificates entitle farmers to have full ownership of the land after they have fully paid their obligations.

Despite decades of pious intent by generations of national leaders, the Filipino peasants have remained in bondage to the soil. The farmer contends not only with forces of nature—floods, droughts, typhoons—but also with absentee landlords, overbearing caciques and unscrupulous middlemen. Not surprisingly, until the introduction of "miracle rice" in the early 1960s, the average yield per hectare of Philippine rice land was barely 30 cavanes, which was among the lowest in the world. Agrarian unrest has understandably found fertile ground in Central Luzon, the main rice-producing region.

On September 26, 1972, just five days after he proclaimed martial law, President Marcos decreed the entire country a land-reform area. Covered by the decree were some 1.1 million rice and corn farmers. A month after, the President enacted the Tenant Emancipation Decree. Written in his own hand, it transferred to every tenant-farmer ownership of the land he tilled and provided the mechanism for its acquisition.

The following is a progress report on the land reform program as of January 31, 1976:

**Operation Land Transfer.** In November 1972, the President directed the Department of Agrarian Reform (DAR) to start issuing certificates of land transfer (CLTs) to tenants. As of January 31, 1976, half or 53 percent of the target number of farmer beneficiaries have received their CLTs. The recipients total 210,054 farmers cultivating 369,054,633 hectares of rice and corn lands in 64 provinces. The Land Bank has also paid 706 payment claims from former landowners at a cost of P237,953 million.

The speed of land transfer under martial law can be gauged by comparison with the accomplishments of previous administrations stretching back to the Commonwealth period. According to Agrarian Reform Secretary Conrado F. Estrella, the number of beneficiaries of the land reform program from September 1972 to January 1976 is more than six times the total number of beneficiaries from 1939 to 1972. In terms of

hectareage covered by the program, the New Society record in a little more than three years is four times as wide as that achieved in three decades before at the proclamation of martial law.

The goal of the agrarian reform program was to transfer 1,422,988 hectares of rice and corn lands to 914,914 tenant-farmers. The priorities were landholdings of 100 hectares and above, then down to 50 hectares, then further down to 24 hectares and finally those below 24 hectares.

According to Estrella, land transfer was relatively easy on the big landholdings. But resistance grew as the program went downward to the smaller holdings. Many small landowners complained that the program was unfair, arguing that if the purpose of agrarian reform was to strengthen the middle class, then why dislodge those who are already there?

Listening to the small landowner's pleas, the President, on the basis of a cabinet committee report, temporarily excluded landholdings of seven hectares and less from operation land transfer. The land remains with the landowners. However, if there are tenants, they shall not be removed but continue tilling the land under leasehold arrangement. Landowners of less than 24 hectares were also given additional incentives in the form of higher cash payments for their lands and other benefits.

The seven hectares and below category comprises 663,973 hectares or 46.6 percent, 521,136 tenant-farmers or 56.9 percent and 371,129 landowners or 90.3 percent.

By the exclusion of the seven hectares and below, the new coverage stands as follows: land area—759,015 hectares; tenant-farmers—393,778; and landowners—39,550.

There is great possibility, according to Estrella, that the new coverage may still increase because of indications that landowners of seven hectares and below may voluntarily transfer their lands to their tenants due to incentives offered by the government.

A comparative analysis of the land tenure profile of tillers shows that as of October 21, 1972, only 1.8 percent of all tenanted rice and corn lands were in the hands of amortizing owners which totaled only 1.4 percent of all rice and corn farmers. DAR records show that since the launching of Operation Land Transfer in November, 1972, 29.6 percent of the tenanted rice and corn lands are being cultivated by amortizing owners.

**Programs of Support.** Integrated with the land transfer program is the Samahang Nayons with a membership of around 784,219 and generating capital

REPUBLIC OF THE PHILIPPINES  
DEPARTMENT OF AGRARIAN REFORM  
LAND Registration Commission

001101

REGISTRY OF SALES FOR THE

## Transfer Certificate of Title

No. 000091

Entered in accordance with Section 2 of Presidential Decree No. 266, dated August 4, 1972, pursuant to an EMANCIPATION PATENT issued by the Department of Agrarian Reform, 251 Queros, Quezon City, on the 21st day of September, 1972, in relation to Presidential Decree No. 27, dated October 21, 1972, in the year of our Lord 1972.

REPUBLIC OF THE PHILIPPINES  
DEPARTMENT OF AGRARIAN REFORM  
EMANCIPATION PATENT No. 011101

"TO ALL WHOM THESE PRESENTS SHALL COME, GREETINGS:  
"WHEREAS, pursuant to the provisions of Presidential Decree No. 27, dated October 21, 1972, DURING THE EMANCIPATION OF TENANT-FARMERS FROM THE BARRIO, ON THE SOIL, TRANSFERRING, TO THEM THE OWNERSHIP OF THE LAND THEY TILL AND PROVIDING THE INSTRUMENTS AND MECHANISM THEREOF, a Certificate of Land Transfer was issued on \_\_\_\_\_, 1972, in the year of our Lord 1972, in the year of our Lord 1972, covering a parcel of agricultural land situated at the Barrio of \_\_\_\_\_, Municipality of \_\_\_\_\_, Province of \_\_\_\_\_, containing an area of \_\_\_\_\_ ( ) square meters, more or less, which is now more particularly bounded and described at the back hereof;  
"WHEREAS, it has been established that the herein grantee has fully complied with the requirements for the final grant of the said land under Presidential Decree No. 27;  
"AND WHEREAS, KNOW YE, that by authority of the provisions of Presidential Decree No. 266, dated August 4, 1972, issued in relation to Presidential Decree No. 27, dated October 21, 1972, there is hereby granted unto the herein grantee, in accordance with the provisions of said Presidential Decree, the following:  
"TO HAVE AND TO HOLD said parcel of agricultural land in absolute ownership, with all the rights and privileges appurtenant thereto, subject to the conditions and restrictions that shall be so further stated in the certificate of title to be issued in accordance with the provisions of Presidential Decree No. 27, Code of Agrarian Reform of the Philippines, and after complying with and in full compliance with the further conditions that the herein grantee shall remain a member of a duly registered farmers' cooperative and that he shall not at any time singly transfer or the portion of agricultural land (unless hereafter has been originally recorded in his name) to any other person, in the office of the Registry of Deeds of \_\_\_\_\_;  
"IT IS HEREBY ORDERED, and by authority vested upon me by law, I, FERDINAND E. MARCOS, President of the Philippines, to cause the herein grantee's name to be made printed and the seal of the Republic of the Philippines to be placed on the back of the said Certificate of Title, in this \_\_\_\_\_ day of \_\_\_\_\_, 1972, in the year of our Lord 1972, in the year of our Lord 1972.

"FERDINAND E. MARCOS  
President of the Philippines

"\_\_\_\_\_  
Secretary of Agrarian Reform

Subscribed and SIGNED: \_\_\_\_\_  
Assistant Secretary, Department of Agrarian Reform

Entered in the Registry of Deeds of \_\_\_\_\_ in accordance with Section 2 of Presidential Decree No. 266, dated August 4, 1972, on the \_\_\_\_\_ day of \_\_\_\_\_, 1972, in the year of our Lord 1972.

Principal Book No. \_\_\_\_\_  
Page No. \_\_\_\_\_  
Page No. \_\_\_\_\_  
Page No. \_\_\_\_\_

Register of Deeds  
\_\_\_\_\_

The first LTV, given by Pres. Marcos on October 21, 1975.

amounting to P35.12 million. This amount comprises the general fund, the barrio savings fund and the barrio guarantee fund.

Resettlement of landless tillers is also one of the important aspects of the government's agrarian reform program.

There are 29 public agricultural settlement for landless tenants with an aggregate area of 594,816 hectares; 354,000 hectares or 60 percent of these are arable. More than 41,200 farm families are now in resettlement projects cultivating a total area of 247,218 hectares. A settler-family on the average is allocated six hectares.

Only about 4,567 farm-families were resettled from 1966 to 1972, compared to 3,191 families resettled from 1972 to 1975. In infrastructure (road, irrigation, bridges, etc.), some P129 million worth has been constructed during martial law, compared to P22 million constructed from 1966-1972, representing some 486 percent increase.

**Compact Farms.** To achieve economies of scale, the farmers are encouraged to till their lands in consortia, or as "compact farms." Under this scheme, each farmer will continue to work his holdings individually, but government extension workers will draw up a farm plan to cover neighboring lots. Some 314 compact farms were organized in 1974, covering about 19,000 hectares. As of June 1975, the Agricultural Credit Administration (ACA) has granted some P15.7 million to compact farms. The DAR, in coordination with other government agencies, will soon provide irrigation facilities to members of this scheme.

The DAR is currently undertaking three land consolidation projects: 587 hectares comprising the Hacienda Losa in Sta. Barbara, Pangasinan; 1,581 hectares of Hacienda Yulo in Barrio Pababag, Florida Blanca, Pangasinan; and three estates in Bala and Binalabag, Camarines

Sur totaling 2,500 hectares.

Problems. The magnitude of coverage and the radicalness of reform have set up bottlenecks in the implementation of the program, Estrella reported. He said it needs technicians, more surveyors to handle the pace of parcelary mapping, more laws to handle legal cases, more information materials beamed not just to media, but most importantly to landlords and tenants, and more money to open up new lands to resettle the landless and provide infrastructure for farmers. But more than anything else, according to the DAR Secretary, "We are worried by the traditional enemies of land reform—the ill-informed landlords, the powerholders, the unmotivated elite."

Many of them, he said, are apprehensive about this program. They feel that it is a sword of Damocles over their heads and that the terms and conditions of the land transfer are confiscatory. "This is not so. The land being transferred to the tenant tillers is paid for by the government," Estrella said.

To give the landowners better privileges, the President has expanded the mode of payment in terms of the concept of straight amortization by the tenant-tillers in 15 annual equal installments.

In addition, former landowners can now utilize as collateral for investment projects up to 50 percent of their bonds' face value.

The landowners of less than 24 hectares are given additional incentives by increasing the cash payment of 20 percent and granting them additional benefits such as insurance for their children's education and housing. All these are intended to encourage the landowners to transfer their lands to the tenant-tillers and at the same time reinvest the proceeds that they get in industrial and nonagricultural enterprises. □



PART II □ Workmen's Compensation Commission

# Help when you really need it

*What are the employee's obligations to the System while he is receiving PTD income benefit?*

An employee receiving income benefit for Permanent Total Disability has the following obligations to the System:

a. He must submit a quarterly medical report certified by his attending physician.

b. He must present himself for examination, upon being notified by the System, at least once a year.

*Under what conditions can PTD income benefit be suspended?*

The monthly income benefit for Permanent Total Disability can be suspended:

a. If the employee fails to submit his quarterly medical report;

b. If he fails to present himself for the annual examination;

c. Upon recovery from his Permanent Total Disability; or,

d. Upon being gainfully employed.

*What is Permanent Partial Disability?*

A disability which causes the harmful loss, permanently, of the use of any part of an employee's body.

*How much income benefit is an employee entitled to receive for Permanent Partial Disability?*

An employee under PPD shall be paid a monthly income benefit equal to the monthly income benefit paid for Permanent Total Disability according to the schedule of payment—beginning with the first month of disability and shall continue for a period—as follows:

| Complete and Permanent Loss of the Use of | Number of Months |
|---|------------------|
| One thumb                                 | 8                |
| One index finger                          | 6                |
| One middle finger                         | 5                |
| One ring finger                           | 4                |
| One little finger                         | 2                |
| One big toe                               | 5                |
| Any toe                                   | 2                |
| One hand                                  | 31               |
| One arm                                   | 40               |
| One foot                                  | 25               |
| One leg                                   | 37               |
| One ear                                   | 8                |
| Both ears                                 | 16               |
| Hearing of one ear                        | 8                |
| Hearing of both ears                      | 40               |
| Sight of one eye                          | 20               |

*If an employee loses more than one member or part of his body at the same time, how much income benefit is he entitled to receive?*

He shall be paid the same amount of monthly income benefit for a period equivalent to the SUM TOTAL of the periods established for the loss of the individual members.

Thus, if an employee, for example, whose monthly income benefit is P150, loses his thumb (8 months) and his little finger (2 months) at the same time, he shall continue to receive an income benefit of P150 a month but for a period of 10 months.

*Does an employee who is receiving PPD income benefit lose his right to receive such income benefit if he becomes—or remains to be—gainfully employed?*

No. He shall continue to receive his monthly income benefit for as long as he is entitled to it, even if he is gainfully employed.

*In case an employee dies, who shall receive the income benefit to which he is entitled?*

His beneficiaries.

*Who are the employee's beneficiaries?*

Beneficiaries are classified into:

a. Primary beneficiaries, and b. Secondary beneficiaries.

The status of the beneficiaries shall be determined at the time of the employee's death.

*Who are the primary beneficiaries?*

The following are the primary beneficiaries:

1. The legitimate husband or wife who was living with the employee at the time of death, until he or she remarries; and

2. The legitimate, legitimated or legally adopted children who are unmarried, not gainfully employed and not over 21 years of age.

To be considered a primary beneficiary, a legitimate, legitimated or legally adopted child who is over 21 years of age must have been incapacitated and incapable of self-support due to a physical or mental defect which is congenital or acquired during minority.

*When is injury, sickness, disability or death not compensable?*

When these are due to the employee's:

a. Intoxication or drunkenness; b. willful intention to injure or kill himself or another; or c. notorious negligence.

*Can an employee avail himself of benefits under the Employee's Compensation Program and benefits under another law for the same contingency at the same time?*

No. When benefits for the same contingency are provided for under other laws, the qualified employee shall choose under which law his benefits be paid to him.

If the benefits provided by the law chosen are less than the benefits under the Employee's Compensation Program, the System shall pay only the difference in benefits.

*What are medical or related benefits?*

Medical benefits means all payments made to the providers of medical care, rehabilitation services and hospital care which are extended to employees for work-connected injury, sickness or disability.

Related benefit means all payments for appliances and supplies provided the employees who contract work-connected sickness, or sustain work-connected injury or disability.

*What medical or related services is an employee entitled to receive?*

An employee who sustains work-connected injury or contracts work-connected sickness shall be entitled to: a. ward services during confinement in an accredited hospital; b. subsequent domiciliary care by an accredited physician; and c. medicines.

3. With the SSS — for employees in the private sector.

*When should employees be registered?*

Employees who are covered by the GSIS shall be registered within one month from the date of employment.

Employees who are covered by the SSS shall be registered according to the following guidelines: a. Every employee already registered with the SSS need not be registered again, for he is automatically registered. b. Every employee not yet registered with the SSS shall be registered not later than the first day of employment.

*Is an employee registered separately for coverage under the GSIS/SSS, Medicare and Employee's Compensation Program?*

No. Only one registration is needed for coverage under the GSIS/SSS, Medicare and Employee's Compensation Program.

*Do employers need to register for coverage under the Employee's Compensation Program?*

Yes, employers covered by the GSIS and the SSS shall register with the Employee's Compensation Program.

*When shall employers register under the Employee's Compensation Program?*

Employers shall register under the Employee's Compensation Program according to the following guidelines:

a. For employers covered by the GSIS —

1) Every employer operating BEFORE January 1, 1975 should have registered not later than March 31, 1975.

2) Every employer operating on or after January 1, 1975 shall register within one month from the first day of operation.

b. For employers covered by the SSS —

1) Every employer already registered with the SSS need not register again for he is automatically registered.

2) Every employer not yet registered with the SSS shall register not later than the first day of operation.

*Is an employer penalized by law if he fails or refuses to register his employees with the System?*

Yes. The official responsible for such violation shall be fined from P1,000 to P10,000 and/or imprisoned for the

duration of the violation or non-compliance, at the court's discretion.

*If a compensable contingency occurs before an employee is reported for coverage to the System, is he entitled to any benefits? From whom?*

Yes. He is entitled to receive the due benefits from the System.

However, the employer shall be liable to the System for the lump sum equivalent of the benefits due him or his dependents.

*How much is the employee's contribution to the Employee's Compensation Program?*

None. The Employee does not contribute any amount to the Employee's Compensation Program.

Any contract or device for the deduction of any portion of the contribution from the wages or salaries of the employee shall be null and void.

*How much is the employer's contribution to the Employee's Compensation Program?*

The employer pays to the System an amount corresponding to the employee's salary or monthly salary credit according to the following schedule:

a. For employees covered by the GSIS:

One per cent (1%) of the actual wage or salary an employee receives at the end of the month but not to exceed P10 for every employee.

b. For employees covered by the SSS:

One per cent (1%) of an employee's monthly salary credit in accordance with the tabulation below:

| Salary Bracket | Monthly Salary Credit | Employer's Contribution |
|----------------|-----------------------|-------------------------|
| I              | P 25                  | P 0.25                  |
| II             | P 75                  | P 0.75                  |
| III            | P 125                 | P 1.25                  |
| IV             | P 175                 | P 1.75                  |
| V              | P 225                 | P 2.25                  |
| VI             | P 300                 | P 3.00                  |
| VII            | P 425                 | P 4.25                  |
| VIII           | P 600                 | P 6.00                  |
| IX             | P 800                 | P 8.00                  |
| X              | P 1,000               | P 10.00                 |

*What are the advantages of the new Employee's Compensation Program over the defunct Workmen's Compensation System?*

The advantages of the new Employee's Compensation Program over the defunct Workmen's Compensation System are:

a. *Integration of Benefits*  
Compensation benefits for work-connected injury, sickness, disability and death have been integrated with those of the SSS/GSIS and Medicare, thereby facilitating the processing of claims.

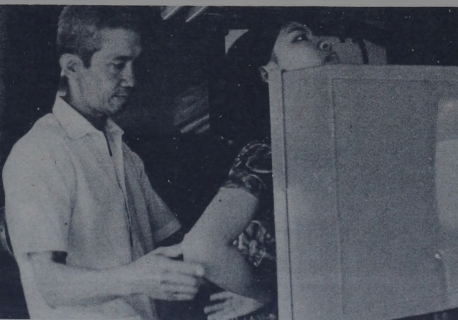
b. *Increase in Benefits*  
Allowable income benefit has been increased to a maximum of P12,000 from P6,000 and the period of entitlement to 5 years from 4 years. Burial expenses have also been increased from P200 to P750.

c. *Prompt Payment of Benefits*  
The new Employee's Compensation Program does away with the adversary type of proceedings obtaining under the old system so that controversy by the employer or by the insurance-company of the claim is eliminated. In other words, the claimant does not even have to go to court to establish his claim. In fact, his own employer will even file the claim in his behalf. This new system results in the early settlement of claims and the prompt payment of income benefits. Generally, it now takes only TEN days to process and determine the compensability of a claim.

d. *Less Expense to claimants*  
Legal services are dispensed with in the processing of claims in the System, thereby eliminating the payment of attorney's fees. In the old system, a sizable portion of the income benefit—when the claim did not get to be awarded—was paid out to third parties.

e. *Wider Coverage*  
More employees are now covered with the inclusion into the System of employers with at least one employee and regardless of the capitalization and the type or nature of their businesses.

f. *Rehabilitation*  
A more balanced rehabilitation program, with a wider coverage, enables permanently disabled employees to avail themselves of rehabilitation services under the new Employee's Compensation Program which can help them regain, as early as possible, their physical capacity to the maximum level. In this manner, disabled workers can remain to be useful members of society and regain their self-confidence and their self-respect. □



*How is an employee registered with the System?*

An employee does not by himself register with the System.

He is registered with the System thru his employer by accomplishing the prescribed forms.

*Where does an employer register his employees?*

a. With the GSIS — for employees in the national government, its political subdivisions or instrumentalities, and in government-owned or controlled cor-

porations.

b. With the SSS — for employees in the private sector.

*When should employees be registered?*

Employees who are covered by the GSIS shall be registered within one month from the date of employment.

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## Preserving living traditions



PHILIPPINE cultural minorities enjoy the right of being different. While welcoming into the mainstream of Philippine society certain ethnic groups who seek full integration into the large community, the government is also preserving the original lifestyles of those who prefer to remain what they are beside that larger community. Thus, the protection of their right of choice involves the preservation of their environment and original lifestyles which have taken thousands of years to develop.

The Philippine government's policy of preserving the epoch-evolved environment of life is based on the belief that there is a wisdom of the past to which primitive man is close, and from which modern man can learn requisites of his survival.

The value of this wisdom was very well put by Charles A. Lindbergh in his foreword to John Nance's *The Gentle Tasadays*: "During decades of civil and aerial flying, I had watched tremendous changes take place on the surface of the earth. Slowly at first, rapidly later, forests disappeared, hills eroded, smoke polluted air, and wastes polluted water. Plants and animals that nature spent aeons in perfecting vanished, and men began crowding themselves into megapolitic cities that spread like scabs over the countryside..."

"Before the impact of the human mind, life developed in beauty, variety and fluctuating balance. One sees that in the few virgin wilderness remaining—the perfection of their animals, the magnificence of their trees, plants, and flowers. In them, life and its environment interweave a pattern to which man has ascribed the term 'divina'."

"Only thereafter did the breakdown of heredity and environment begin, and only in our present generation has that breakdown assumed catastrophic form," wrote Lindbergh.

In the Philippines, one of the major concerns of the government has to do with the preservation of what the nation has, in terms of what the Filipinos possess of their Asian past. And this means not only preserving but also developing, giving new dimensions to the creative spirit that produced the past, so that it may continue to enrich the present.

Enjoying this protection are some five million Filipinos classified into 60 ethno-linguistic "national minority groups." The most unique of these are the Tasadays, an ethnic group in the highlands of Southern Cotabato in the Philippines, that had eluded modern man for a thousand years before first contact in 1971. The coming of the first outsiders to the Tasadays' cave home marked the end of centuries of isolation for this unique people.

The largest minority groups are the Muslims—the Tausug, Samal, Maranao and Maguindanao—who number around three million. These groups, while belonging to the minority, actually constitute the dominant society in their areas

of habitation and are represented in the national government. They elect their own provincial governors, town mayors and village chiefs.

The rest of the minority groups are non-Christian, non-Muslim peoples who are equally esteemed medical, material, advisory or developmental assistance.

In order to allow the Filipino ethnic groups to lead a life of their own choice, President Ferdinand E. Marcos decreed the ownership of ancestral lands by the cultural minorities. President Marcos has decreed that lands of the public domain occupied and cultivated by members of national cultural communities, either by themselves or their predecessors or ancestors for a minimum of 30 years before March 11, 1974, shall be granted to such minorities. Aside from this, the President proclaimed the reservation of lands for settlement purposes of the national cultural minorities.

On April 7, 1972, President Marcos signed a proclamation reserving 19,249 hectares in which the Tasaday and their next-door neighbor, the Manobo Blit, may live as they choose.

In this natural habitat, the Tasadays remind the modern man of the need for a balance in his life style which should be his *apertura* toward survival and security. The late Lindbergh made this quite clear when he wrote: "At the end, it leaves you pondering the future for both cave and twentieth century man. For the market of human life, the Tasaday challenges modern man with his cave against the lean-tos of slums and his beautiful positive emotions against modern man's asphalt jungle and continual wars of hatred and greed."

The government's policy of encour-

aging the minorities to develop their own cultures, and at the same time to fuse with the mainstream of Philippine society, is reflected in the educational program for cultural minorities. The PANAMIN, the government agency with cabinet rank for cultural minorities, has sponsored an educational program which emphasizes the indigenous cultural content in the curriculum. There are now ten PANAMIN-operated schools in minority areas inhabited by T'bolis, Blans, Maguindanaos, Mansakas, Higaonons, Atis, Bataks and Hunuons.

The educational program for the minorities meets the real needs of their environment and, because their ancient values and cultures are given importance, deepens their appreciation of the more valuable aspects of their own rich culture. At the same time, the State Scholarship Council of the Department of Education and Culture has taken a second look at the scholarship grants to members of the cultural tribes. The council has increased the number of grants that will be more beneficial to the minorities themselves and the community in which they live. Grants of the State Scholarship Council have been expanded to include graduate programs.

All in all, the educational program is part of the government effort to enhance appreciation for the ancient values of the nation, both among the tribesmen and the public at large.

While aiming to preserve the natural environment of the ethnic groups, the Philippine government has been extending assistance programs to the cultural tribes. Medical missions have been conducted in 105 towns all over the Philippines bringing medical help to the minorities.

The government operates 15 pro-

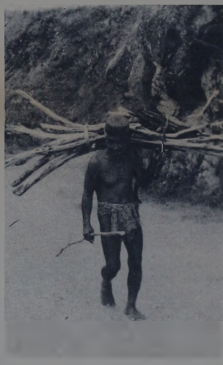
jects, 14 of which are socio-economic and one, a research project. The socio-economic development projects are situated in Negros (Ati), Palawan (Batak) and Mindanao (Samal, Higaonon, Mansaka, T'bolis, Ubo, and Blans). The Manobo Blit-Tasaday Reservation is primarily a research project geared toward protecting the unique Tasaday people. In these projects, the government insures that the minorities themselves retain the option of preserving their traditional ways of life, or if they so desire, changing these at the pace they choose.

The Philippine government's policy of protecting the right of its minorities to maintain their cultural integrity was lauded recently by Dr. Ireneaus Eibl-Eibesfeldt, noted German scientist of the famed Max Planck Institute.

In a communication to fellow scientists, Dr. Eibl-Eibesfeldt said the Philippines' official acknowledgment of "the right to be different" constitutes a "progressive breakthrough and that this policy has laid the foundation for continued cultural evolution."

Dr. Eibl-Eibesfeldt, who heads the research group for Human Ethnology at Max Planck, said after his visit to the Philippines: "In many parts of the world, the beauty of cultural diversity is not yet seen and cultures which have taken thousands of years to develop are vanishing within decades."

He continued: "In a pioneering way that will provide a precedent, the Republic of the Philippines, sponsored by the personal interest of President Marcos and Madame Imelda R. Marcos, the First Lady of the state, has laid the foundation which will allow the minorities to continue their way of cultural evolution and thus contribute to the particular richness of the Philippines." □

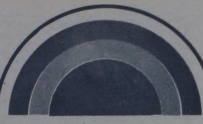


The right to be different.



Cultural minorities: protecting the beauty of cultural diversity.





# PANANAW

ni LADISLAW BELLA SUBANG

## Nagbibigay Buhay

**M**ANANATILING isang moog ng inspirasyon ng mga kabataan ang National Arts Center sa bundok-Makiling sa Laguna Lake. Pinasinyahan na at dinika-lik na mga nakasaksi ang proyektong ito ni First Lady Imelda Romualdez Marcos na magiging instrumentong magpapasiya pang lalo sa pagpapaulnad ng kulturang Pilipino. Sa mga pagliskap ng First Lady ay binibigyan niya ng dinin ang pagpapasiya sa pagpapitay sa tanikla ng pakikipaglabing panlabas na unang layunin ni Presidente Marcos sa panahon ng kanyang administrasyon, at nang maiantag-hal pati sa buong daigdig ang yaman ng sining at kultura ng Republika ng Pilipinas. Sa pamamagitan ng NAC ay mabibigyan ng buhay ng mga kabataan ang likas nilang pagpapahalaga sa katutubong sining, literatura, musika at iba pang mga kauri nito. Sa pagkakaroon ng gusali ng sining ng RP ay matitay na marami pang talino ang matutuklasan sa mga hinaharap na panahon. Salamat sa First Lady.

**P**ANAHON na ng pataalan sa mga kolehiyo at pamantasan sa bansa, Nakapili at nakapapasiya na ang mga nagtapos sa sekundarya ng mga karunungang tutuklasin ng pamproyeson. Gayunman, hindi pa buli ang nawagan kamakailan ni Mahistrado Pacifico P. de Castro na magpipili at magbigay ng landas sa pagtuklas ng propesyon. Sa kanyang panawagan ay ipinamamihik niya na huwag nang kumuha ng mga degree na marami na ang may hawak at halos ay hindi pinakinabangan o walang magpaglayan sa mga may taglay na karunungan. Sa ngayon ay marami ng propesyonal ang naka-emplo sa mga tungkuling hindi nasayon sa taglay nilang kakaayahan. Kung magpapataloy ang ganitong kinalagwian ng mga kabataan, ayon na tin sa kanya, ay hindi darani ang problema sa desempleo

sa bansa at mamasang lamang ang kanilang mga nagpapalaran. Harapin ang pagtuklas sa mga propesyong nakagugany sa patakarin at programa ng gobyerno sa pagpapaulnad ng ekonomiyang pambansa. Talikuran ang mga "white-collar" na tungkulin, na ayon sa rin kay Mahistrado de Castro ay libu-libo na ang hindi nakikinabang sa nagpapalaran. Ang payo ng mahistrado ay isang malusog na "pagkain ng itip" sa mga mag-aaral.

**I**TOY ISANG babala sa madla, laluna sa mga mamamayang malayo sa kalunsuran at kabayanan. Kung sasayad sa kamay ninyo ang pipisuhin, laluna't galing sa kamay ng indibiduwal (maliban sa mga banko) ay kilatitin muna bago tangapin. Baka ito ay tingga, isang mahalagang pahayag ang pinalabas ng Banko Sentral ukol sa "pipisuhing huwad" at pinag-iingat nga ang madla. May P5 milyong huwad na pipisuhin at treasury warrants ang kumakalat sa mga pook na rural at maramina umano ang nagiging biktima nito, sa mga palengke, tindahang sarisari at sa mga bilunan. Ang huwad na coins, ayon sa banko sentral, ay makapal, magabit at maputi ang kulay kaysa pipisuhing genuine. At pagak ang kalansing. Uulitin ko, mag-iingat kayo sa mga huwad na pipisuhin! Masakit ang mag-iingat biktima.

**S**I NEAH ALANO, 22 ay isang masahista sa isang establisimiyento ng sauna bath, may talong taon na ngayon. Umassa sa kanyang kisa ang kanyang II kapatid na lalaki at babae, Masahista kung gabi at kolehiyala kung araw. Nasa ikaapat na taon na siya sa business administration at nagme-major sa economics sa National College of Business and Arts sa Lepanto, Maynila nang kumalat ang tismis at pintas labo sa kanya buhat sa kanyang mga kamag-aaral at propesor. Nais ng mga kaakawela niya ay mapasali siya sa kanilang kolehiyo. Waring ikinalihaya siya. Hinungahan na siya agad. Pinandirahan. Salamat sa presidente ng kolehiyo, kay Doroteo Palason, na siyang nagligtas sa kanya sa mga pangit na paglay ng iba. Sa harap ng mga estudyante at propesor ay sinabi niya sa ikinararangal niya si Alano, pagkat ito'y nag-iibay ng pagpasiyala sa pagtatatag ng mga makapag-aaral Pati si Ginang Lucina Alday ng Bureau of Women and Minoror ng Department of Labor ay napulaha nang mabait niya ang papuring iyon kay Alano ng puano ng kanilang paglay. Si Alano ang presidente ng Makati Sauna Bath Attendants Association na itinatag ng kawanihan ni Ginang Alday noong nagdaang Pebrero.

**N**ASAKSHAN ni Pangalawang Ministro Yang Li Kung ng Agrikultura ng People's Republic of China (PRC) ang mabilis na kaunlaran ng agrikultura sa Nueva Ecija. Ang kaunlarang natakshin niya na inukulan ng ibayong papuri ay siyang resulta nang pagkakaroon ng multi-million peso dam sa Pantabangan, N. E. Bihira ang ganitong papuri na tinatagong ng Pilipinas buhat sa isang representante ng isang bansang komunista. Ang papuri ni Ginoong Kung ay dinugtungan pa ng sabing sa loob ng limang taon, mula sa taong ito, ay matatamo na ng Pilipinas ang self-sufficiency sa bigas at iba pang produkto ng agrikultura nito. Ipinasyal si Ministro Kung sa sakahan sa Nueva Ecija niina Agriculture Secretary Arturo Tanco Jr. at NGA Administrator Jess Tanchanco, lisa ang kuro ng panauhing ministro sa pagkakaatonging: "Pambihira ang nagawa ninyong kaunlaran."

**N**ALALAPIT NA SA tagumpay ang sinasakit na "Isang bansa, Isang Diwa" ni Presidente Marcos. Ito ay batay sa paparaming Muslim na nagbebali loob sa gobyerno, sa maraming lider at kabataang dating rebelde na pinagkakalooban ng mga panangutan at tungkulin sa bayan at sa kanilang puok. Kamakailan lamang ay isang grupo ang ngipagpatapos sa kuro sa rural electrification na pinangangasiwaan ng Office for Civil Relations (OCR) sa Maraw City. Sila ay naka-emplo na sa maraming pagawaan ng gobyerno, kabilang ang National Power Corporation.

# LETTERS

Dear Sir :

By force of circumstance, I was able to read a recent issue of *The Republic* that a friend brought along to my office.

I find the articles very interesting and inspiring. I hope they could be sources of motivation for government employees who are really eager to demonstrate active participation in the development of the New Society.

The articles are indeed development-oriented and could stir up even the seemingly incorrigible deadwoods in the bureaucracy. For this reason, I most sincerely suggest that the publications be made available to all government offices to enable many public servants to read their very own newspaper.

Manuel Ouano  
Acting PIO  
Southern Islands Hospital  
Cebu City

*Thank you for your kind compliments. The Republic is really meant to help the government manager do a better job. We are therefore requesting all government managers (with the rank of division chief up) to write us for a free subscription.*

-The Editors

Dear Sir :

Please send us, without obligation whatsoever, a regular supply of *The Republic* for free distribution to our customers who keep clamoring for copies.

M. C. Cabaluna  
Narvacan Newsgram Agency  
Narvacan, Ilocos Sur

*We are sorry to disappoint your "clamorous" customers but The Republic is exclusively for the use of government managers. It is not for sale.*

-The Editors

Dear Sir :

We are putting out a newsletter, jointly with the Department of Public Information, to disseminate information on our activities and those of the DAP-Davao Regional Office, as well as provide a vehicle for citizen participation in the integration area development project.

We wish we could have it laid out like the *Republic*, interspersing text and pictures to achieve maximum readability and, at the same time, assume some aesthetic form. Our consultants and I are very much impressed with the photos and layout of *The Republic*. Maybe you can advise us along this line.

Nelia Custodio  
Development Academy  
of the Philippines  
Davao City

**THE REPUBLIC**  
Isang Bansa, Isang Diwa

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**THE REPUBLIC** is published fortnightly by the Department of Public Information, Malacanang, Manila, for government managers. The Editors welcome contributions of manuscripts and photographs which should be sent to **THE REPUBLIC**, BNFI, UPL Building, Intramuros, Manila. While they will take reasonable care, the Editors assume no responsibility for the return of unsolicited manuscripts. Entered as a second-class mail matter on March 5, 1973 at the Manila Central Post Office.

## Not So Funny



- Larry Alcala

**Save gas**

## A heart for the poor

REACHING out to the greatest number of people, even to the remotest areas of the country, has always been a goal of the New Society government. In the words of the First Lady, Mrs. Imelda Romualdez Marcos: "We find love not in ourselves but in others. This is so obvious yet so often forgotten. One will find it among our people, in their poverty and misery. During travels to seek out people, I always tried to absorb every little thing that could be of value for our fellowmen, for it is by knowing others that we gain more self-knowledge. And I have but one conclusion: that for many of us, the beginning of hope, the keystone of progress, is a Compassionate Society."

Compassion should indeed be felt by all—only a small percentage of the population enjoys the comforts of life while many are still deprived of even the basic necessities. This is particularly true in the rural areas where 70 percent of the country's population reside; it is this 70 percent that is plagued by malnutrition, disease, poverty and poor environmental conditions. Of course, there are programs to combat these, but the inaccessibility of services in the rural areas have hampered the success of these programs.

To remedy this, Project Compassion was launched in November last year. A branch of the First Lady, it is a rural family development program integrating four major projects—nutrition, green revolution, family planning and environmental management—through the barangay network acting as organizational channel. It was planned by Mrs. Marcos' four foundations: the Nutrition Center of the Philippines, the Green Revolution, the Population Center Foundation and the Environmental Center of the Philippines.



Mrs. Imelda Romualdez Marcos

The first area to benefit from the project was Pagbilao, a quiet, little town in Quezon province 140 kilometers from Manila. Previously, on ordinary days, the tenor of life in this palm-fringed town bordered on the humdrum. But with Project Compassion, Pagbilao nowadays hums with activity. A common sight around are children clearing the roads of dirt and weeds, women busy themselves with improvised greenhouses, men sprucing up their homes and babies being brought to the "Operation Timbang" clinic for the regular check-up.

Project Compassion seeks:

□ To increase the production of vegetables, fruits, livestock, poultry and fishery products and elevate consumption to recommended nutritional levels.

□ To improve the nutritional status of the family and prevent the occurrence of malnutrition.

□ To motivate eligible couples to have only that number of children they

can properly rear, educate and support, and to provide family planning information and other services.

□ To provide environmental awareness by developing information on environmental management and to motivate the family toward the improvement of its surroundings and environment.

Specifically, the project aims to develop the family by assisting its members in acquiring and applying the knowledge and skills needed to produce a considerable amount of their own food, practise proper nutrition, improve their physical environment and plan their size. This is done by encouraging the families to identify and utilize available resources and providing them with minimum external assistance.

How it works. In delivering its four-program package of services on a door-to-door basis through unit leaders, Project Compassion utilizes the barangay network to reach the family. The barangay is divided into puroks, each purok headed by a teacher-coordinator and a purok leader. The purok, in turn, is divided into units of about 20 families led by unit leaders. This vertical network enables the unit leaders to reach each individual family in their areas of operation.

As each barangay is under the jurisdiction of a barrio captain, a municipal family development officer under a mayor, and a provincial family development officer under a governor, the project's directions and materials come through these appointed heads. Project Compassion then fits into the existing hierarchy of local governments to assume the ultimate task of the integrated program.

The governor, mayor and barangay head are responsible, as champion of the

various family development committees (FDC) organized by Project Compassion, for the overall implementation of the program within their respective areas.

Technical representatives of the various government departments, whose duties include activities decided upon by the FDC, sit as members of the committee and help in the planning of the local programs. Once the program is decided upon by the group, such technical representatives are expected to contribute their technical expertise and carry out their share in the total effort by utilizing resources of their various offices. Representatives from the private sector, including the academic community, do their share by mobilizing the skills and resources that are available in the community.

On the other hand, assistance given by Project Compassion to the implementors of the program in the rural areas is two-fold: the dissemination of information materials and commodities coming from each cooperating agency, and the training and orientation of members of the family development committees, including invited participants at the provincial, municipal and barangay levels to develop skills necessary for the planning and implementation of their own family development programs.

Now on its Phase I of operation, Project Compassion covers eight provinces, two cities, 82 municipalities and 2,650 barangays. Some 17,920 unit leaders are being trained to serve 358,400 households. The sum of 5.9 million pesos has been allocated to fund the project's first 18 months of operation. In the long run, the First Lady envisions Project Compassion covering all towns and municipalities of the country. □

## no continue conserving

THE search for oil in the Philippines has a long history. The recent Palawan oil strike was the culmination of more than 80 years of exploration which began in the last decade of the Spanish occupation of the Philippines.

From 1890 to 1964, 245 wells with a combined length of 559,833 feet were drilled. Of these wells, 189 having a combined length of 423,000 feet were drilled during the period 1959-1964. Eighty million pesos were spent for exploration and drilling during the 1959-64 period. After 1964, there was a drop in exploration due to lack of money and lack of attention by the government. In 1970, Senate Bill 531 tried to accelerate the exploration for petroleum by granting incentives to foreign businessmen. President Marcos certified the bill as urgent. But the extreme protectionist position held by local business and the efforts of political and leftist oppositionists to portray government policy-makers as tools of foreign business hampered the bill's enactment.

On October 8, 1972, PD 8 made Senate Bill 531 a law. This marked the active participation of the government in oil exploration and exploitation. The following December, PD 8 was amended by PD 87 which defined under a more meaningful system the incentives to oil resource explorers and developers. Under this system, called a service contract system, contractors provide services and technology for a fee. To allow service contractors to recover their costs, the government's share of the production increases gradually from a relatively minimal amount.

The service contract system outlined by PD 8 actually satisfies local protectionism and at the same time allows the entry of much-needed foreign capital and technology. It asserts government sovereignty over its own resources,

lodes part of the production with the country, and grants some incentives directly proportionate to Filipino participation in a contract.

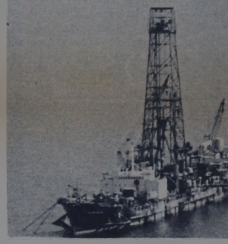
Besides granting incentives to local and foreign investors to accelerate the search for oil, the government also created the Philippine National Oil Company in 1973 to foster exploration operations conducive to a sustainable economy.

The government's efforts have paid off not only because of the oil strike but also because of the number of commitments in the search for oil. Some 240 wells have been drilled on and off-shore since 1973. At present, there are about 50 service contracts covering a total of about 7 million hectares.

The number of service contracts will increase this year because all concession-holders under the Petroleum Act of 1949 have been given until August this year to convert to service contracts under the terms of PD 87. There are, under the Petroleum Act, about 250 concessions covering some 11,800,000 hectares. Those requiring concession-holders to convert to service contracts was done because most of the promising areas are in the hands of concessionaires who have failed to develop their own financial and technical resources and to get the expertise and support of the multinationals.

The discovery of crude oil in Palawan should not mean a relaxation of present energy conservation and energy substitution efforts. There are several reasons for this.

First, it is much too early to be sure that Philippine oil deposits can produce in quantities sufficient to meet all our oil needs. The significance of the Palawan oil find, as reported by Husky Oil, one of the service contractors, "is the establishment of hydrocarbon presence



Palawan oil strike: energy conservation continues.

in the area." In other words, while there is definitely oil in the Palawan area, its exact amount is yet undetermined. The Nido well is, of course, not the first oil find in the country but it is the first one with significant potential. A sign of this potential is the extent of the seismic survey (800 linear miles) being done to evaluate the size of the oil deposit. Another is the recommendation of the Pertamina experts that the Nido structure can be placed in immediate commercial production, although the Petroleum Board has opted for the more cautious move to first evaluate the area.

Second, our only significant oil find, if placed on commercial production, will start producing only two or three years from now and so, we do not have any oil riches yet.

Third, oil resources, no matter how large, are not unlimited. Australia, for instance, is producing 70 percent of its petroleum needs but if it does not find new oil sources or new energy sources, it will be importing all of its petroleum needs by 1990.

Fourth, we have a balance of payments deficit of \$500 million. Until we reap the benefits from our oil resources, we will continue to incur huge oil bills. This year, our oil bill is projected at \$980 million.

Fifth, oil is generally becoming harder to find. Material costs are soaring because of inflation. And operating costs are increasing because of the need to go

offshore and to dig deeper. Most of the wells in the North Sea in Northern Europe for example, cost at least \$1.5 million each with a success rate of nine to one. So, before enjoying any net benefits, there are huge costs to make up for.

Sixth, as President Marcos said last year, 94 percent of our energy is produced by fossil-fuel-fired generators. And while the government is moving as fast as possible into the generation of electricity from hydroelectric and geothermal sources (which are cheaper than petroleum sources), a complete conversion will be possible only after more than ten years. Financially, it is possible only to reduce fossil-fired generators from 94 percent to 75 percent by 1985.

The search for alternate energy sources has not, therefore, slackened because of the Palawan strike. President Marcos recently ordered the acceleration of coal exploration and development; this he did only a few days after the Palawan oil discovery. He directed the Bureau of Mines to actively look for new coal deposits in selected areas and government reservations.

To rationalize the Philippines' continuing search for energy sources, President Marcos created the Energy Development Board which shall intensify and consolidate government efforts relating to the exploration, exploitation, and development of indigenous energy resources vital to economic growth. □