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The calm and skyscrapers: traditional virtues must be preserved.

Strengthen the moral fiber

PRESIDENT Ferdinand E. Marcos recently pointed out the weakening fiber of the Filipino people as "one of the battles confronting the nation." Before the general assembly of the Veterans Federation of the Philippines late last month, he explained the reinvigorated drive to clean up the smut in the movies, magazines and other forms of mass media.

"Why did I accept all the resignations of the members of the Board of Censors?" the President asked. "Why did I order the arrest of all the exhibitors and corruptors of our young? Why do I go after the dishonest in the public service? Why did I ground the ASAC? And why do we keep cleaning up the armed forces?" The President explained that all these moves were "necessary (to) strengthen the moral fiber of our people, (to) infuse into our people the character demonstrated by the veterans in the war."

Soldiers lead the fighting in war, but in peace, the vanguard of progress could only be the people in government. The public servants, particularly the officials, are entrusted with the authority and the funds to promote the well-being of the people. It was indeed unfortunate that the recent spate of immoral films directly reflected some of the worst aspects in our bureaucracy. The continuing moves of the President to clean up the ranks of government people indicate that there are still backsliders in our ranks. It regulates relations between workers and employers." Seems that the September purge of last year has not deterred some officials in pursuit of their interests at the sacrifice of the people's welfare.

Again, people in government should take heed of the "tenet of public leadership" laid down by the

President in his book *Notes on the New Society of the Philippines*. He wrote: "There may still be old elements in the bureaucracy, overlooked in the summary process, either 'lying low' or still engaging in the old ways, safe in the false thought that the reorientation is over. It is not yet over: those who serve with me must accept the most ruthless discipline. They must work hard and observe the highest standards of service, otherwise they have no place in the leadership of the New Society." At this point, we must take note that the President has been upgrading the salaries of government employees and officials. Reforms in the civil service include the recognition of the paramountcy of *merit* in promotion. These continuing efforts to improve the working conditions in the government should therefore suffice to keep us from the "temptation." Unless, of course, greed overtakes some of us. But to those who fall, they can be certain that the full might of the law will see catch up with them.

THE First Lady, Mrs. Imelda Romualdez Marcos recently pointed out the primal link between factions and actuations of government officials. In her keynote speech to the 14th annual convention of the Bureau Directors' Association Inc. (BUDIRAS) last July 8, she said: "The plans that we conceive, the projects that we implement—whether it be the creation of new settlements or the improvement of the environment—are all designed to establish a society fit for human beings. We are not serving statistics but people. It is not enough that the people we serve are just satisfied; far more than this, they must achieve

fulfillment derived from a quality of life made more meaningful."

What does this mean? The First Lady explained that we need a "strict code of conduct from the government bureaucracy that demands enlightenment, honesty, trustworthiness, moral strength to resist indolence, graft and corruption, and the courage to venture into the elevated zones of sacrifice, humility and dedication to the people. In a word, a *bureaucratic ethic*."

The First Lady stressed the need to counter the unfortunate trend of the bureaucracy sinking down from its previous position of prestige and popularity. She said: "There was a time when to be a bureaucrat was to belong to the elect and elite, for the bureaucrat was honored by the people he served with compassion, and excellence. But through time, service was corrupted by privilege, and the bureaucrat became the captive of rigid rules rather than the servant of society."

What must we in government do fully to regain the trust of our people? Mrs. Marcos pointed out that "the President needs responsive conduits to the people. The bureaucracy can be this responsive conduit only if it becomes infused with a sense of civic purpose and love." She added that "if you trust the basic wisdom of the people, you self-consciously will make yourself the vehicle of their aspirations. She warned that "if you cannot develop this basic trust, you will find that you have only become another burden, a new imperial master—whom the people in time of reckoning, will cast aside and destroy." □

Inside track



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PROGRESS REPORT □ Metro Manila

The vision of a humane city

THE vision of a habitat worthy of men inspired the creation of Metropolitan Manila under Presidential Decree 824 dated November 7, 1975. Against the rising skyline of tall buildings and high-rise hotels, apartments and condominiums, the grand design calls for an environment characterized by equality and dignity for every human being, where each man can develop his full potential. What is envisioned, however, is not a settlement of individuals in isolation but of a "creative, productive and interacting human community."

Metro Manila, on the brink of decay and death before, is now undergoing a process of revival, of renewal. Problems of pollution, floods, peace and order, squatting, transportation crises, garbage, housing, population growth, communications, education and youth are being dealt with by an integrated government entity—the Metro Manila Commission.

Vested with the powers of a corporation, the Commission has jurisdiction over the cities of Manila, Quezon, Pasay and Caloocan and the municipalities of Makati, Mandaluyong, San Juan, Las Piñas, Malabon, Navotas, Pasig, Pateros, Parañaque, Marikina, Muntinlupa and Taguig in the province of Rizal and the municipality of Valenzuela in the province of Bulacan.

Organizational Structure

THE Commission is composed of a chairman or governor, a vice-chairman or vice-governor and three commissioners or board members (for planning, finance and for operations), all appointed by the President.

The administration has the First Lady, Imelda Romualdez Marcos on top as Metro Manila governor. Next to the governor is DLGDC Assistant Secretary Eduardo Soliman as executive secretary whose office is the clearing house for coordination and implementation of plans and policies of the Metro Manila Commission. Directly under the governor are several action officers in charge of different aspects of the program to be implemented. They are Gen-

eral Gaudencio Tobias (NHA) for housing/squatters; Undersecretary Aber Canlas (DPWTC) for infrastructure and flood control; General Prospero Olivas for peace and order and traffic; Atty. Jose Crisanto (Metro Manila Transil Corporation) for transportation; Dr. Gabriel Curreon (DOH) for health and sanitation; Director Silvestre Sarmiento (Budget) for finance; Onofre D. Corpuz for education; Atty. Rogelio Quiambao for garbage control; Zamora for legal and youth affairs; Manita Manuel for information; and Joan Fang for culture programs. Government agencies are being tapped by the governor to help out in the formulation of plans, policies and programs vital to the Commission's operations. Four coordinating agencies are undertaking studies for Metro Manila. These are: the Planning and Projects Development Office (PPDO) of the Department of Public Works, Transportation and Communications; the Human Settlements Commission (formerly Task Force on Human Settlements); the University of the Philippines Law Center, and the Development Academy of the Philippines.

Next in the line of authority are the Metro Manila mayors, with the barangay zone chairmen, barangay captains and barangay councilmen under them.

Still in its infancy, the Metro Manila Commission does not yet have a working diagram of their structural organization. The three commissioners as provided for in the decree has not yet been appointed by the President.

In charge of administration, operation and coordination is the Office of Secretary Eduwado Soliman. He has seven special executive assistants responsible for various aspects of administration. Arthur Acasio is in charge of Plans and Research which takes care of the processing of plans, statistics, research and proposals from the public sectors; Marcelliano Ganay Jr. is in charge of complaints, correspondence and public service; Dominador Perena takes care of general administration and approval of subdivision plans; Hector Punzalan co-

ordinates special projects; Rosalina Guerrero is in charge of exemptions from municipality and city requirements and Atty. Adriano Apostol and Atty. Luis Rivera handle the legal problems.

The Metro Manila mayors are: Ramon D. Bagatay (Manila), Adelin S. Rodriguez (Quezon City), Pablo Cuna (Pasay City), Alejandro Fider (Caloocan City), Felimon C. Aguilar (Las Piñas); Nemesio R. Yabut (Makati); Maynardo Espiritu (Malabon); Renato R. Lopez (Mandaluyong); Osmond de Guzman (Marikina); Maximiano Argada (Muntinlupa); Felipe A. del Rosario (Navotas); Florencio Bernabe (Parañaque); Emiliano R. Carancho (Pasig); Nestor U. Ponce (Pateros); Joseph Estrada (San Juan); Monico A. Tanyag (Taguig); and Gerónimo S. Angeles (Valenzuela).

With a total land area of 636 sq. kms., Metropolitan Manila's estimated population is 4.9 million or roughly 10 percent of the total population of the Philippines. This figure does not include the transients—students, employees etc. who commute from the provinces or those staying in boarding houses. When they are included, the population estimate will increase by three million.

Population per city and municipality is as follows (as based on the residency): Manila—1,454,352; Caloocan—393,251; Pasay—186,920; Quezon City—960,341; Parañaque—155,358; Las Piñas—83,703; Malabon—174,091; Navotas—96,926; Valenzuela—150,057; Taguig—73,650; Marikina—165,266—Pasig—210,839; Makati—331,613; Mandaluyong—180,904; Muntinlupa—91,909; and San Juan—121,419.

Barangays

THE mayors under the Metro Manila Commission, in addition to his regular duties, also presides over the Sangguniang Bayan in each city and municipality. The Sangguniang Bayan as composed of as many barangay captains as may be determined and chosen by the Commission and such number of representatives from other sectors of society as may be appointed by the President upon recommendation of the Commission.

The Metro Manila Sangguniang Bayan or Katipungan ng Metro Sangguniang Bayan is composed of all the members of Sangguniang Bayan in the municipalities and cities who had been elected by the Association of Barangay Captains as well as those elected by their respective sectoral groups (capital, professional, industrial labor and agricultural labor) appointed by the President as of December 31, 1975. This form of Sanggunian is not the legislative authority of the area. It is a recommendatory body that submit legislative proposals to the Commission.

The total number of barangays for Metro Manila is 1,833 broken down as follows: Manila—913; Quezon City—134; Caloocan City—350; Pasay City—200; San Juan—21; Las Piñas—9; Malabon—21; Marikina—11; Navotas—14; Mandaluyong—27; Makati—32; Pateros—10; Pasig—29; Taguig—18; Valenzuela—22; Parañaque—6; and Muntinlupa—8.

Vision and Reality

METROPOLITAN Manila has always been the vital nucleus of the national government. As such, the enormity of its problems casts a reflection upon the country's conditions. It becomes imperative then to keep it alive for the decay of these primate cities is sure to affect the rest of the nation.

The appointment of the First Lady, Imelda Romualdez Marcos, as Metro Manila governor, augurs well for the task of restoration, reforms and reconstruction. Her dynamism and vitality has spelled brilliant and certain triumphs in her many various projects that required great managerial skills. This same energy directed towards Metro Manila brings hope to the dying city. Tapping the expertise of individual administrators in an integrated program, Mrs. Marcos

has already made great strides toward the metropolis' renaissance.

To insure Metro Manila's survival, major steps are being taken with regard to the three priority problems: a) floods; b) public transport and traffic; and c) garbage collection.

The flood problem is being solved through opening up, cleaning and dredging the waterways. The funding of an integrated flood control structures was assured under a Presidential mandate; squatters are relocated from the esteros to settlements.

The transportation problem is being solved through the integration of land, rail and water transport facilities to provide efficient service to city residents, minimize fuel consumption and distribute goods and products systematically to keep prices low.

Related to land transport is the traffic problem where about 400,000 of the country's 700,000 vehicles ply over only 2.8 percent of the country's entire road network. Traffic experts are now working on the problem. Additional buses being provided by the Metro Manila Transit Corporation.

For the garbage disposal problem, the Metropolitan Manila governor plans to recycle garbage into fertilizer. Within the next two years, five composting plants planned for Metro Manila will waste the Philippine self-sufficient in fertilizer. This throughout the country some 200 million dollars annually in fertilizer imports. Recycling will solve the garbage problem permanently, clean up the surroundings and make the effort profitable. Another recycling plan is the procession of water lakes, which clog up rivers and lakes, into starch, alcohol and fertilizer.

A Metropolitan Manila Refuse Management Operations Center has been established under the Metropolitan Manila Action Center which coordinates all operations by virtue of Executive Order No. 1 of the Metro Manila Governor. The Refuse Management Operations Center will coordinate, supervise, monitor and report on all refuse management operations and activities in Metro Manila. Refuse management involves the collection and disposal of refuse and waste materials, the general cleanliness of public thoroughfares, streets, passages, markets, buildings and the like. All refuse management operations are under the control and supervision of a single public services department, bureau or office in each Metro Manila city or municipality.

Another related measure is the creation of a Metro Manila study committee on vendors and hawkers; it is undertaking comprehensive study on the operations of a flea market. This will solve the problems that result from the practice of numerous vendors and hawkers in plying their trade in the sidewalks of Metro Manila. A flea market can also serve as a tourist attraction.

The rapid rate of population growth has outpaced the capacities of existing public facilities in Metro Manila. The Commission is evolving ambitious plans to meet current and future needs of the population. To decrease overcrowded hospitals, the Commission is planning to set up a clinic in every district to attend to cases that do not require hospitalization. Schools are being encouraged to expand outside the crowded commercial areas. A land reclamation program will add 1,000 hectares to Manila from the Manila Bay. The Commission is also promoting the expansion or urban development: in the south toward Taguig and in the east toward Sierra Madre. Modern centers for conventions, trade, government, sports and recreation are to be for resettlements and new industries are scheduled to be constructed on the relatively undeveloped areas of Metro Manila.

As Metro Manila sets the pace for the whole country's development, translating the dreams and visions for a progressive Metro Manila into actual conditions is a task not only of the First Lady and her assistants but of every citizen as well. □



Priority areas: transportation and the cleaning-up of the environment.

PROGRAMS □ Housing

Pooling resources in the housing program

"Success for us holds only one meaning: the well-being of our people. We envision a society where the human person will be able to realize the fullness of his potential without having to go through the maiming influence of a hostile environment, both physical and psychological."

—The First Lady, Mrs. Imelda Romualdez Marcos

WHEN President Ferdinand E. Marcos signed into law the decree creating the National Housing Authority a year ago, the most significant sector of our people—the urban and the rural poor—finally found fresh hopes for obtaining decent housing. With a median income of less than P300 a month, the poor has seen the cost of buying a lot and building a house—rising beyond their means. The government has now decided to launch an integrated effort to alleviate the common problem of mass housing.

Presidential Decree No. 757, signed by the President last July 1975, consolidates all functions and powers, including financing, of government agencies into the National Housing Authority (NHA). Before the decree, at least six government agencies were directly involved in the low-cost housing program, ineffectively leading to duplication of efforts.

The decree set in concrete terms the policies of the government on low-cost housing:

□ Recognition of the Constitutional provision that housing is a prime responsibility of the state "to guarantee the enjoyment of the people of a decent

□ Housing is to be adopted through appropriate management of the total environment;

□ Priority is to be given to low-income groups; and

□ The encouragement of private participation in capital, expertise and financing to promote low-cost housing into a self-sustaining program.

The problem of housing the poor has been engendered by the burgeoning growth of urban population fueled by continuous migration from the countryside, the rising cost of land due to speculation, and the galloping prices of construction materials.

The Human Settlements Commission reports: "Most families are unable to provide themselves adequate housing without some form of government assistance. Cost of land, labor and building materials put heavy burdens on the government in terms of subsidy cost. Where housing credits are available, they are usually accompanied by strict requirements which majority of families cannot meet. The cost of houses is, more often than not, higher than what families can afford to pay." Government efforts in alleviating the problem, according to the Commission, had been "fragmented." It added that: "No clear-cut policies on the locational priorities and volume or targets of housing projects are yet laid down to efficiently allocate the rather limited financial and physical resources of the country."

The President's move to streamline the government housing program comes at a most propitious time. By the year 2000, according to the Department of Public Works, Communications and Transportation, the Philippine urban population would be around 80 million.



A race between people and houses.

Relating this with another trend, the housing problem is expected to get worse. According to the National Census and Statistics Office, the rate of housing construction is only 2.37 percent a year as compared to the annual multiplication of households which averages 2.79 percent. About 80 to 90 percent of housing construction is being carried out by the private sector.

Where is the money? The cost of financing the low-cost housing program is obviously great. The housing decree, therefore, granted broad powers to the NHA so that it can obtain funds through the floating of bonds and other forms of securities.

To simplify matters, the NHA will only be involved in two major markets: the social market (whose monthly in-

come ranges from P270 to P593 a month and who can devote at least 20 percent of their income to housing) and the economic market (whose monthly income ranges from P743 to P1436 a month and can devote at least 25 percent of their income to housing.) Correspondingly to each of the target groups, housing benefits are approximated to range from P10,122 to P24,150 with an average of P17,178 for social housing, and a range of P25,919 to P50,080, with an average of P25,685 for economic housing. No profit for NHA is assumed, but for funds which the NHA will invest in higher yielding ventures such as commercial areas, etc., earnings have been set at a minimum of 12 percent over 15 years.

'Housing is commitment to total development'

The following interview with retired Major General Gaudencio V. Tobias, general manager of the newly-created National Housing Authority, reveals a man with a high sense of social orientation. Taking on the civilian job following a bombarded military career seemed only natural. Until his appointment to the NHA, General Tobias was chairman of the task forces on the Development of Sapang Palay and the Rehabilitation and Development of Mindanao, director of the PHHC, director-general of the Tondo Foreshore Development Authority, chairman of the Central Housing Development Program, and consultant of the Tahanan Foundation; he was also involved with the Carmona Resettlement Project. General Tobias is concurrently action officer on housing of the Metro Manila Commission and Executive Vice President of the National Housing Corporation.

What is the government's perception of the housing problem?

It views the problem as composed of three dimensions; namely, the increase of households, substandard dwelling units, and the resettlement scheme. Notice here that the attention is primarily directed toward the households and secondarily only to the number of units constructed. Housing achievement must be gauged by the number of households benefited whether in terms of units built or simply in terms of improvement of current residence or surroundings. We will not dwell not necessarily in terms of the number of households but in the context of the extended family system inherent in our culture. Our housing need has a cultural constraint.

What is the conceptual framework of the NHA?

Our approach is principally environmental—the development of communities with all the necessary amenities so that people may enjoy the quality of



Gen. G. V. Tobias

life they rightfully deserve. Housing, therefore, is a commitment to total development—the provision of shelter, development of man, and the improvement of environmental conditions. One of our corporate objectives is to mobilize private resources in keeping with our view that housing is the problem of both the government and the private sector. Under our concept of "joint venture" we shall draw into the NHA the resources of the private sector in the form of capital, management, talent, manpower and technical expertise. Our housing approach embraces both development and investment aspects. We will build dwelling units as well as invest in industrial estates to ensure our corporate life.

The NHA board of directors' thinking is that the agency has no reason for being if it cannot address itself to the socially inadequate sector of society.

This is also what most people think. Could you comment on this?

The thrust of our program is toward the very low income groups, the socially inadequate—the workers and the masses whose housing need is a large part of our problem. We shall reverse the situation in the past when the very low income groups were the ones supporting the middle and high income groups in meeting the latter's housing needs. Under our concept of cross subsidy, we shall make those who can afford to share in carrying the burden of providing adequate shelter to those who cannot. You will note that in our development program we are allocating 38.29 percent of our total resources to social and indigent housing.

What are the figures behind the need for a massive housing program?

Based on statistics extrapolated for 1980, more housing will be needed for Metro Manila's 276,000 households, and for other urban areas' 280,000 households, or a yearly requirement of 27,600 households in Metro Manila and 28,000 households in other urban areas. A total of 55,600 households could therefore need new housing in the next year. It is known that the average achievement of government-built or financed housing is around 11,000 units each year. As the NHA now assumes this responsibility, the total need will go up to roughly 66,000 units each year up to 1985. The rural housing need is about 93,200 units a year. However, NHA recognizes rural housing to be different from urban housing due to different parameters, such as population, availability of materials, etc. With respect to rural housing, NHA intends to provide planning assistance to local government entities. It has been found that those deserving of government resettlement number around 22,600 households.

Could you project our housing situation for the next 50 years?

We hope that by year 2000 we would have been able to cope with the problem sufficiently. The way our economy is behaving, we should be able to solve the many problems of human settlements. Of course, housing every single Filipino is an impossible dream but we are trying very hard to attain it. Fifteen years ago, the whole concept of integrated human settlements did not click. In the coming years, Filipinos will be able to manage their environment better.

President Marcos, in his report to the nation on his recent overseas trip, mentioned that Tondo would be the world pilot project for marginal settlements. Could you elaborate on this?

For sometime now, the President has mandated to do something about Tondo. He feels that the New Society and slums do not coexist. When the Dagat-Dagatan project was turned over to him last May 17 by the First Lady herself, the President said: "Tondo is the measure of the soul and conscience of the New Society. It is Tondo that will determine the success and the failure of the quiet revolution initiated in the country." He said that the government intends to spend P592 million in four years for the development of Tondo, probably the world's biggest slum district with a population of about 180,000 equating the population of the whole of Bacolod City in the South. It has caught world attention, including that of the United Nations Environmental Program which has approved a proposed program for Tondo. This program is geared toward coping up with Tondo's population dimension and environmental situation through appropriate technologies. □



New Decrees

Rules for second half

A MAJOR reform in our budgetary process is the recent alignment of the government fiscal year with the calendar year. Previous to this, a lot of confusion and misunderstanding has resulted from a fiscal year that covered six months of one calendar year and six months of another (July to December, and then January to June). Under Presidential Decree No. 904, the public budget will start on January and end in December. This will also streamline the statistics-gathering activities of the government.

The budgetary reform became effective this year. Since the budget for January to June 1976 was already programmed last year in Fiscal Year 1975-1976 budget, the President has decided to fix the amount of budget expenditures for July to December 1976 as equal to half of the FY 1975-1976 budget. In doing so, the President issued provisions in Letter of Implementation No. 41 which would govern the disbursement of the budget. The reader will note that the Letter of Implementation imposes constraints on extravagant use of public funds. This is in line with the austerity policy of the government.

In Part I of the Letter, the President is "authorized to use any savings in the appropriations provided in the National Appropriations Act for the Executive Departments for the settlement of ... obligations" including the following:

Continuation of terminal leave of government employees; payment of hazard pay to officials and employees assigned to dangerous areas; and salary adjustments of officials and employees.

The other provisions of Letter of Implementation No. 44 follow. The government manager should find them useful guidelines in the performance of their duties.

Part II. — Organizational Changes

Section 9. Maximum number of permanent positions in a bureau or office. Except as otherwise provided by law, the maximum number of permanent positions in a bureau or office shall not exceed the number of permanent positions included in the approved staffing patterns and in the itemization of personal services or in the approved special budgets for the said bureau or office.

Section 10. Adjustment of appropriations for reorganized agencies and salaries of personnel thereof. The appropriations provided in the National Appropriations Act for agencies to be reorganized in accordance with the approved reorganization plans as well as those to be reorganized pursuant to later decrees issued but not yet implemented are deemed appropriated and shall be available for the agencies as reorganized and approved by the President. The Commissioner of the Budget is hereby authorized to make necessary adjustments in the appropriations to carry out the provisions of this Section. Furthermore, the department head concerned, with the approval of the Commissioner of the Budget, is hereby authorized to make necessary salary adjustment resulting from final selection of personnel to fill the positions in the staffing patterns of reorganized agencies, to make necessary salary adjustments resulting from changes in the staffing patterns authorized by the Commissioner of the Budget, to correct mistakes, discriminations or injustices that may, in his opinion, have been committed in the preparation thereof; PROVIDED, That any such adjustments in the staffing patterns of reorganized agencies which have been or may be authorized but not

yet reflected in the National Appropriations Act shall be given due course by adjusting the corresponding appropriations herein authorized.

Part III. — Compensation

Section 11. No salary increase unless specifically authorized. No portion of the appropriations provided in the National Appropriations Act shall be used for payment of salary increases or salary adjustment unless specifically authorized by law, decree or appropriate budget circular; nor shall any appropriation for salaries authorized in the National Appropriations Act, save as otherwise provided by the Classification and Pay Plans, be paid unless the positions have been classified by the Wage and Position Classification Office (WAPCO).

Section 13. Prohibition of double allowances or benefits. The provisions in Section 12 notwithstanding, officials and employees already receiving such or similar allowances or benefits granted under previous authorizations shall not be entitled to any additional transportation and/or representation allowances provided therein, unless the total of his existing allowances or benefits is less than the total of the two rates fixed in the preceding section, in which case he may be entitled only to the differe-

nce. Section 14. Compensation transaction. Compensation of consultants who are hired by a department, bureau or office, when authorized in their respective appropriations in the National Appropriations Act, shall paid an amount not exceeding P12,000 per annum as the aggregate of salaries, fees, honoraria, per diems and allowances, except as may be authorized by the Commissioner of the Budget in accordance with guidelines issued by the President.

Section 15. Per diems outside of the Philippines. No per diem in excess of the equivalent of fifty U.S. Dollars shall be paid to any official or employee traveling outside of the Philippines, except as may be approved by the President.

Section 16. Uniform and shoes allowance. Appropriations for each department, bureau or office, at such sums as may be necessary, may be used for uniform and shoes allowance of personnel who are already authorized since Fiscal Year 1974 and such other employees who may hereafter be authorized by the President, at not more than P150 each per annum. Savings in the appropriations for each department, bureau or office may be used for this purpose where no amount is specifically appropriated in the National Appropriations Act or at an amount necessary to make the allowance P150 if a lesser amount is appropriated.

Part IV. — Procurement

Section 17. Purchase of locally manufactured equipment, parts, accessories, supplies and materials. All appropriations for the purchase of equipment, supplies and materials authorized in the National Appropriations Act shall be available only for locally manufactured equipment, parts, accessories, medicines and



drugs, supplies and materials, except when none is available in the market or when the prices of the locally manufactured article exceed those determined by the Flag Law by fifteen percent.

Part V. — Motor Vehicles

Section 19. Officials entitled to government motor transportation. The following officials are entitled to use government motor transportation chargeable against the appropriations authorized for their respective offices, except where otherwise provided in the National Appropriations Act or other special laws or when specifically authorized by the President:

- (1) The President of the Philippines;
- (2) The Chief Justice of the Supreme Court;
- (3) The Secretaries and Undersecretaries of National Government Departments, and officials of equivalent rank;
- (4) The Presiding Justice of the Court of Appeals;
- (5) The Ambassadors, Ministers Plenipotentiary and Consuls in Charge of Consulates in their respective stations abroad; and
- (6) The Chief of Staff, the Vice Chief of Staff and the Commanding Generals of the Major Services of the Armed Forces of the Philippines.

Section 20. Purchase, use, operation and maintenance of motor transport equipment. No appropriation authorized in the National Appropriations Act shall be used for the purchase of automobiles, jeeps, jitneys, station wagons, motorcycles, trucks, launches, speedboats, airplanes and other types of motor transport equipment unless otherwise specifically approved by the President: PROVIDED, That all bureaus and offices with previous authority to purchase such motor transport equipment, including those acquired through donations or gifts from private individuals or organizations, are authorized to use, operate and maintain them for carrying out the official functions and activities of the agency.

Section 21. Proper use of government motor vehicles. The use of government motor vehicles by bureaus and offices shall be authorized only through the issuance for each trip of a serially numbered ticket, duly signed by the Chief or the Administrative officer of the bureau or office concerned. These motor vehicles shall be used strictly for official business, bear government plates only and after office hours kept in the garage provided therefor by the bureau or office to which they belong, except when in use for strictly official business outside office hours. Any violation of the provisions of this section shall cause withdrawal of the privilege to use motor vehicles from the office or bureau concerned.

Section 22. Use of more than one motor vehicle prohibited. With the exception of the President, no government official authorized to use any vehicle operated and maintained from the funds appropriated in the National Appropriations Act shall be allowed to use more

than one such motor vehicle except the Chief Justice of the Supreme Court who may be allowed to use two motor vehicles. The Chairman, Commission on Audit, shall issue rules and regulations for the proper implementation and enforcement of the provisions of this Section and Section 12, 13, 19 and 21 hereof.

Section 23. Limitation in rental of motor vehicles. No appropriations provided in the National Appropriations Act for the Executive Departments shall be used for renting automobiles, jitneys or trucks on the monthly basis nor on the daily basis for a continuous period exceeding fifteen days.

Part VI. — Incentives for Economy

Section 24. Cost reduction. Subject to the approval of the respective department heads, every head of the bureau, office or agency shall institute a cost reduction program for his bureau, office or agency for the purpose of reducing cost of operations and shall submit to the Commissioner of the Budget reports on the result of the implementation thereof. An incentive award not exceeding one month's salary may be granted to any official or employee whose suggestion for cost reduction has been adopted and shall have actually resulted in cost reduction, payable from the savings resulting therefrom.

Part VII. — Budget Accountability and Reports

Section 25. Failure to submit reports. — Failure on the part of heads, chief accountants, budget officers, cashiers, disbursing officers, and other responsible officers of departments, bureaus and offices to submit trial balances, financial work plans, special budgets, reports of operations and income, and such other reports as may be necessary and required by the Commissioner of the Budget and/or the Chairman, Commission on Audit, shall automatically cause the suspension of the payment of their salaries until they shall have complied with the requirements of the Budget Commission and the Commission on Audit. No appropriation authorized in this Decree shall be available to pay the salary of any official or employee who violates the provisions of this section, in addition to any disciplinary action that may be instituted against such official or employee.

Part VIII. — Miscellaneous

Section 26. Disposition of donations, grants, bequests, gifts or contributions. The provisions of P.D. No. 711 and other laws notwithstanding, donations, grants, bequests, gifts or proceeds therefrom and contributions given in cash by private individuals or entities of foreign governments and institutions shall be used, or expended only in accordance with the wishes of, and purposes specified by, the benefactor or donor, subject to the provisions of Section 7-A(4) of C.A. No. 246, as amended.



SURVEY □ Barangays

Barangays: democracy is what it does

ONE MAJOR TASK of the Administration is the promotion of effective citizen participation in government decision-making. The achievement of this goal will ensure that legislative and administrative output would satisfy crucial demands of citizens in providing for long range national goals.

Prerequisites for success. One requisite for effective citizen participation is the institutionalization of channels of participation. For Filipinos, the barangay is the main institution for participating in government processes. Through the Barangay Assembly, all Filipinos aged from fifteen years up, can recommend to their barangay officers measures to be adopted for the welfare of the barangay. And through the barangay officials, the average barangay member can make his voice heard at the uppermost levels of government; this is possible because the Sangguniang Bayan and the various barangay federations (municipal, city, provincial, regional, national), whose functions include recommending measures to the President, are based mainly on the mass of barangay officials who are accountable to barangay members.

Another requisite for effective citizen participation is that the system of representation be also open to representatives chosen through nongovernmental criteria. This requisite is fulfilled, in the municipal level at least, through the selection of representatives to the municipal Sangguniang Bayan from the capital, labor and professional sectors.

A third requisite is that citizen participation must be possible and essential at each level of government. This requisite is substantially fulfilled in these ways: a) at each level of government, there is a corresponding group of Sangguniang Bayan officers and barangay federation officers who exercise advisory functions; b) legislative functions are also exercised by the municipal, city and provincial Sangguniang Bayan assemblies.

Fourth requisite: the citizens' leadership must be equipped with organizational and planning skills. This requirement is fulfilled in some barangays and partly or barely in others. This is why the government, through the Department of Local Government and Community Development (DLGCD), is giving technical assistance and training such as seminars and workshops to local government officials down to the barangay level. The government has initiated the evolution of a system of local government autonomy and as this goes on, local officials' initiative will develop.

Scope of popular participation. While the basic channels of participation have been established, the full strength of citizen participation in local government decision-making has yet to be fully realized until the full establishment of local government autonomy. Establishing the grounds for effective local government autonomy is now a major activity of the government.

The public does participate considerably in planning and implementing activities geared toward local and national development goals. Such planning is done in barangay assembly meetings and in meetings between officials of different barangays.

Some quarters object that the political will of the Filipinos has been suppressed so that citizen participation now is meaningless. But citizen participation does not necessarily have to occur in political decision-making before it can be deemed significant. It is already significant when it occurs in solving the main problems of the nation which, according to the average Filipino's demands, are: opportunities for economic betterment, more education and health services, better housing, enough police

protection, et. al. The most pressing demands of Filipinos today are economic and social, not political, in nature.

A profile of the quality of some barangay operations, according to a UP Local Government Center survey, is as follows.

□ **The leadership.** Most of the barangay officials have much to learn of their role in the total effort for national development. The foremost example of lack of capability mentioned by the UP survey happened at the First National Symposium on Good Government held last year. Many lacked job knowledge. They displayed lack of respect for the rules of parliamentary procedure, lack of mastery of basic communication skills. The problem was hampered by the mixed use of Tagalog and English and the lack of mastery of both languages.

Besides lack of leadership skills, the UP survey says that lack of incentives and financial resources hampers barangay leaders. The UP survey recommends the following:

1. Elect a new set of barangay officials since the present crop of barangay officials are mostly leftovers of the old society. In the old society, the people did not care about barrio elections as much as town elections. Politicians were then able to easily put their cronies as candidates. Street characters and even ex-convicts became a common breed of barrio officials. And then when barangays were organized out of barrios, not many able and respected citizens were willing to run for office. Now, however, people are more willing to participate meaningfully in setting up a better set of officials.
2. Provide barangay officials with better incentives, financial and otherwise.
3. In selecting succeeding barangay officials, preference should be given those who have been active leaders of the Kabataang Barangay. Their experience in seminars and in barangay meetings qualifies them for greater involvement.

□ **Local initiative.** Many projects and activities are initiated from higher levels of government. The common prac-

tice is for barangays to choose from a government listing of projects. This understandably includes necessary activities like cereal distribution, food production and rehabilitation. Other activities are of local scope but since these cover most if not all of community needs, the opportunity for more local initiative will come in the future.

□ **Community resources.** Lack of funds is the major problem of the barangays. About 80 percent of the barangay officials surveyed mentioned lack of funds as their chief problem. Despite this, a positive character of involvement is shown in the way barangay members recourse to their own pockets for funding. In four districts of one city, 62 percent of barangay funds came from contributions of members, 27 percent from private individuals and organizations, and 11 percent from the government.

The most frequently mentioned solution to problems is self-help. This perhaps shows that the government's efforts to promote self-reliance as a community ethic is bearing fruit.

□ **Activities.** The frequency of activities of a set of barangay assemblies in one city is as follows: twice a month—38.64 percent; thrice—9.09 percent; more than thrice—20.45 percent; once—13.64 percent. About 70 percent of the barangay officers questioned, 70 percent said that their meetings are well attended and only 20 percent said no.

The main activities of the barangays are: promotion of peace and order which includes the control of gambling and excessive drinking and the organization of vigilantes; promotion of health and sanitation which includes cleanliness and beautification campaigns, repair of drainage systems, and immunization campaigns; encouragement of food production and home industries which includes planting vegetable and root crops, backyard poultry and hog raising, and food preservation.

□ **Cooperation.** There is no substantive lack of cooperation among barangay officials and other government units. Of a sample set of barangay of-

ficers in one city, 75 percent had good working relationship with other barangays. 93.19 percent said they had meetings with other barangay officials; 91 percent said they consulted with city officials.

The barangay officials named the DLGCD as the agency helping them in their projects. Other agencies mentioned were the Department of Education and Culture, Department of Social Welfare, Commission on Elections, Department of Public Highways and Board of Transportation, and the city Barangay Secretariat. The most frequently mentioned type of assistance coming from these agencies was coordination and facilitation of procedures. Next was supervision of funds.

□ **Case studies.** Two barangays of one city were studied by the UP Local Government Center. The first barangay studied was very affluent, since 20 percent of its family heads were government officials and the rest were executives or supervisors in the private sector. The second barangay is one of the poorest in the city; almost all of its family heads are factory workers, farmers, drivers, security guards, janitors and laborers in the government.

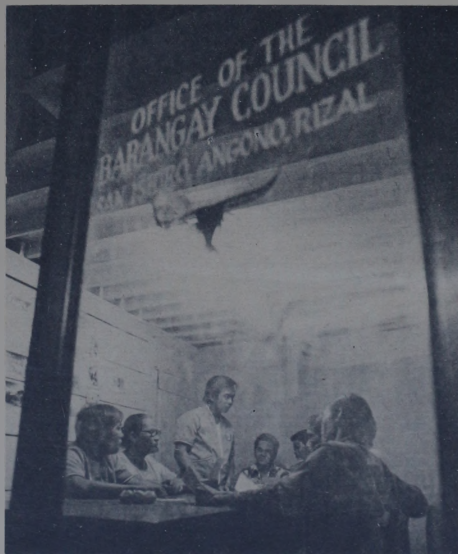
The studies confirm this: the rich do still look to the government, but unlike the poor, mainly for traditional services like adjudication and protection of civil rights. The poor depend on the government mainly for more basic wants like better economic opportunities and health services. It is in the satisfaction of their respective demands that the government—and therefore the barangay—is meaningful to both the rich and the poor.

The members of the rich barangay value more their private associations, like the homeowners' association and a country club, than the barangay assembly with regards to participation in activities like cleanliness drives, repair of roads, construction of community facilities; in other words, the cleanliness drive of the homeowners' association would be more participated than the cleanliness drive of the barangay. Moreover, the barangay realizes less contributions than the homeowners' association. The barangay assembly's meetings too are poorly attended; the barangay captain, to force the attendance of those who work in the government, has to threaten the members that their offices will be informed about any absence.

The members of the poor barangay, on the other hand, have only the barangay assembly as the community association to resort to for collective needs. The meetings are well attended and the members wholeheartedly contribute money, free labor, freematerials, etc. to barangay projects. Among some of their projects are electrification of the community, improvement of their health center, widening of roads. The barangay assembly, in short, has made it possible for the members to improve their community.

If the rich barangay's members can realize most of their community improvement programs through their private associations, how is the barangay meaningful to them? One instance shows how.

The owners of a subdivision had planned to construct a health spa and a commercial complex in the subdivision. The homeowners' association opposed the projects and appealed to the government. After much litigation, the issue was finally settled through a barangay referendum which repudiated the two projects. That referendum was a political function not possible among the private associations. — Marcos Agayo



Promote self-reliance at community ethic.

THE ECONOMY □ Gov. Gregorio S. Licasar

Financing for equitable growth

THE problems that have faced the Philippine economy have been many and difficult. The setting of inflation and recession that has gripped the world economy is a matter of record. The economy still feels the lingering effects of these international developments. Over the past three years, we have experienced high costs, particularly of oil and petroleum-based products, lower economic activity, depressed commodity markets, employment and balance of trade difficulties. We also face today the problems of rehabilitation occasioned by the recent devastation of Typhoon "Didang."

It is characteristic of the Filipino that in every problem he identifies a challenge, and with every challenge an opportunity. The record of the Philippines is known as being among the most outstanding in the Third World, in terms of overall economic performance and adjustment to world adversities of the past three years.

Under the leadership of President Marcos, we have consolidated our relationships in Southeast Asia. We have made new friends overseas among fellow developing nations, and among the Socialist countries. Trade contacts with the Middle East have been aggressively pursued.



Credit flows to countryside.

CB Responsibilities. The role of the Central Bank is primarily in the determination and implementation of monetary and banking policy. Its primary objectives and the maintenance of internal and external monetary stability, the preservation of the international value of the peso, and in general to contribute towards a balanced and sustained growth of the economy.

Keeping these broad responsibilities in mind, it is clear that the mix of credit availability and national financing must be finely regulated to ensure a balance, on the one hand, between the desire of private industry to have full financing for its projects, and, on the other, to ensure that the volume of domestic credit is not translated into excessive import demand and inflationary pressure.

Credit ease is oftentimes inconsistent with economic progress. Finance has no easy solutions. Unfortunately, it is susceptible to simple generalizations. Suggestions are to reduce or increase interest rates, increasing the supply of credit, restructuring loans for certain areas, opening rediscount windows, changing the peso rate.

The basic problem of monetary authorities is not the evaluation of the various prescriptions. It is to strike a balance among the conflicting objectives and, more importantly, ensuring that the final credit decisions contribute towards increased productivity.

Rural Credit. The Central Bank has gone out of its way to give total support to the food production program, to agrarian reform, to rural credit in general. The issuance of Central Bank Certificates

of indebtedness has been so designed as to channel funds from urban savers to investors in the countryside, specifically the small rice and corn farmers.

This is in due recognition of the importance of the countryside as the main venue of development. This is in recognition of the small farmer as a major foundation of Philippine society. This is in support of the national program of land reform.

The same thinking has constituted the basis for expanded effort in the financing of small and medium-scale industries, particularly those located in the rural areas.

Export financing has also received high priority, cognizant of the need to meet Balance of Trade objectives. To illustrate the magnitude of the financing for this purpose, a total of P1.8 billion in loans has been directed to various export activities during the first quarter of 1976. The major beneficiaries of this financing have been the commercial crop sector, including sugar, coconut, tobacco, abaca, copper and chrome.

Major amounts of credit have flowed to government, to finance the national infrastructure and capital program. Projects in irrigation power, housing, health, education, roads, have been developed as direct contributions to the well being of our countrymen and as contributors to the strengthening of economic foundations.

We have defended the international value of the peso, which has actually shown an improvement during the past year vis-a-vis the dollar. This is certainly a far better record than many of the currencies of the Third World and even of many developed countries.

Dollar Ledger. Our balance of payments, after registering overall surpluses of US\$665 million in 1973 and \$110 million in 1974, abruptly reverted into a deficit of \$521 million in 1975. This development was the offshoot principally of adverse external conditions, most notably those relating to trade. Weak commodity markets due chiefly to the slowdown in world economic activity gave rise to substantially lower exports—a circumstance which was aggravated by necessary growth in imports. In 1975, the country's foreign trade balance was negative at \$1,197 million. This could not be fully offset by favorable balances in capital and other invisible accounts.

To finance the resulting overall payments deficit without resorting to a considerable drawdown in the international reserve, compensatory borrowings were made off from a number of sources abroad. These compensatory operations, far from being unnecessary means of enhancing the international reserve, have on the contrary embodied a form of responsive external financing under unpropitious balance of payments developments. The present position of the standing of the Philippines remains vigorous in the face of adverse conditions.

The existing international reserve level of over a billion U.S. dollars has been maintained consistent with national policy objectives. These objectives are in turn grounded on the capacity to support economic activity domestically. As we cannot follow national policies that dampen growth, we can neither move ahead in pursuit of economic advancement in disregard of payments imbalances.

As of May 31, 1976, the international reserve amounted to \$1,197 million, the equivalent of about three months' import requirements, the acceptable international benchmark. However, its most direct benefit to us, as a margin of safety, has been the assurance of available resources to finance our essential import needs during this difficult and uncertain era. Incidentally, more than 20 percent of our import bill

'The economy is recovering'



CB Gov. G.S. Licasar

Filipino businessmen are complaining that credit is too tight. What is the reason for this tight-money situation? Will the Central Bank loosen its strings on the money supply this year?

On the overall, liberal credit policy is being pursued as reflected in the relatively high annual percentage growth rates of domestic credits as well as in the easing of money market rates during the first four months of 1976. This general stance is, however, qualified by a selective policy which redirects credits to priority and productive areas. In this sense, some nonpriority sectors may experience relative credit tightness.

A major program of the Central Bank is shifting capital resources from Manila and other cities to the countryside. The initiative here comes from public financial institutions. Are the private banks in Metropolitan Manila being encouraged to take a more active role in developing the financial system in the rural areas? How?

To supplement countryside financing by the private banks in the short run, the Central Bank in addition to preferential redit rates for country-based food and export production, requires banking institutions (predominantly based in metropolitan areas) to set aside 25 percent of their loanable funds for agricultural credits. Furthermore, the Central Bank policy on investment-deposit ratio of commercial bank branches in the provinces requires that 75 percent of the deposits accumulated in a particular region be invested there in as a means to develop such region. In the medium-term, however, it would basically be the increased activity in and incomes of the rural sector (as evidenced by the increasing volume of industrial sales in the rural areas especially since 1973) that would provide the main incentive for large urban-based banks to expand their countryside operations.

In your first quarter report on the economy to the President, you indicate the continuation of a deficit trend in the Philippine balance of payments due mainly to the decline in price (and sometimes volume) of major exports, partic-

ularly sugar. How do you think the export sector will fare for the rest of the year?

The performance of the export sector for the rest of 1976 basically hinges on the actual price and volume developments in the market for the country's major exports. Specifically, it depends primarily on the pace of the recovery of the prices of copper, sugar, coconut and wood products as well as on the ability to expand by a significant amount the volume of sugar export shipments. It is expected that export earnings for the rest of the year will be higher than in the first quarter.

One of the heartening figures in your report is that there has been only a 4.6 percent rise in the consumer price index. How did the government so quickly dampen the inflation rate? What is the price outlook for the rest of the year, considering that the typhoon season has arrived?

Please note that the annual inflation rate (as measured by the Consumer Price Index for Manila) was a little more than 30 percent in 1974 (i.e., 1973-1974), 1975 (1974-1975) declined to 8 percent in 1975 (1974 over 1974) and further declined to 4 percent during the first quarter of 1976.

The gradual easing of inflation in 1975 and early 1976 was the result of a host of interacting factors. The main determinant was the sound and cautious monetary management, an adequate supply of key foodstuffs (especially cereals) on the domestic front and the decline in export prices concomitant with a deceleration in the rate of increase of import prices on the external front.

The price outlook for the rest of the year would depend on a number of factors, most importantly, on the continued adequacy of rice stocks, the more effective enforcement of price ceilings, the movement of prices of our exports, the freeze in oil prices and the deceleration in the rate of imported inflation as well as the severity of adverse weather conditions in the coming rainy season. Calamities like "Didang" may have to productive and distributive facilities and consequently, on prices of commodities. Still, we expect prices to increase by less than 10 percent.

Do you think the Philippine economy has recovered from the recession that started two years ago? How do you see it in 1976 and beyond?

The Philippines, like other nations, is still in the process of recovering from externally-induced recessionary impulses. There is, however, growing consensus that a steady recovery which would result in a better economic performance during the medium-term. This is premised, firstly, on the recovery of industrial economies and the commercial viability of the recent oil find which would greatly improve prospects for growth. Secondly, on the present position of the country; and secondly, on domestic policies aimed at further developing the rural market, consolidating and expanding the gains achieved in the agricultural and export sectors and containing internally-caused price rises.

is attributable to oil and petroleum-based products, and current oil findings, while holding much promise, remain at this point still only a future potential which will take time to fully develop.

Since the purpose of Central Bank foreign exchange borrowings is basically compensatory in character, they are necessarily intended to be temporary in nature and will be availed of while the country's balance of payment remains in unfavorable position. Consequently, there will be constant review of these operations which in turn will be modified from time to time as more propitious external conditions prevail. These

are expected to begin this year until a balance-of-payment surplus starting in 1978, or earlier, is attained.

These are achievements that we can be proud of, representing a record of performance in the light of international demands, representing responses to challenges and opportunities.

The flow of financing cannot be viewed from the standpoint of only one particular economic endeavor. We have to look at financing from the standpoint of a national strategy. We have to ensure that more financing for all needs will not necessarily result in more benefits to everyone. □

Our goals and plans for this year's Masagana 99

'OUR TARGET IS 94.85 MILLION CAVANS.'

LAST year's Masagana 99 Program brought us again to another state of self-sufficiency in the staple. Out of a total aggregate area of 1.8 million hectares planted, a total production of 96.9 million cavans (a cavan equals 50 kilos) of paddy was realized.

The 200,000-ton excess over last year's production plus a carry over stock of one million tons from last year's supply gives the country a stock inventory surplus of 1.2 million tons or 24 million cavans by the end of June 1976. This is enough to meet the country's requirements for 114 days or nearly four months.

However, the success we have achieved should not be a cause for us to relax on our effort to increase production as the challenge is great due to pressure brought about by increase in population, reduction in area devoted to rice production and the demand for the commodity in the world market.

Last May, we started Phase VII of the Masagana 99 Program. The program itself constitutes a big challenge to program implementors but with a unified effort between the private sector and the government, as we have operated since the previous years, it is hoped that we will end up with success.

As for our target goal, we have set a total of 1,173,180 hectares broken down into 857,853 hectares irrigated and 315,327 hectares rainfed. Comparatively, this is more or less the same as our target during the same crop season last year (Phase VI). At the projected average production per hectare of 85 and 70 cavans on irrigated and rainfed areas, respectively, our estimate on total production will be 94.85 million cavans.

STRATEGY OF IMPLEMENTATION

Package of Technology. Masagana 99 makes use of a package of technology which has been proven productive and effective in the country. The package includes the use of high yielding varieties; timely application of the proper amount of fertilizers; judicious use of pesticides, herbicides and rodenticides; and proper water management practices. Supplementary programs like "Double Cropping" and "Direct Seeding," which are innovative strategies to further increase rice production, are likewise implemented.

Supervised Credit. Noncollateral production loans under a supervised credit scheme are extended to needy farmers who have to organize themselves into a mutual liability group known as *selda*. Farmers who can put up the necessary collateral need not become members of a *selda* to qualify for a Masagana 99 loan. However, proper technical supervision should be provided them by production technicians (PTs).

Loan per hectare. The guiding lending rate consists of the cash and input portions amounting to P1,200 per hectare.



Technology package for greater production.

ture. The PT shall use his wise judgment in determining the actual credit requirement of the farmer, but in no case shall it exceed P1,200 per hectare.

The cash portion covers the cost of land preparation, pulling and transplanting of seedlings and baits, and baiting station materials. The input portion covers the cost of fertilizers, chemicals and rodenticides.

The amount provided for seeds may be included in the cash portion when certified seeds are not available, and in the input portion when available. In case of the latter, a seed chit is issued to the farmer.

BORROWING PROCEDURES

Organization of the Selda. Before farmers can be extended loan under the Masagana 99 program, they have to organize themselves into a *selda*. A *selda* consists of five to seven members with one of them to be elected as *selda* leader. Organization of a *selda* is based on one or a combination of the following criteria: 1. *Affinity of farmers* - farmers must know each other intimately either as friends, neighbors in the barrio, or better yet, be closely related to each other. 2. *Contiguity of farms* - farms must be adjacent or near each other in the same barrio. 3. *Size of farm* - the landholding of farmers constituting the *selda* shall more or less have the same size. 4. *Yield* - productivity performance of the farms of farmers belonging to a *selda* should be more or less the same. 5. *Cropping seasons* - *selda* members must at least have the same number of cropping seasons based on available irrigation facilities or cropping patterns in case the second crop is not rice; and 6. *Willingness to undertake the joint liability concept* - prospective borrowers must be aware of their duties and responsibilities as members of the *selda*, particularly their joint obligation to pay the unpaid loan of the members of their *selda*.

MANAGEMENT

National Level. On the national level, Masagana 99 is run through the National Management Committee (NMC) composed of representatives from government and private entities involved in program implementation. The Committee designs operational strategies to

be adopted and formulates guidelines in solving major problems in the process of program implementation. The members of the NMC are:

Chairman: National Food & Agricultural Council (NFAAC)

Members: Representative from: 1. Bureau of Agricultural Extension (BAEX), 2. Bureau of Plant Industry (BPI), 3. Philippine National Bank (PNB), 4. Agricultural Credit Administration (ACA), 5. Bureau of Agricultural Economics (BAEcon), 6. Central Bank - Department of Rural Bank and Savings and Loans Association (CB-DRBSLA), 7. Land Bank (LB), 8. Fertilizer Industry Authority (FIA), 9. Agricultural Pesticides Institute of the Philippines (API), 10. U.S. Agency for International Development (USAID), 11. Rural Bankers Association of the Philippines (RBAP), 12. National Grains Authority (NGA), 13. Bureau of Cooperatives (DLGCD), 14. Department of Applied Research Training and Information Program (DARTIP), 15. Philippine Constabulary (PC), 16. National Irrigation Administration (NIA), 17. Bureau of Soils, 18. Farm Systems Development Corporation (FSDC), 19. Federation of Free Farmers Association (FFFA), and 20. Federation of Farmers Association in the Philippines, Incorporated (FFAPI).

Technical Committee. Working side by side with the NMC is a Technical Committee which determines and recommends the rice varieties and inputs that are to be used in the program. It also determines policy solutions in the control and eradication of pests and diseases. This Committee headed by a representative from BPI is composed of representatives from UPI, B College of Agriculture, Bureau of Soils and International Rice Research Institute.

Fertilizer and Pesticide. The Fertilizer Technical Committee and the Pesticide Technical Committee backstop the National Management Committee in matters concerning fertilizers and pesticides used in the program. They advise, suggest and recommend to the NMC actions and solutions to problems that have relevance to fertilizer and pesticide usage. The committees are headed by representatives from the Bureau of Soils.

Provincial Committee. At the provincial level, Masagana 99 is managed through the Provincial Action Committee (PAC) headed by the provincial governor who is the chairman, and the PPO for Rice as the executive vice chairman.

The PAC replicates the National Management Committee at the provincial level. It takes charge of the overall implementation of the program and formulates provincial policies which are necessary within the framework of the existing rules and regulations of Masagana 99. Other members of the PAC are: 1. PC Commander; 2. provincial heads of BPI, BAEX, ACA, DLGCD, NGA, PNB, and 3. representatives of rural bankers, millers, traders and input dealers, CB-DRBSLA agricultural credit supervisors, DAR, Farm Rural Broadcasters and Federation of Farmers Association in the Philippines Incorporated.

Municipal Team. The Municipal Action Team (MAT) is patterned in turn after the PAC. It implements the program in the municipalities and oversees the local management systems among production groups of five to seven farmers. Like the governor, the municipal mayor is the chairman of the team. He is responsible for involving the barrio captains and production leaders in the realization of the goals of the Program. Other members are production technicians and representatives of the rural banks and the PNB. □



Bringing in fertilizer.

Lester R. Brown, Patricia L. McGrath, Bruce Stokes □

22 dimensions of the population

As this excerpt from *Worldwatch Paper 5* points out, population growth and other aspects of human development are directly linked. "Slower population growth is not a magic formula which will solve all our problems. It is one of the means to an end—of achieving a tolerable life for all—and is itself complex and difficult to achieve.

1 Literacy. More than five centuries have passed since Gutenberg invented the printing press, yet one-third of the world's adults lack the skills to use this Renaissance technology. In many countries of Asia, Africa, and Latin America, the number of illiterates is rising as population grows more rapidly than schools can be built and staffed with teachers. Millions of children move toward adulthood without any instruction at all; others enroll in the primary grades but drop out without ever learning to read or write.

Those countries with the least to spend on education and literacy usually have the highest birth rates. Not only are funds in short supply, but the pyramidal distribution of age groups in a rapidly growing population also means that the ratio of trained teachers to school-age children is often decreasing. As a result, many governments once committed to universal education have quietly abandoned this objective.

Rapid population growth, apart from its effects on the quality and quantity of education, tends to curtail the contribution of education to greater social equality. The lack of minimum educational facilities entails the sacrifice of programs to alleviate inequalities between boys and girls, between rural and urban areas, and between favored and poorer sections of so areas, and between favored and poorer sections of society.

2 Oceanic Fisheries. The hope that man will be able to turn to the oceans to satisfy his food needs as population continues on the land-based food resources mounts is being shattered. Newspapers in Tokyo, London, and Lima tell daily of increasing competition in oceanic fisheries and growing conflict among countries over scarce supplies of fish. Overfishing is commonplace and pollution of the oceans worsens steadily and pollution of the oceans worsens steadily.

3 Natural Recreational Areas. Ski slopes, golf courses, beaches, city parks, wildlife preserves, and campgrounds are all utilized by increasing numbers of people each year. Access to what some view as a public resource has become an increasingly sensitive issue as rising population pressures combine with higher incomes to create a demand for more recreation facilities. City dwellers stream out in ever-increasing numbers to seek the therapy of nature. But what they all too often find is the same congestion they left behind—bumper-to-bumper traffic, noise, air pollution, and crowded, overflowing recreation areas. The impossibility of leaving behind the problems of the city plagues affluent and underdeveloped countries alike.

4 Pollution. The absorption of waste is an important natural function of the earth's ecosystem. In the complex web of plant and animal life, what is waste for some organisms is sustenance for others. Only when waste increases to the point where the ecosystem can no longer readily break it down and absorb it does it become pollution. At this point waste begins to affect human health, climate, food production, and the survival of various forms of life itself. Public awareness of the pollution threat is rising, but the ultimate cost of coping with pollution, or of failing to cope with it, is not yet understood.

As the human population has increased in numbers and become more concentrated, its potential for disrupting the earth's ecosystem has grown. Each additional person, especially in affluent societies, increases the burden on what is, in many areas, an already overburdened environment. An OECD study of air pollution in Swedish cities demonstrates the link between population density and air pollution. The concentration of sulfur dioxide in the cities' air, the result of burning fossil fuels in cars, generating plants, and industry, was highest in cities with the largest populations.

5 Inflation. During the seventies, inflation has reached double-digit levels worldwide for the first time, creating extreme anxiety among national political leaders who must try to cope with it. The economists whose advice they seek are puzzled by the failure of all traditional inflation controls short of the sanction of widespread unemployment. What few seem to realize is that an important new source of inflationary pressure has emerged.

Inflation results when demand exceeds supply. Monetary and fiscal policies can be used to encourage an unhealthy growth in demand, one that outstrips the growth in supply. Inflation arising from such excessive demand can be controlled by adjusting these policies. In an economy dominated by large corporations and organized labor, inflation can also be of a cost-push nature. Escalating prices lead to demands for higher wages which in turn lead to higher prices. Inflation also results when a supply is temporarily restricted or disrupted by war, labor strikes, or weather.

Such restrictions of supply cause temporary inflation, but during the seventies a new source of long-term inflation has begun to emerge. World demand for goods and services has expanded at about 4 percent per year from 1950 to 1975, nearly tripling during this 25 year span. About half of all production gains were absorbed by population growth, which averaged close to 2 percent per year during this period, and about half by increases in per capita consumption. Meanwhile, it has become increasingly difficult, for a combination of economic and political reasons, to expand the supply of many strategic goods commensurately. The result has been scarcity-induced inflation. The impact of these conditions on the price and availability of such essential resources as food and energy has become dramatically evident during the seventies.

Those who suffer most under the burden of scarcity-induced inflation are the poor, whether in the barrios of Lima or the slums of Naples. Worsening inflation means that those living at subsistence level find themselves increasingly unable to make ends meet. When the price of grain triples, families that already spend 60 percent of their income on food can only eat less.

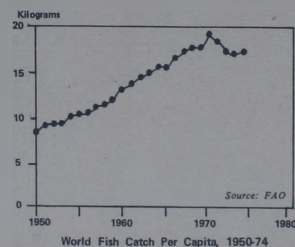
6 Environmental Illness. A growing share of all illness and death in the world today is directly attributable to human changes in the environment. These changes stem from new technologies, population growth, and the need to produce ever more goods and services to satisfy human needs. Among the illnesses linked to environmental alteration are emphysema, stroke, parasitic infections, heart disease, and cancer.

The spreading incidence of environmental illness is largely attributable to the introduction of new chemicals into the ecosystem, increased levels of air and water pollution, and crowding. The burning of fossil fuels in cities and the spreading use of chemicals and pesticides in agriculture, for example, lead to numerous health problems.

Environmentally induced illnesses take many forms. Horrifying but egalitarian, they spare none; the rich and poor alike are potential victims. No respecter of age, sex, or social status, cancer now ranks as one of the most feared killers in industrial societies.

In the United States, it is now the leading cause of death from disease among children under the fifteen years of age. It accounts for a fifth of all deaths in the United States.

7 Hunger. The world begins the last quarter of this century confronted with three interrelated and worrisome developments on the food front. These are: a dramatic downturn in per capita food consumption, the inability to rebuild depleted grain reserves, and the accelerating world dependence on North American grain exports. Meanwhile, world



Limited arable land is under the pressure of multiplying

population continues to rise by nearly 70 million per year.

Reports in 1974 of rising rates of nutrition-related deaths in several poor countries underscore the need for closer attention to food and population issues. Widespread deficiency-related diseases are sapping the vitality of hundreds of millions, reducing their productivity, alertness, and endurance. Prenatal and infant malnutrition are causing brain damage and retardation in children. Today's malnutrition is shattering tomorrow's generation of adults, injecting a new and unsavory element into development planning.

8 Housing. The flat-roofed, mud-walled dwellings of the Middle East, and the pitched-roof, stilt-supported bamboo houses of Southeast Asia illustrate the variety of housing styles that enrich the human heritage and form an essential part of the "quality of life." Behind this diversity and ingenuity, there is a universal reflection of basic family needs—space for sleeping, eating, child-rearing and leisure.

Providing decent living quarters for rapidly increasing populations seems dishearteningly difficult today. Housing requires space, building materials, capital, and energy for fabrication. As a result of the swelling demand for houses, the land, lumber, cement, and fuel required have risen beyond the financial means of many of the world's four billion people. The expectation that a growing share of each nation's people would be able to enjoy a home of their own has now been dimmed considerably by the impact of rapid population and associated material scarcities.

9 Climate Change. "There can be little doubt that man, in the process of reshaping his environment, has changed the climate of large regions of the earth." So reports a study of inadvertent climate modification by the Massachusetts Institute of Technology. The impact of these climatic changes is far-reaching, affecting human health, living patterns, and food production. As more and more people populate the earth, human numbers and activities threaten to alter the climatic patterns to which mankind has grown accustomed.

In rural areas, human activity affects local climate. Population growth expands villages and intensifies the demand for food. Attendant deforestation, overgrazing, and overcropping change temperature patterns and the humidity balance. Meteorologists Reid Bryson and David Baerres of the University of Wisconsin report that the atmospheric dust generated by this human abuse of the land may be altering the monsoon patterns, over northwestern India and part of Pakistan.

10 Overgrazing. When human population in the poor countries grows, the livestock population is almost always increased commensurately in order to expand draft power, food supplies, or family wealth and security. As herds of cattle multiply, they can denude the countryside of its natural grass cover, particularly if they are not properly controlled. Overgrazing by goats causes even more damage because it affects trees shrubs as well.

n problem



populations.

11 Crowding. The more people there are on earth, the more people there are per square mile. Nothing can change that fact. Four billion of us now live here, and each day there are more. Unless society dramatically reverses recent trends, much of this population will be packed into urban centers. If high population density has negative effects on behavior and health, humanity faces some trying times.

The toll of prolonged stress is visible not only in individuals who suffer premature and irreparable bodily wear and tear as well as functional disorders, also in the social fabric. Sociologists, psychologists, and urban crime victims agree that, in crowded cities, traditional patterns of civil behavior are breaking down as a result of tension, crime and fear of crime, noise, hostility, turmoil, bustle, and brassness. Apart from the stress caused by crowding Philip Zimbardo, a Stanford University psychologist, believes that New Yorkers uncivil behavior stems from feelings of anonymity or "deindividuation," the feeling that "If no one knows who I am, what difference does it make what I do?" Stress transforms neighbors into enemies; it generates fear, insecurity in friendships, and rude behavior.

12 Income. Developing economists have traditionally been concerned with population growth because it partially offsets the gains of economic growth. During the sixties, when the developing countries as a group experienced an average annual economic growth rate of close to 5 percent, with population growth rates of 2 to 3 percent, half of the economic gain was absorbed by population growth, while the other half raised per capita incomes.

While the belief that population growth can undermine efforts to upgrade living standards has always been a legitimate one, it is gaining importance. With the perceptible economic slowdown that has occurred in most of the world during the seventies, population growth may offset all economic growth in some countries, actually preventing rather than just reducing any gains in per capita income.

13 Urbanization. During the nineteenth century industrial revolution in England, the flow of people from countryside to city was mainly a result of "urban pull,"—of job opportunities in the city. Today, the process of urbanization has accelerated in the developing countries, but it is more a measure of rural despair than of urban opportunity. Plots of rural farmland are divided and subdivided by each successive generation until the pieces are too small to provide a livelihood. The inevitable result is a rural exodus.

The continuous migration of people from countryside to city in the poor countries constitutes a serious social crisis, the ramifications of which may eventually impair the quality of life of much of mankind. The present growth trend of most primary cities in developing countries can only lead to severe diseconomies, resulting in a higher cost of living and increased per capita costs for urban facilities and infrastructure. Urban scholar Lewis Mumford estimates that providing needed services costs three times as much in a large city as in a small town. Yet cities of over seven million people are more and more com-

mon in developing countries; examples include Shanghai, Peking, Calcutta, Mexico City, Rio de Janeiro, and Sao Paulo.

14 Deforestation. As the human population has expanded over the centuries, the earth's forests have receded. Trees have been cut to make room for agriculture, to provide wood for shelter, firewood for fuel and, in recent centuries, newsprint for newspapers.

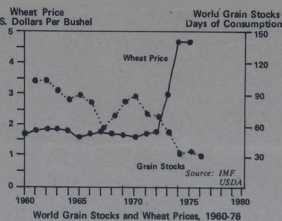
Nine-tenths of the people in many of the poorest countries today depend on firewood as their chief source of fuel. And all too often, the growth in human population is outstripping the growth of new trees—not surprising, considering that the average villager needs nearly a ton of firewood a year. Trees have proved to be one of man's most valuable resources and, in consequence, one of the most heavily exploited.

As other Southeast Asian countries expand and adapt their irrigation facilities to meet burgeoning food needs, their vulnerability to siltation and disrupted river flows will grow commensurately. Satellite photographs of the Philippines show that deforestation is far more advanced than official statistics reveal, with the forest cover probably less than a fifth of the country's land area—a far cry from the 35-50 percent commonly assumed.

15 Political Conflict. As expanding populations exert more and more pressure on limited resources, both local and global, their impact on politics—the task of determining who gets what—becomes increasingly evident. Additional people place additional demands upon a political system at the same time that they impede that system's ability to respond satisfactorily. By constantly complicating resource allocation decisions, population growth can affect not only political stability within national borders but also the relations among states.

16 Minerals. The earth's mineral resources remained untouched throughout most of the estimated two or three million years of human existence. Only in the last century have they been tapped systematically on a worldwide basis. Total mineral production during the last thirty years was greater than that from the beginning of the Bronze Age until World War II. The United States Bureau of Mines estimates that world consumption of aluminum will be twice today's level in nine years, that use of iron will double in a decade and a half, and that demand for zinc will double in 17 years. Consumption of these minerals is growing much faster than the world population, an indication of the substantial role rising affluence plays in the depletion of mineral reserves.

The future availability of mineral supplies at a reasonable cost will depend on expanding reserves and slowing growth in demand. The prospect of cheap, abundant energy that would effectively increase available reserves is fading. On the other hand, dependence on continuous price increases to expand supply would undermine many economies. New technologies—especially recycling, the potential of which has barely been tapped—present opportunities for limited stretching of mineral reserves. Yet the reality that mineral resources have limits is irrefutable, regardless of price and technology. If mined long enough any mineral resource must sooner or later be exhausted.



17 Health Services. For hundreds of millions of people, perhaps half of the world's population, health care is growing much faster than the world population. In many countries, the number of persons requiring medical care is growing much faster than available health services. This lack of health care is more than a matter of statistics; it is the agony parents endure watching a three-year-old child die of a common childhood disease like measles or diarrhea. It is a father chronically debilitated by intestinal parasites, malaria, or schistosomiasis while struggling to produce enough grain to feed his family.

18 Water. Examples of population growth exerting pressure on water supplies are legion. From Manila—where the population may double in fifteen years—to the grazing range of the Ethiopian Plateau, the limited availability of fresh water is undermining health, restricting food supplies, and diminishing hopes for economic development.

Every person added to the world's population requires a minimum amount of water to survive. Drinking water is only a minute part of a person's daily water needs. Producing enough food to keep one person alive requires enormous quantities of water. Up to 120 gallons of water are needed to grow the grain used in a loaf of bread. A pound of meat, which requires direct water consumption plus water to grow the animal feed, can require 200 times that amount. Energy production is often dependent on water availability, and the production of most consumer products, from plastics to steel, requires a great deal of water.

19 Unemployment. Economists estimate that for every 1 percent growth in the labor force, a 3 percent rate of economic growth is required to generate jobs. With current technology, countries experiencing a 3 percent rate of population growth therefore require a 9 percent rate of economic growth just to maintain employment at its current level. Attaining full employment would require an even faster rate of economic expansion. But economic growth rates have been falling during the seventies rather than rising as predicted. At the same time while the number of potential workers is climbing at an unprecedented rate.

20 Endangered Species. The word extinction brings to mind the dinosaur, felled by gradual climatic changes over a long period of time. Today, this process of extinction has been reduced to decades. *Homo sapiens*, a single species, threatens the survival of countless thousands of plant and animal species through its numbers and activities. The addition of three-quarters of a billion people to the world's population over the last decade has, in many regions, upset the balance of the planet's natural resources for life. The very size of the human population is altering natural environments; rural habitats are urbanized, forests are turned into farmland. The chemical wastes from manufacturing and commerce, and the widespread use of pesticides and fertilizers to improve nature's productivity threaten to break the life cycles of many species.

21 Energy. Every person added to the world's population requires energy to prepare food, to provide clothing and shelter, and to fuel economic life. The amount of energy used every day by the world's four billion consumers, for everything from heating water to running the most sophisticated computers, is rapidly increasing. Each increment in demand is another claim on shrinking energy reserves.

Prior to the early seventies, there was little concern about future energy supplies and people were unconcerned of the role energy played in their everyday lives. Known global reserves of petroleum, natural gas, and coal were expanding and most projections showed the success of the Philippines in growing as the price of energy rose and new technology became available. Plentiful, cheap energy permitted the world to grow populous and affluent. Fossil fuels, particularly petroleum, fired economic growth. Nitrogen fertilizer, produced cheaply from natural gas, boosted agricultural productivity in the corn fields of Iowa and in the rice paddies of the Philippines.

With disarming suddenness the global shortage of oil brought on by the 1973 Middle East embargo woke the world from its energy daydream. Lines at gas stations in the U.S. and farmers waiting for days to buy fuel for irrigation pumps in India forced a reappraisal of the global energy situation. Optimism over energy reserves faded as pessimism over supplying ever larger populations with sufficient energy grew.

22 Individual Freedom. As more and more people require space and resources on this planet, more and more rules and regulations are required to supervise individual use of the earth's resources for the common good. This need to agree upon or impose guidelines and limitations is seemingly independent of political ideology. And the sphere encompassed by such regulations is an ever-widening one that includes individuals, large industries, and now, in some instances, the entire world.

The need for more extensive political control is painfully illustrated by the tragedies born of the unregulated use of common resources like air and water. A finite world pressed by the needs of increasing numbers of inhabitants can no longer afford such uncontrolled self-seeking, a Hobbesian universe of the war of all against all. The new political structures required to cope with the "tragedy of the commons" may necessarily abrogate some forms of freedom. The probable extent of such abrogations can only be speculated upon. □

PRAUDIT PHASEOUT □

Wider latitude for managers

Why is preparatory audit being phased out?

To give management a wider latitude of decision on its financial activities and a deeper sense of fiscal responsibility, and to make possible a detached and objective review of financial transactions by the auditor. Phaseout of pre-audit would of course give way to full adoption of post-audit.

How long will this phaseout program take?

About five years or so depending on how soon management would be fully willing and able to assume the management-imposed fiscal responsibility.

What is the extent of the initial phaseout?

As defined under Commission on Audit (COA) Circular No. 76-26, dated April 6, 1976.

Why has it become necessary to project post-audit as our more important functions?

Post-audit is more comprehensive. As of now, the auditor is practically limited to financial and compliance audit. He has little time for performance or operational audits which cover managerial and program results. Besides, post-audit does not interfere with management prerogatives and to a certain extent reduces "red tape" for which auditors are often blamed for.

Will there be greater efficiency as a result of the pre-audit phaseout?

This is of course our expectation in directing the withdrawal of pre-audit and fully implementing post-audit with certain limitations defined in COA Circular No. 76-26.

Will it mean a decrease in the number of auditing personnel?

Not necessarily.

How will the phaseout affect graft and corruption in the government?

This phaseout would not affect the graft and corruption in the government. Under PD 898 the Commission on Audit aside from being granted visitatorial powers, is enjoined, among other things, to institute control measures through the promulgation of rules and regulations governing the receipts, disbursements, and uses of funds and property.

Is the pre-audit legal and constitutional? Has there been an abdication of constitutionally mandated functions and duties?

The Constitution in granting to the Commission on Audit the power and function to examine, audit, and settle accounts pertaining to the government and its agencies and instrumentalities, does not specifically state that such powers and function shall be exercised before the consummation of the transaction. It is believed that the pre-audit phaseout is legal and constitutional and that there is no abdication of constitutionally mandated functions and duties.

Is management ready to assume this pre-audit functions?

At this stage, agency management may not yet be ready to cope with complete and full implementation of post-audit. But given adequate time, government managers are sure to effectively cope with it.

Does post-audit prevent the occurrence of irregular, unnecessary, excessive or extravagant expenditure of funds?

Yes, because of the existence of double check—first, by the head of the agency and supervisory management level, and second, by the auditor. The first check must have been developed, strengthened and improved as a result of recommendations incident to post-audit.

To whom will management assign this pre-audit functions?

Pre-audit functions may be assigned to either the internal audit unit or a new unit.

What is the quality of controls in present-day agency management?

Generally fair, although some are lax.

Why is there a general weakness in agency internal control?

To a certain extent, due to the awareness of the auditor's presence who is expected to go over the transaction anyway.

Is this situation due to poor quality of personnel?

A combination of three factors namely: defective system and procedures, poor record keeping and reporting, and employee attitude and integrity.

Is this due more to lack of internal review in management as that given by an independent internal audit unit?

Not necessarily.

Is this just the solution for strong internal control in management?

Basically, a strong internal control within an agency at the same time maintaining economy, efficiency and effectiveness is a must in the full withdrawal of pre-audit. □



The greening of Metro Manila

In early November last year when the First Lady, Mrs. Imelda Romualdez Marcos, accepted the governorship of Metropolitan Manila, one of the very first things that she announced was that she will make Manila "a beautiful city." Immediately she launched a massive tree-planting program to transform Manila into another "garden city" in Asia, like Singapore. The "greening" of Manila calls for the planting of shade trees in all major thoroughfares and avenues in the city. Palms and shrubs will also be planted in congested areas or secondary streets where there is little room for large trees.

The tree-planting program is being coordinated by a technical committee headed by Ramon Binamira of the Green Revolution national committee. The technical group is composed of representatives from the Bureau of Forest Development of the Department of Natural Resources, Department of Public Highways, Bureau of Plant Industry, Bureau of Soils, Bureau of Agricultural Extension, National Food and Agriculture Council, and local governments.

For Phase I of the program which ended last April 27, about 30,000 seedlings and saplings were planted along the main thoroughfares of Metro Manila.

Only shade and ornamental trees will be planted in all major streets with the exception of Roxas Boulevard where coconut trees were already planted.

The major thoroughfares and the kind of trees planted along them are as follows:

□ Manila International Airport Road and Domestic Airport Road—fir trees

□ Epifanio de los Santos Avenue (EDSA)—narra (for the sides and MacArthur palms for the center sides).

□ Quirino Avenue to Nagtahan-talisay trees.

□ Quezon Boulevard (from Welcome Arch to Elliptical Road, Quezon City)—mahogany.

□ East Avenue—cherry blossom.

□ Espana Boulevard—narra.

□ Magsaysay Avenue (up to Aurora Boulevard)—narra.

□ Ayala Boulevard (from Ayala Bridge to Taft Avenue)—golden showers and palo santo.

□ Abad Santos—narra.

Under the present set-up, all kinds of shade trees are to be supplied by the Bureau of Forest Development (BFD) while ornamental and fruit trees will come from the Bureau of Plant Industry (BPI). The Department of Public Highways and the highway engineering districts are given the task of planting and caring for the trees until they grow up.

Aside from the BFD and BPI, the University of the Philippines College of Forestry at Los Baños also distributes seedlings. The Naspit Lumber Company, a private firm, has donated 2,000

saplings of forest trees which the committee has already utilized in Phase I. The Chamber of Commerce of the Philippines has likewise pledged to donate 100,000 seedlings for the tree-planting program of Metro Manila.

Phase II of the program call for the involvement of more than 1,500 barangay units in Metro Manila in the massive undertaking. On July 2, the date set for Phase II to start off, 500,000 barangay members, to be headed by their respective chairmen, will simultaneously plant trees in their areas of responsibility. The plan calls for the Metro Manila governor to launch the second phase of the program.

Phase III, which will be the last phase, calls for the turn-over of the responsibility of caring for the planted trees to the local governments, notably the barangay units. By then, a municipal tree-planting action team shall have been formed in every municipality or city in Metro Manila. The team will be composed of the municipal engineer, agricultural district supervisor and the barangay coordinator, with the municipal or city mayor as honorary chairman. On the barangay level, the implementing body will be composed of the barangay chairman and the chairman of the kabataang barangay in the locality.

According to the technical committee secretariat, the entire Metro Manila which has a total of 2,800 kilometers of road network needs about 560,000 seedlings or saplings, with trees planted at a distance of 10 meters from each other on one side alone of the street. In its nursery, the BFD has a stock of about a million seedlings while the BPI has more than half-a-million seedlings. We, therefore, have enough seedlings to make Metro Manila completely "green" in the next few years.

The estimate of the secretariat is that five years from now, Metro Manila will be able to free itself of the impact of the tree-planting program of the city administration because by that time the

trees will be tall enough and their leaves can help supply the much needed oxygen for the city dwellers.

Trees are not only anti-pollutant, they can also help in the flood control project of the government. Roots of giant shade trees absorb rain water during heavy downpour and certainly this will greatly help in draining water from our perennially flooded streets.

For the benefit of the different barangay leaders and other citizens interested in tree-planting, here are some important tips on how to grow young trees.

TREE-PLANTING GUIDE

1. Clear the area to be planted using a bolo or sharp knife.
2. Dig holes 11 foot wide and 1 foot deep and maintain spacing of 2 meters by 2 meters.
3. In planting potted seedlings using plastic bags, compress the soil first in such a way that the ball of earth around the plant is solid. Then remove the plastic when bag soil is already loose.
4. Put about 10 grams of a handful of fertilizer in the hole then plant the seedling in such a way that the root collar is 1/2 level with the ground surface.
5. Set plant with the ball of earth. Fill the hole with the top soil first, followed by subsoil.
6. Tamp soil around seedling with feet.
7. Water generously after planting.

PROTECTION AND MAINTENANCE

1. Water plants thoroughly after planting and every other day thereafter. This should be observed strictly when saplings are planted during dry season.
2. Provide much materials such as dried grass or leaves around stem to check rapid evaporation of soil moisture around the plant.
3. Erect a fence guard around plant or protection from being trampled by animals. □



EDUCATION

The mechanics of 'study now, pay later'

THE Educational Assistance Plan, more popularly known as the "Study Now, Pay Later" project, covers all unmarried Filipino citizens, not over 25 years old, who want to pursue college, vocational or technical studies; the plan also covers all students enrolled in priority courses.

Educational loan funds are administered by each participating funding institution. Each institution issues its own procedural guidelines for giving loans, for loan repayment and for interest rates. In due time, the Policy Making Council for the educational loan plan shall standardize operational procedures.

The Educational Loan Guarantee Fund (made available by the government for lending institutions to use in case of defaults in payment), earnings of the guarantee fund, donations, legacies, grants-in-aid, and other contributions are administered by the Policy Making Council. No part of the guarantee fund is spent for administrative purposes.

Qualifications. Besides being single and not being over 25 years old, an applicant must: 1) enroll or be enrolled in a course preferred by the loan assistance program; 2) be in good health as shown by a medical certificate issued by a government physician; 3) be of good moral character and must not have been subject to any disciplinary action, as attested by the head of the registrar of the secondary school he came from; 4) be a dependent on parents or guardians with a gross family income of not more than P12,000 per annum; 5) have no other source of support than what his parents or guardian can provide; 6) have no government or private scholarship grant and have no grant-in-aid. If the applicant is entering the freshman year, he must: 1) belong to the upper 25 percent of his high school graduating class; 2) have qualified in the NCEE, if pursuing a college course, and have obtained a score not lower than 50 percentile rank. If the applicant is already enrolled in a priority course, he must not have failed in any subject in the semester immediately preceding the application for a loan and must have obtained a weighted average of at least 2.5 or its equivalent.

Preferred Courses. The preferred college courses are: Ab Economics; BS Agriculture, major in Agronomy, Plant Pathology, Animal Husbandry, Agricultural Economics, Agricultural Botany, or Soils; BS Fisheries, major in Fishing Technology, Inland Fisheries, Marine Fisheries; BS Forestry, major in Forest Biological Sciences, Forest Resources Management, Forestry Extension, or Wood Sciences and Technology; BSS in Agricultural Business, Agricultural Engineering, Agricultural Chemistry, Agricultural Education, Agricultural Extension, Veterinary Medicine, Mining Engineering, Sanitary Engineering, Industrial Education, Geology, Industrial Chemistry, Rural Sociology, Food Technology, Marine Biology, Sugar Technology, Chemical Engineering, Civil Engineering, Metallurgical Engineering, Electrical Engineering, Geodetic Engineering, Aeronautical Engineering, Electronics and Communication Engineering, Mechanical Engineering, Marine Transportation, Management Engineering, Industrial Technology, Management of Small-Scale Industries, Chemistry, Physics, Mathematics, Statistics, Textile Technology, Rubber Technology.

The preferred technical or vocational courses are: Wood-Pattern Making, Auto Mechanics, Welding Technology, Electronics, Mechanics, Diesel Technology, Electronics, Mechanics, Diesel Technology, Sheet Metal Technology, Automotive Technology, Industrial Technology, Computer Key Punching, Machine Shop Technology, Radio/TV



A chance for the poor youth.

Technicians, Radio Communication and Aircraft Technician.

Loan Schedule and Options. The maximum amounts of loans allowed are: 1) Tuition and other enrollment fees, P800; 2) Books and other school supplies, P500; 3) Board and lodging, P2,500; 4) Uniforms and other personal expenses, P200.

A borrower has the following options: 1) A full loan covering school, living, and other expenses; 2) a loan for school expenses only; 3) a loan for living expenses only; 4) a loan for just a single item in the loan schedule, like a loan for board and lodging, or for tuition and other enrollment fees only. The borrower may apply for an amount less than the maximum amount allowed for each item.

The manner of loan releases, as determined by each lending institution, should not make it difficult for the student to get enrolled, secure his school needs, or pay his obligations on time. The borrower may apply, in succeeding years, for a change in loan schedules and amounts.

Conditions of Assistance. A grantee must immediately enroll in the semester immediately following the approval of his loan. The loan grant shall continue on the following conditions: 1) The grantee shall carry, each semester, the full load prescribed for his course of study, unless extraordinary circumstances call for an underload; 2) Each grantee should not drop a subject if it results in an underload; 3) A grantee shall not transfer to another course unless allowed by the Policy Making Council; 4) If a grantee is reasonably unable to enroll for a period not exceeding one curricular year, his loan privilege may continue when he resumes his studies; 5) Each grantee must maintain a weighted average of at least "2.5" or its equivalent during each academic year; 6) Each grantee must not get a grade of "5" or its equivalent in more than two subjects every academic year and any grade of "4" or INC, or the equivalents must be removed or completed prior to the next registration period if a grantee who gets a grade of "5" or its equivalent in more than two subjects in one academic year may still be given loan assistance if he gets a general weighted average of at least "2.5" or its equivalent; 7) The grantee must not be subjected to disciplinary action involving more than one month suspension.

If a loan grantee is awarded a

scholarship or another government grant, his educational loan assistance shall be terminated, but he shall be obligated to pay back the loans that had been given him.

Repayment Schedule. Upon employment following graduation, the grantee must pay the loan and the accrued interest, under the terms provided in his loan agreement with the lending institution. To insure regular payments of loans, a payroll check-off system will be established by the Policy Making Council.

In case of noncompletion of the course, or nonemployment after graduation, the grantee shall be liable for repayment of the loan given him, including accrued interest.

Placement. The public employment office of the Bureau of Employment Services of the Department of Labor will assist graduated grantees in looking for jobs. The employment office will also assist the funding institutions in collecting repayment from employed graduates.

Loan Processing. To handle loan applications, a Processing Unit has been organized in each Regional and Division Office. Each unit approves or disapproves all applications submitted. Within thirty days after each school year opening, all

processing units shall submit to the Office of the Secretary of the Department of Education and Culture a report on all the applications processed including the names of all applicants.

Secretariat. An inter-agency secretariat assists the Policy Making Council in implementing the educational assistance plan. The secretariat consists of representatives from the agencies composing the Policy Council, a representative of each participating lending institution, and other members chosen by the Council.

The secretariat is given staff support by the Department of Education and Culture. Its administrative and operational expenses are provided by the annual appropriation for the DEC, according to PD 932.

Enrollment. To enable grantees to enroll in the first semester of school year 1976-1977, the GSIS and SSS have made P5 million of their investible funds available. Other participating funding institutions may also make available loan funds for school year 1976-1977 in such amounts as 'their respective government boards may determine. By school year 1977-1978, all lending institutions will make loan funds available according to their commitments under PD 932. □



CSC bans personal follow-ups

FROM 1962 to 1966, three memorandum circulars have been issued by the Office of the President prohibiting the handcarrying and personal follow-up of official communications in government offices. But it seemed there had been laxity in complying with these circulars. Thus, the Civil Service Commission (CSC) issued on May 28 this year a circular reiterating the same prohibition.

The circulars seek to prevent: infidelity in the custody of official documents, loss of official papers, exercise of improper or undue influence, delay in the disposition of other papers and loss of manhours at work. Any violation indicates to a great extent lack of confidence in the capacity of an office for expeditious action, which runs counter to Memo circular dated August 13, 1962 by the CSC. Titled "Requiring Prompt Action on Official Papers by all Agencies of the Government," it states that there is no reason for the delay in the consideration or dispatch of official papers.

All heads of departments, bureaus and offices, including government-owned or controlled corporations are enjoined to see to it that the provisions of the circulars that emanated from the CSC and the Office of the President are brought to the attention of, and strictly complied with, by officials and employees in their offices.

Likewise, in order to fully follow the provisions of the circular, all departments, bureaus and offices are required to keep a register of all persons who come and visit them, which shall show their names and signatures, the positions or offices in which they are employed, whether government or private, the nature or purpose of their visit, and the description of the papers or correspondence they handcarry or are following up. Such register should be kept by all units of an office which receive visitors or callers.

Any government official or employee found to have violated the prohibition shall be subject to administrative action. □

OPINIONS

Secretary of Justice

RULINGS

Civil Service Commission

He is not your researcher

IT IS not the duty of the Secretary of Justice to answer questions general in scope or to write abstract essays or gather legal materials for other departments and offices. His duty is to render opinion or give legal advice only on "specific questions of law." This was the clarification issued by Justice Secretary Vicente Abad Santos when he recently declined to render the opinion sought by the Secretary of Education and Culture on the following queries posed by the Regional Director of DEC's Region No. 1 in connection with the La Union Provincial Board Resolutions Nos. 419 and 420, s. 1975:

"1. What is the nature of the national aid to high schools released by that Office (DEC) thru the Provincial School Superintendent?

"2. Can said national aid, which by law had to be deposited with the Provincial Treasurer, be appropriated by the Provincial Government for other purposes?

"3. What offense, if any, is committed by said officials if the said funds were appropriated for other purposes?"

In declining to render opinion, Secretary Abad Santos said it is true that the regional director has properly submitted his queries to his department head for resolution. "But the same were outright transmitted to my office without that department first studying and inquiring into the matter," Abad Santos pointed out. "I think that sound administrative practice and official courtesy demand that the questions should first be studied by that Department's Law Division which should at least formulate that Department's position on the matter before consultation is made with the Secretary of Justice."

He recalled that as previously pointed out in his Opinion No. 60, current series, likewise rendered for the DEC, simple questions such as the present could easily be resolved if only it would take the trouble to do so. "Aside from the queries being too general, the within enclosures do not show that there is a problem or controversy pending resolution before that Department as a result of the subject provincial board resolutions," Abad Santos noted.

Wait for finished product

RESPECTFULLY returned to the Chairman, National Science Development Board (NSDB), General Santos Avenue, Bicutan Taguig, Rizal.

This refers to the Project proposals, entitled *The Philippines Into The Twenty-First Century*, which was submitted by Dr. Salvador P. Lopez to the National Science Development Board for possible financial assistance.

You state that the project involves the publication in book form of a collection of papers wherein writers from various disciplines and professions will present alternative options for the development of the Philippines, a majority of the papers to be based on empirical data and the research opinion.

Further, you state that while the NSDB "would encourage the objective analysis of the problem to help our planners in mapping out the future of the Philippines," it is "apprehensive about the possible repercussions of the proposed Project considering that two of the proposed disciplines, i.e., politics and government and law and justice, may be considered as sensitive areas."

Therefore, you now request opinion "as to whether or not the subject Project Proposal passes the 'Clear and Present Danger Rule' and/or the 'Dangerous Tendency Rule' tests."

Since what is now before the NSDB is merely a project proposal, no comment or utterance having as yet been formulated or written, much less published by any of the proposed participants, this Office is not in a position to express any opinion as to whether or not the proposal involves an infringement of the "clear and present danger rule" and the "dangerous tendency rule." The subject proposal itself is innocuous, as I do not see how the mere conduct of a research study of Philippine society by scholars from various disciplines and professions could endanger the national security of the Philippines or negate the gains made under the New Society. It is only after the completion, and on the basis of a particular position/research paper that it may be determined whether or not its publication in the symposia proposed to be conducted in or book form or any other form or medium would fail to pass the above-mentioned tests. □

On maternity leave

FACTS:

MRS. X was appointed Corporation Auditing Examiner in the defunct Court Y in January, 1970; and that when said Court was abolished on October 31, 1974, she was absorbed by the National Labor Relations Commission as Socio-Economic Analyst effective November 1, 1974, but her appointment as such was attested by this Commission as temporary. There is thus no gap in the services of Mrs. X. Moreover, it is represented that Mrs. X by reason of her length of service under permanent status in the Court Y was previously granted 60 days maternity leave with full pay.

QUERY:

Whether Mrs. X may be allowed to enjoy her 60 days maternity leave with full pay.

RULING:

In resolving the query the Commission stated that the Maternity Leave Law (C.A. 647, as amended Section 12 C.S.R. XVI) recognizes the very important function of motherhood, so that it gives to a married woman employ every possible protection and assistance relative to her delivery by way of maternity leave benefits. The law is in essence a social legislation and must be so interpreted that the objective for which it was enacted may not be unduly sacrificed and the benefits granted therein unjustly denied. It will be observed that the pertinent provision therein which reads:

x x x

(e) Permanent or regular employees who have rendered two or more years of continuous service shall be entitled to 60 days with full pay. The two or more years service should be under regular and permanent appointment exclusive of service under provisional or temporary status.

x x x

does not clearly indicate the relation of time between the two years mandatory period of service under permanent status and the moment of delivery. However, it explicitly provides that the period of service up to the time the benefit is availed of must be continuous and uninterrupted. What the law merely seeks to avoid is a situation where a married woman employee who has rendered service for two years or more resigns and thereafter, say after six or ten years, re-enters the service of the government in an advanced state of pregnancy. Such a possibility, however, appears to be remote in this case. As it appears that the services of Mrs. X have been continuous from the time of her original appointment to the present and she has held a permanent appointment for at least two (2) years, she satisfies the requirement of the law.

The Commission, therefore, ruled that Mrs. X may be granted 60 days maternity leave benefits with full pay.

On overtime pay

QUERY:

OPINION was requested on whether an employee may be paid overtime pay based on the salary of the position to which he was merely designated.

FACTS:

Employee X holds a permanent appointment in corporation Y as Receiving and Releasing Clerk



with an annual salary of P4,860.00; that when he was designated Property Custodian, he was allowed to receive the salary of said position at P7,380.00 per annum pursuant to Section 104.05 of that Corporation's Personnel Handbook; and that when he rendered overtime work, however, he was paid for overtime services on the basis of his salary as Receiving and Releasing Clerk on the premise that he was

On leave without pay

QUERY:

RULING is requested on whether Mr. X may be paid his salary for the intervening Saturday, Sunday, or holiday when he is absent without pay on a Friday or on a day immediately preceding a holiday.

FACTS:

Mr. X was present on Monday, December 2, 1974, and went on sick leave without pay from Tuesday to Friday (December 3-6, 1974); that he reported back to work on Monday, December 9, 1974; that from December 23 up to the end of the month, he was again on sick leave without pay and on the basis of his daily time record, he was paid his salary for the period from December 1-22, 1974, deducting therefrom only the days without pay from December 3 to 6, 1974, but the resident Auditor in that Bureau disallowed the salaries for December 7, 8, 21 and 22, 1974.

RULING:

In reply to the query, the Commission invited attention to an opinion of this Commission in a similar case which was ruled that Mr. X is not entitled to payment of salary corresponding to January 23 and 24, 1965, Saturday and Sunday, respectively, it appearing that she was present on Friday, January 22, 1965, but was on leave without pay beginning January 25, the succeeding Monday. It is the view of this Commission that an employee who has no more leave credit in his favor is not entitled to the payment of salary on Saturdays, Sundays or holidays unless such non-working days occur within the period of service actually rendered.

In the instant case, had Mrs. X reported to duty on January 25, she would be entitled to the payment of salary corresponding to the Saturday and Sunday herein involved," which is self-explanatory.

Pursuant to the above ruling, Mr. X is not entitled to the payment of salary for December 7, 8, 12 and 22, 1974, considering that she was then on leave of absence without pay. The disallowance, therefore, of the salaries in question by the Resident Auditor is in order.

On vacancies

FACTS:

MR. X and 8 others who were temporary Watchmen paid on daily wage basis at the time, were laid off by the Postmaster General in his memorandum dated January 2, 1970, for alleged "violation of regulation"; that subsequently, they were issued appointments as Laborers under permanent status; that in a letter also dated January 2, 1970, the said official requested the Secretary of Public Works and Communications to return the proposed appointment of Mr. X and others in view of the termination of their services; that upon receiving the request, the Secretary, Mr. X's appointment as Laborer, the said appointment as Laborer, the said appointment which was received by this Commission on January 13, 1970, was subsequently, approved permanent under Section 5(g) of R.A. 2260, effective August 1, 1969.

QUERY:

Mr. X questions the validity of the termination of his services by the Postmaster General.

RULING:

As Mr. X was appointed by the Secretary of Public Works and Communications, his services could not be terminated by the Postmaster General without authority from the Secretary. Moreover, his appointment as permanent Laborer which the Secretary did not recall despite the request of the Postmaster General, was attested by this Commission under Section 5(g), R.A. 2260, as amended.

Under existing jurisprudence, the moment the appointee assumes a position in the civil service under a completed appointment, he acquires a legal, not merely equitable right, which is protected not only by statute, but also by the Constitution, and it cannot be taken away from him, either by revocation of the appointment or by removal, except for cause, and with previous notice and hearing, consistent with the Constitutional requirement of due process (Mitra vs. Subido, L-21691, September 15, 1967). □

PRIMER □ Budget Commissioner Jaime Laya

'Work together, be responsive to priorities'

ANO ang kalahugan ng pagbabagud, lalung-lalo na sa ating mga tahtan kung ating ihahambing ang budget ng ating pamahalaan, at kung ating ihahambing sa ordinaryong pamumuhay sa araw-araw?

Medyo mahirap ang tanong mo dahil normally ang kinikita ng mga tao ay kulang pa sa kanilang pangangailangan. Sa karaniwang may pamulya, ang palagi niyang problema ay kung paano kukita pa ng mas malaki, kung saan makaka-utang para pampuno don sa kinikita na mga.

Ganyan talaga yung budget na mga presuhipon (pre-suppositions). Ang kailangan nating isipin sa pagbabagud, unang-una, ay kung magkano ang ating kinikita, at pangalawa, kung ano naman ang ating kailangang pagkagastahan. Hindi ba? Halimbawa, ang ating kinikita ay so many hundred pesos per month. Di siyempre, unahin muna natin kung ano ang mga fixed na expenses na kailangan nating bayaran.

Unang-una, siyempre, kailangan nating pagbayaran ang rent, Pangalawa, transportation, at siyempre ang pagkain natin. Mayroon ding int-estimate na kung magkano ang kailangan nating gaghatin para sa bigas, sa ulam, mga pagkain, mga necessities. Ngayon, pagka-raang malista nating lahat yung kailangang talagang gastahin, di siyempre malalim naman natin kung magkano ang income natin na kailangan nating ipabili ng sapatos, o kaya ay puwede nating maimpok sa bangko o sa ibang lugar na yung pinagimpok natin. Tapos, kung minsan naman ay mayroon tayong gustong bilhin na medyo malaking bagay, Halimbawa, gusto nating magpatayon ng bahay, o kaya gusto nating bumili ng transistor, radio, television o isang appliance. Di siyempre nag-iipon naman tayo para makabili noon. Pero kung minsan gusto naman nating makuya yung appliance ahead of time kaya bi-bilhin natin on installment plan. Di makukaha natin yung appliance at yung namang pang-installment ay liblibang natin every month, so puede rin yon.

So in general, anganong ang budgeting ng mga taong mayroon steady job.

Iba naman klaseng budgeting ang ginagawa noong mga kaibigan nating magbubukid. Kasi ang income nila ay kung may ani—doo marami silang income, Ngayon for the rest of the year natin, siyempre magagasta sila para sa kanilang pagkain, o kaya yung para sa bukid. To some extent, mas mahirap ang budgeting noong mga kasama natin sa bukid. Hindi ba? Dahil nofiked, and secondly, yung expense nila hindi monetary dahil kung ano yung hindi monetary na log o kaya kung ano yung inasani nila, kinakain na nila. Kaya ang budgeting nila ay ibang klase.

Diyan nakikita na napakahirap pala itong pagbabagud sa isang mag-ankar lamang, sa isang padre-de-pamilya, o sa isang madre-de-pamilya. Lalo pa! Kung natin ay kung mag-ankar na. Diyan ang buong bana. Ang hawk nila ay salapi ng buong bayan, at dito siya nagbabudget kung saan gagastusin ng ating iba't ibang ahensya ng gobierno ang sa-laping laang-gul para sa kanila. Ngayon po ba, Dr. Laya, gaano ba ang budgeting sa pamahalaan?

Ang ating budget ngayon ay P19 billion. Paano ho natin bina-budjet ito, o paano natin hinarahi-hati sa lahat ng government agencies all over the country?

Unang-una yung mga priorities na itinalaga ng ating Pangulo. Alam nating lahat na nais ng ating Pangulo na ang Pilipinas ay magkaroon ng Bagong Lipunang upang ang welfare ng mga mamamayan ay tumasa, para umunlad ng umunlad ang bayan. So, ang palaging sinasabi ni President Marcos ay "the end purpose of the development is the common man."

Kaya nga ang starting point natin is

what will be needed to be able to ensure that the welfare of the common man is improved. Sinasabi ng Pangulo, halimbawa, na kailangan natin ang self-sufficiency at self-reliance. Sinasabi niya na kailangan nating mag-export. Sinasabi niya sa kailangan nang magkaroon ng mga regional development para samasama yung water impounding, irrigation, electrification, reforestation, water-works. Saka sinabi rin niyang kailangang low-cost housing. Yung mga ganyan, kailangan ng Presidential guideline and national objectives na yung pinagbabatayan natin ng budget.

Sa palagay po kaya ninyo, Dr. Laya, ano pa kaya ang obligasyon ng isang namamayan na hindi naman, halimbawa, nagtrabaho sa pamahalaan, in order to sefeguard yung ating mga per ng pamahalaan as far as budgeting is concerned? What is your think is the role of the ordinary man in budget-making?

Well, the role of the ordinary man is basically twofold. Unang-una, kailangan tayong magbayad ng buwis, di ba? Dahil siyempre, alam mo naman ang government. Saan ba naman ang gagastahin kundi sa mga taxes na binabayad ng mga tao? Sa unang-una, kailangang magbayad tayo ng mga taxes o buwis. Pangalawa, siguro, kamukha noong sinabi ni Presidente noon isang linggo, kailangang maging vigilant ang mga barangay at mamamayan. After all, may silang mga government agencies ang mga ginawag, kung along sa mga project na mahusay kaysa don sa iba, dapat ma-single out. Dahil itong 19 billion pesos na sinabi na nga natin kanina, ito ay ginagasta ng mga different government agencies. Yung iba doon mahusay naman, kaysa sa natin. Hindi. So I think the ordinary man can also be vigilant na para kung nakikita nila na medyo may wasted effort o wasted money, at least masasabi naman nila kung saan mayroong waste para may magawa naman ang gobierno.

At first, the government employees are concerned. Sapagkat isa po sa mga naging problema natin noong araw ang sobrang pagkain ng pera ng ating pamahalaan—sa palagay ho kaya ninyo ngayon, Dr. Laya, have we reached already the point, tayo for instance na nasa pamahalaan, ho we realized the importance of fiscal discipline, yung tamang-tamang pagagasta ng pera ng ating government?

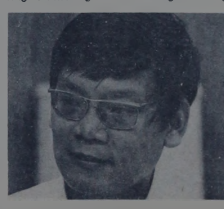
Sana ganooon. Pero alam mo naman, yung iba medyo hindi pa rin ganooon ang naiisip. Because they fail to connect their work to the budgeting and financing of it. Hindi pa rin yung ibang bukid kung minsan nag-abant na lang, o kaya kung minsan may mga require-ment na kailangan. Halimbawa nagtatyeta sila ng mga things na tinatya nila, na kailangan lang isang kopya per sampung kopya pa ang ginagawa. Siyempre yung mga bukid, kailangang magkita ng minsan dahil sila nila kailangan per hindi pala. So yung mga ganooon, wasted din iyon.

Dito po sa budgeting natin—sa pamamalakod ho ang ating Budget Commission—paano ho ninyo ginagawa para magkaroon ng isang budgeting budget officers ng national government, sapagkat mayroon tayong mga budget officers in every government office? Paano ho ninyo nai-inject yung wish standards into this office?

Well, first of all, I think the kind of training and experience and the capability noong budget officers ng mga agencies ay matasa. I'm always pleasantly surprised when I find out how good some of the people are. So we have a basic starting point for improvement. And then ang kailangan lang minsan, alam mo naman eh, yung mga and natin sa gobierno, kung minsan they are also hard up by constraints—na may procedures silang dapat sundin, mayroong policy na kailangan ding sundin. Na kung min-

san, yung procedure pwedeng ma-improve ng konti pa. So kung minsan, kahi mahusay na yung tao, wala na siyang magawa dahil ganooon yung procedure, di ba? So what we do is we try to simplify. As much as possible we try to follow the President's directive to cut down on red tape. We try to streamline procedures, and in so doing, we give the people the opportunity to prove themselves naman. Now in addition to that mayroon training program, we try to produce manuals. We try to meet with them periodically. Yung mga ganyan, kailangang gawin.

Sa palagay ho kaya ninyo—sa lahat ng sinabi ninyo kanina—mayroon na kayang pagbabago yung ating mga budget officers in the operation of government? Sapagkat isa po sa tinatagw nang stumbling block noong araw ay



Commissioner Jaime Laya

yung inarami nang tinatagw na "don'ts" pagdating doon sa operations ng government money. Paano ninyo masasabi na malaki na ang kaibanan ng budgeting nating ngayon kaysa noong ano?

Well, what we just try to do is to make some improvements as we go along. Siyempre, yung ibang tao riyen, na pagare-retire di siyempre, ang kapalit nila mas mahusay ng kaunti. Yung iba naman yung mga changes—sabi ko na nga—in procedures and policy, inuunlad rin natin yon. At saka yung mga national priorities, nagbabago rin yan every so often. So yung mga changing priorities, changes in people, changes in policy, changes in procedure, lahat iyan, unti-unti. And all of them take place gradually.

Ngayon, some of the things we're trying to do now as Budget Commission is we're trying to see if it's possible to do budget analysis on a regional basis. So kamukha nga ngayon, nagkaroon kami ng budget hearing na dinirect ni Pres. Marcos. Sabi niya sa subuknan ngayon, yung hearing ng public schools, if we can do it region by region, para lahat ng elementary, high school, college in a particular region, ma-analyze natin yung budget nila one by one. Kasi noong araw parang general lang. Ngayon titignan natin yung budget by region. So sila magkita natin yung population, natural resources, yung enrollment—lahat by region, kung ano ang kailangan nila. Para mas specific yung analysis.

At isa pang problema na sinasabi noong mga budget officers sa different agencies ay medyo nagtatagal daw noong araw yung mga release ng funds. Sa ngayon sinusuhatang naman na palitan yung mga forms at tapusin kaagay yung analysis. In fact, ngayon approved na ni Pres. Marcos yung program of expenditure for July to December. Kaya marelease na natin yung mga advice of all the agencies, yung release even earlier than July. So before July begins, alam na nila kung magkano ang magagasta nila during July until December. And then we're also reviewing the what we call program and project structure.

Saka alam mo, yung ibang agencies of the government, kung minsan natinag noong araw, na halimbawa 10 years ago sa established yung government agency—budget nila noong araw siguro

two to three million. Tapos ngayon 10 years later, ang budget nila 10 million. Pero hindi pa nababago yung statement of duties nila. At saka kung minsan, yung mga government officers, nagpapaliwalat yung mga functions nila. So tinitingnan din namin kung saan pwedeng ma-eliminate yung duplications.

Dito ho sa nabanggit niyo, Dr. Laya, paano ho nagkaroonng tayo ng deficit sa ating budgeting? Sapagkat kung minsan daw, sasabihin ninyo, "we are running our government on a deficit." Bakit kailangan nating iran ang government on a deficit?

This is part of development. Hindi ba, in a family, if the family that wants to spend on current operations—on food, clothing and shelter—siguro they can live within their budget. Pero halimbawa, gusto nilang magpapagay ng bahay, di siyempre hindi makaya ng income nila during the year. Di siyempre, utatang sila, maglo-loan sila. Yung isa samasama nila sa expenses nila. Ganooon din ang gobierno. Dahil in the government, as part of what the President and the First Lady want to achieve, di siyempre mayroon tayong mga rural electrification, rural roads projects, buildings, irrigation system. So yung mga iyan, di kaysa ng regular income natin. There are capital expenditure. So yun naman ang mga inuutang natin.

Dito sa ating loans, paano ho bina-bayaran, paano ho bina-budjet ng Budget Commission and pagbabagay dito sa borrowings natin as far as the government is concerned?

Ano yan, eh... halimbawa, when you borrow from World Bank or from some other international source, yung loan na yan would be payable over 20 years, yung iba nga 40 years pa. So utatang tayo ngayon payable over 20 years. Di ngayon alam na natin kung magkano ang kailangan nating bayaran each year. So malilikin rin ng usapang magkano ang kailangan ng bayaran sa principal at sa interest every year.

Bilang isang Budget Commissioner, Dr. Laya, paano natin masasabi na tayo po, ang ating government, ay magkakaroon ng savings sa ating mga budget every year?

Kung may deficit tayo—kamukha ngayon loon—wala tayong savings ngayon. Pero yung mga economists naman, sinasabi nilang mayroon ding savings on the current portion, di ba? Halimbawa, yung tax receipts natin this year would be so many billions and our current operating expenditure would also be so many billions. Ang idea diyen, kung mas malit and current operating expenditure sa current revenue para sa current year, mayroon ding savings, yung ang ginagasta natin sa capital outlay. Kaya nga lang, kulang yung amount. Yung difference, yan ang utangin natin.

Pangkawla, manawagan ho kayo, Commissioner Laya, sa ating mga pangkaraniwang mga ka-barangay, mga empledo ng policy, which are being given by the President and the First Lady, and all of these priority areas for export promotion, for labor intensive purposes, small- and medium-scale industries, self-reliance—these are really the crucial things that everybody has to be conscious about.

On the part of the ordinary government employee, we have all to work together in order to achieve greater efficiency, greater effectiveness, greater economy. And then secondly, I think everybody (both in government as well as in private sector, barangay members and so on) must always be responsive to the priorities which are being given by the President and the First Lady, and all of these priority areas for export promotion, for labor intensive purposes, small- and medium-scale industries, self-reliance—these are really the crucial things that everybody has to be conscious about.

Excerpted from a recent Pulitong-Pulitong sa Kaulanaran broadcast.

CONVERSATION □ Dr. Rene Elicaño

'Management is not a popularity contest'

A pioneer in the use of scientific management techniques and electronics computers in industry, Philippine-born Dr. Elicaño has worked at various industrial institutions and government projects in the United States. Among these groups are Alcoa-Chalmers for which he founded and managed the first internal management consulting and data processing department; the NASA, where he participated in corporate planning and in the direction of various space programs such as Apollo, Gemini and the program management of the lunar module which took the first man to the surface of the moon; and the Kaiser Jeep Corporation where he served as vice president. Since 1969, he has been directing his own management, consulting and executive research firm in the United States. In all, he has accumulated 19 years of executive and management experience in various phases of industry in the United States. He holds a Ph.D. in management from Michigan State University.

Please explain your field of "scientific management."

I consider "scientific management" as a broad term encompassing all the techniques, skills and disciplines necessary to be a "complete" manager. This would include all the "basics" such as: how to set up an effective organization, how to develop and motivate people, how to sell ideas, how to improve methods and cut costs, including how to use common sense. It would also include the more sophisticated areas of electronic computers and operations research.

What is operations research?

Operations research involves the solution of highly complex problems by quantifying as many facets of the problem as possible and then arriving at an overall optimum solution through the use of mathematical and statistical techniques such as mathematical programming, queuing theory, Monte Carlo simulation, and so on. This enables managers to make highly complex decisions without relying too much on guesswork or subjective judgement.

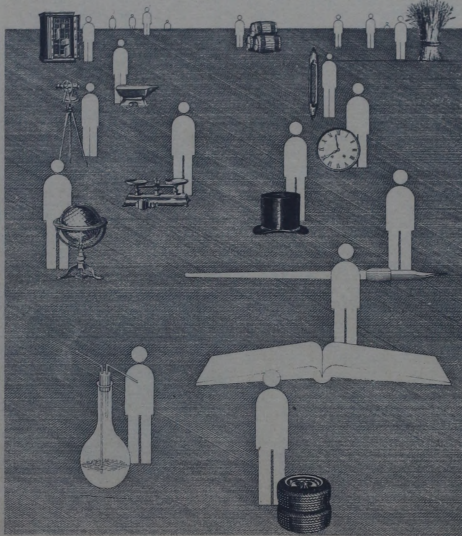
Operations research (O.R.) was first used during World War II to solve military problems such as determining why Allied anti-submarine aircraft were extremely ineffective in sinking Nazi submarines, or determining the best tactics for coping with kamikaze attacks. During the Berlin Airlift, operations research was used to solve the massive logistics problem of routing and scheduling the cargo planes to deliver the right type and quantity of materials from the various supply depots to West Berlin in the most efficient manner. Even today in the US, the government and the military are still the largest users of operations research.

After World War II, operations research spread to the universities and finally to industry. Nineteen years ago, I was one of the first O.R. practitioners in industry in the US.

Do you feel that scientific management is applicable in the Philippines?

Definitely. Any situation in which you are trying to achieve goals through people and allocate scarce resources in the most efficient manner, these techniques and disciplines can be applied. The most important thing is to know what you are doing and just use the specific techniques that fit the particular problem. You don't use fancy techniques just for the sake of using fancy techniques. What worked fine in one situation may not be applicable to another because of different conditions.

When you decided to survey Philippine conditions at first hand today what were the primary questions in your mind that you wanted answered by your visit and what answers have you gotten so far?



a successful solution.

What does "pragmatic people manager" do?

In both the government and industrial sectors, there is a need to be able to make more optimum decisions and evaluate the impact of alternative strategies. Furthermore, to ensure the effective implementation of the various projects of President Marcos, you need the right people and the right system.

By the right people, I don't mean new people but the existing people who have to be trained to be better managers. They have to be motivated to use their judgement and initiative. Their work attitudes have to be changed. They have to be instilled with a sense of purpose, with more self-discipline, with a sense of urgency to eliminate the complacency that lets them accept the mediocre as satisfactory.

What is the right system anyway?

I don't mean more paperwork and red tape. I mean a system which will provide a flexible framework within which the people can function more efficiently and economically and in a more orderly fashion. This will be a big job and a slow one but it's a job that has to be done.

A program has been initiated to invite Filipino scientists who have succeeded abroad to return to the Philippines and apply their expertise. Please comment.

There are details that still have to be resolved and there are still a lot of bugs in the program, but these should get straightened out with more experience and with an upgrading of standards that will distinguish a half-baked job and a thorough professional job.

As far as returning scientists are concerned, first, if they are successful in the US, they should not expect to receive financial compensation in the Philippines equal to or better than what they are currently earning. If they accept the invitation, money cannot be the prime motivation.

They should be more concerned that they find a position where they can truly benefit the Philippines and not end up as just another paper pusher or bootlicker.

Second, they should not be technique-happy. They should be more concerned with the specific Philippine problems and use the most applicable techniques whether or not they are the same ones they used in the US.

Third, they should be prepared to cope with a lot of frustrations since the Filipinos march to a different drummer than those in the US.

Fourth, a lot of the people they talk to will look at them as threats to their own job security.

Finally, they should be prepared to work in a less structured environment and use more basic techniques. They won't be able to sit behind a big desk, prop their feet up and just push buttons and delegate matters.

They will find that initially at least if they want a job done right, they will have to do it themselves. But if they are willing to roll up their sleeves and get their hands dirty, the challenges are present and the Philippines could use all the help.

How would you sum up your findings in the Philippines?

I was both impressed and delighted by the comprehensive projects of the First Lady to cope with the massive urban problems of Metro Manila. I was indeed very happy to find that President Marcos has covered all the bases admirably with proclamations identifying each of these problems and initiating plans for constructive short and long term solutions. □

I did have quite a few questions in my mind. The image of conditions in the Philippines as conveyed by the newspapers in the US has not always been flattering.

However, I was determined to maintain an open mind since I know that any good executive, if he is doing his job the way it should be done, can never be 100 percent popular. It is impossible to please everyone and management is not a popularity contest. As far as the peace and order situation is concerned, it is a lot better than I expected.

But the big questions in my mind had to do with what was being done to solve the basic problems of the Filipino people, such as the urban problems, housing, sewage, transportation, or the development of natural resources, or the planned industrialization, the development of government managers, the elimination of nepotism, graft and corruption in government.

When I arrived, I was really amazed and pleased to find that President Mar-

cos had previously identified all these areas and through proclamations, had established organizations and plans to attack each of these problems. I was really impressed and it sold me on that fact that President Marcos is definitely a brilliant man.

One major area that concerned me was the fiscal responsibility of our government. We are not a particularly wealthy country and you can't spend indefinitely what you don't have. But the President answered that very nicely when he announced his austerity program. It's not a very pleasant course of action but unless a sudden windfall materializes like the discovery of rich oil deposit, the only thing to do is to bite the bullet.

What do you think are the biggest problems in the Philippines?

The biggest problems seem to be primarily economic. Real wages are the lowest they've been in 23 years. The distribution of income is more unbalanced than ever. The top 10 percent of the people get 37 percent of the income while the bottom 10 percent only share one percent of the income.

The balance of payments position is quite unfavorable. The markets for a lot of prime exports are depressed. It is a sad picture but it does not discourage me.

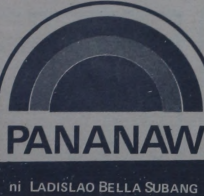
It does point up the challenge and magnitude of the job to be done and the importance of making sure that the various programs of President Marcos to correct these problems should be implemented as effectively and expeditiously as possible.

How do you think you can help the Philippines?

My strengths are primarily as a problem solver, a decision-maker and a pragmatic people manager. With 19 years of practical experience in applying scientific management to actual problems under a wide variety of conditions, I have a distinct advantage over someone with just theoretical knowledge or who has just taught it. I can determine which technique is most applicable to a problem in the real world, what is necessary to make the technique work and how to work with the people involved to achieve



Dr. Rene Elicaño



Ang batas ay batas

MULA nang pairalin ang batas-hukbo ay isang bagay ang nais na malisagawa ng Presidente sa bansang Pilipino—ang pagkakaroon ng tiwala ng gobyerno at mga mamamayan sa sariling kakayahang, Pangarap ng Presidente na ang bansa ay ganap na maging malaya—sa pulitika, ekonomiya at sosyal nang ligtas sa anumang impluhensiya ng mga banyaga. Nais niya na matuglong-tulong ang lahat ng Pilipino sa pagpapalakas ng bansa—ng hukbo at ng pananalapi nang hindi laging nakasandig sa balikat ng iba, Pilipinas para sa mga Pilipino na kabigang lamang ng ibang bansa at kakalakalan. Sa katotohanang iyan napalunasad noong Araw ng Pagsasarili ang kilusan sa Bagong Demokrasiya. Upang matupad ang pangarap na pagpapalutas sa ating ekonomiya, kaalaman natin na makipagkaibigan sa ibang bansa tulad ng huling pakikipagkaibigan at pakikipagkakalakan sa Rusya. Sa bansang ito ay maraming pakinabang at tulong ang matatamo ng Pilipinas, tulad ng tulong at pakinabang na tinatamasa natin sa pakikipagkaibigan sa Estados Unidos, Rusya, Tsina at mga bansang sosyalista at Europa, bukod sa mga bansa sa Dulog Silangan sa Asia. Ang paninindigan at kamalayan sa halaga ng self reliance na itininitingid sa bansa ay daan nang paglalagan at pagkilala sa Pilipinas ng iba pang bansa sa daigdig. Iyan ay hawk na ngayon ng Pilipinas at ang lahat ay tulong sa pangunguna ni Presidente Marcos at ng Unang Gitnang ng bansa.

KAPAKINABANGANG pendaigdig ang wati ni First Lady sa karangalan ng Republika ng Pilipinas. Ang proyekto niyang "Kapitbahayan" sa Dagat-Dagatan Narabal, Rizal ay ginagawa nang modelo ng ibang bansang ang mga kinatawan ay dumalo sa pulong ng

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"Habits" sa Canada. Sa pulong na ito ay naging panuhing mananalumpati ang First Lady at ang lahat ng nakarinig sa kanyang talumpati ay humanga sa pansang ginagawa ng Pilipinas sa paglutas sa mga problema ng pamayanan at panahanan. Sa maraming proyekto ng Gobyerno na itinatagawa sa kasalukuyan, kasama ang sa Metro Manila sa pangunguna ni First Lady, bilang gobernador, ay nangunguna ang tungkol sa paglutas sa problema ng mga dukha—pabahay at pagkakakitaan. May 130,000 housing units and ipinatatayo sa Metro Manila na ang gulong ay magmumula sa intutang sa World Bank sa pamamagitan ni First Lady. Sa mola't mula pa ay alagata na ng Presidente at First Lady ang kapakanan ng mga dukhang Pilipino na ayang bumubuo sa malaking bahagi ng may 42 milyong Pilipino.

NAGISING na rin sa katotohanan ang Kagawaran ng Kagalingan Panlipunan, Daragadgan ang pondong nakalaan sa mga pangkapiitang tulong sa mga nagiging biktima ng kalamidad sa bansa. Salamat sa desisyon ng DSW pagkat higit na matutulungan ang mga dukhang nagiging biktima ng kalamidad. Nang nagdaang sa mga tagagawa ng bagong "Disaster" ay itaong hindi sapat ang pondong nauulek sa pantulong. Marapat lamang na gawin ito ng DSW, kung isasaalang-alang na ang mga nagiging biktima ay talagang maralagat at ang dumanas ng karanasang kayaga ng malungit na naranasan sa bahang nagapan sa Hilaga at Gitnang Luzon.

SAANMANG bansa, ang batas ay batas. May parusa sa sinumang nagkakatula. Iyan ay mahalaga at makabuluhan upang matunay ang guhit ng batas ang lahat ng mamamayan. Ngunit sa pagpapatay ng parusa, ang damdamin ng puso ay nagagamit din naman. Matatagpuan sa isang batang babang may 13 taong gulang sa Ligo, Albay ay isang magandang ehemplo. Maralita siya. Nais niyang gumaling at makapamahay ng marangal. At napatingin siya sa isang manggagamot. Subal't nang siya'y gumaling ay wala siyang maibayad dahil sa karalitan. Idinemenada siya. Inaresto at natatulong mablanggo na ang tangiang kasalanan ay mag-isip nang masama habang nasa loob ng bilangunay. May mga duktor, na kung ang nagpapatay ay tunay na maralita ay hindi na pangabanyag ang isang nagkakatula. Gracie, Sapagka't ang kamilang pinanunumpa tungkulin ay bumuhay at hindi punamaty. Isang aral ang matutuhan natin sa kaso ng batang babae sa Ligo, Albay.

PANAGUPA sa kaaway at bahagi ng bisig sa pagpapalunad ng pambansang kabuhayan ang mga sundalo ng Hukbong Pilipino. Sa kanila inilaag ng Gobyerno ang pangangalaga sa buhay at ar-arian ng mga mamamayan. Subalit karaniwan, ang mga sundalo, batay sa karanasan noon at sa mga nagaganap na pangayari sa kasalukuyan ay hindi gaanong nabibigyan ng halaga ng mga sibilyan. Ito ang kapalarang laging natatamo dahil sa mga dako ng daigdig, laluna kung panahon ng kapayapaan. Kung may digmaan ay bayani siya. Sa Pilipinas, sa kasalukuyan ay wala nang ginagawa ng ibang bansa sa parangal sa mga kawal na nagagalang sa mapanganib na serbisyo. Pinatitibayan ito nang dumating sa Maynila ang Third Marine Battalion ng Philippine Navy na napasabak sa Sulu nang may isang taon. Matatag sa kamilang mga mahal sa buhay ay walang sumalobong sa kanyang pagbabalik sa Kutang Bonfacio. Galing sila sa pakikibaka sa mga rebelde at napahawala sa kamilang pamalya sa loob ng isang taong singkad. Kahit wala silang parangal na nangagalang sa mga kilalang samahang pambayad, tulad ng ginagawa sa iba ng Lions, Rotary at iba pa ay maligaya rin sila, pagkat makakapiling muli ang kamilang mga kasaluk at sa pamamagitan ng gumpay nila ang paghahari ng demokrasiya sa bansa. Bumabata sa kanila ang The Republic.

LETTERS

Dear Sir:

The per student cost of education at the University of the Philippines (UP), is about P3,000 yearly, although the average tuition fee is kept low, about P800. The Philippine government subsidizes the UP. For this reason, the UP is not troubled with rising tuition fees and can meritly go on giving comparatively good education to Filipinos and maintaining highly dedicated and excellent professors, in general.

Perhaps only the Ateneo de Manila and De La Salle University offer an equivalent education as that of the UP, but it all comes from high tuition. Even so, parents keep sending their children there because they believe that good education is the best preparation for life and the best inheritance they can have.

Of course people want cheap education, in the sense of less costly; no parent or student would like cheap education in the sense of cheap quality. But quality education is expensive. Professors with good qualifications, and perhaps with distinguished degrees from here or abroad, usually go to industry or high-paying firms; if the university intends to keep them in the faculty, it must pay them reasonably high income and allow them time for research and their own family life, and not overlook them like beasts of burden. Libraries and laboratories are expensive. Who will pay for them? Even the poor do not want cheap quality education for their children, and the aim of a democracy is not to lower the quality of education so that everyone can afford it, but to help the poor so that they can afford high quality of education for children too.

Government soft loans to deserving students are not enough as a remedy, for the important problem is not only how to send poor students to schools but also how to make poor schools improve their quality and academic standards. It must be understood clearly by everyone, in government or not, that education is the prime responsibility of the government and that higher education is not a luxury but a necessity if any nation is to progress. The government must not leave the private institutions at the mercy of rising tuition fees, and then blame them for it and tax them too. Whether in private or public universities, the state must help the students for Filipinos are in them and they are citizens of this country.

The government, it may be said, is already paying generously to support the elementary and secondary schools, can it still afford to give more money to higher education? The answer is: *It cannot afford not to*, for it is in higher institutions of learning in which the prospective leaders in science, industry, law, commerce, teaching, medicine, engineering, and others, are being trained. And if the training, apart from a few exceptions, is of poor quality then the country is the loser in the end. Higher education is an investment, it is not a luxury. Selective subsidies to private higher education, with priorities on the sciences and engineering, should be given and be estimated and they will be within reach of the state to afford. The subsidies may be given indirectly in order to avoid conflict with the Constitutional provision that says that public funds cannot be given to private enterprises. Public funds can be given indirectly to private enterprises which are performing a function and engaging in the training of people. This is the only way we can peg down tuition fees, by government subsidies. And we should not be afraid to say so.

Salvador Roxas Gonzales
Manila

— Larry Alcalá

Not So Funny



CONSERVATION □

Preserving the eco-system

WITH 850 species of birds, the Philippines boasts a bird life richer than scenic Java, the Celebes, Borneo or New Guinea. It has 225 species of mammals and Asia's richest array of flowering plants and ferns, including some 900 species of orchids.

Within the memory of Filipino grandparents, the country's terrestrial wildlife was even richer. Having lived with and seen this wildlife around them, they tell you about the great variety of birds, small mammals, reptiles, cinnamons, tamaraws, deer and wild pigs that used to roam the country's lush tropical environment. This great abundance of wildlife was still apparent 15 years ago, when the Philippines exported game animals to the tune of US\$200,000.

The number of wildlife has dwindled today, which Filipinos terribly regret. Now, more than ever, they recognize the need to conserve and protect the little that has remained with them. Luckier than most other countries, the Philippines has not yet lost a single species of its wildlife.

National efforts in the conservation of wildlife have been total and intensive, embracing control and protection of natural resources and organisms and rarely, if ever, engaging in the extermination of species even if they be of the parasitic and predatory nature.

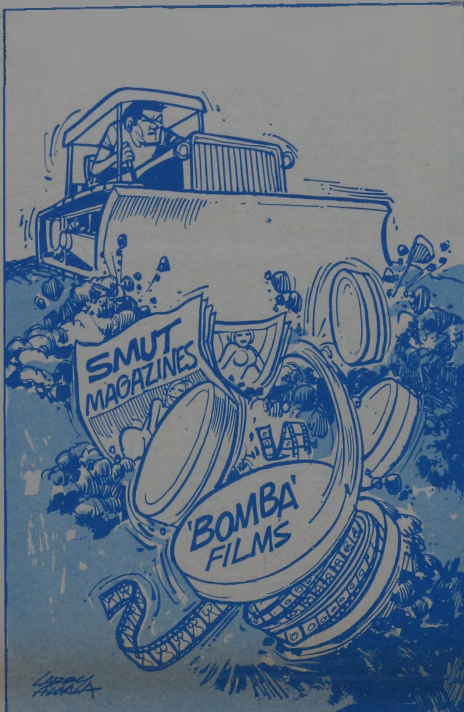
In ecology, this is what biologists would call "development of an ecosystem"—ecosystem being the sum total of all living and non-living parts that support a chain of life within a selected area. A lake, a forest, a pond and the sea are examples of an ecosystem. It is the basic functional unit which deals with the organisms and the nonliving environment, each influencing the properties of the other and acting as necessary for maintenance of life.

An archipelago of 7,100 islands, the Philippines has a unique problem of being variably sensitive to basic environmental imbalances. There are no two islands that are the same and as such, each island and park are of a nature different from the rest. Nevertheless, conservation programs have been geared toward a concerted management of its total ecosystem.

The Philippine ecosystem involves the relationships of natural resources both renewable and nonrenewable with the abiotic or nonliving things on which plants or the forests, watersheds and parks are dependent for the manufacture of their foods. Thus, government efforts to conserve the nation's forest resources are dictated not only by economic reasons but also by an independent appreciation of their role in the total national ecosystem. The Philippines has over 15 million hectares of forest. To ensure its continued existence, the Philippine government has limited the exportation of logs and launched a massive reforestation program. It has also enacted laws to protect watersheds from logging and mountain farming and engaged in preserving the fertility of soil.

The Philippines is fortunate to be endowed with a rich variety of flora and fauna which can be found in its national parks. There are 55 national parks (with a combined land area of 293,272 hectares) all over the country. Covered with lush forests, they provide an ideal habitat for all forms of wildlife.

In a move to conserve this precious heritage, President Ferdinand E. Marcos has proclaimed parts of Palawan as bird and animal sanctuaries and efforts are underway to develop extensive areas as wildlife preserves throughout the country—from Quezon to the Bicol region and Mindoro in Luzon, Samar and



Leyte islands in the Visayas and in several other areas in Mindanao. At the same time, areas have been proclaimed as national parks—the Sierra Madre of the Cordillera mountain and Buswanga, which is part of the Calamian island group in Palawan.

For some years now, the Philippine wildlife conservation program has been focused on the tamaraw and the monkey-eating eagle, the two most threatened of the 12 wildlife facing extinction in the Philippines.

The tamaraw conservation program was started in 1969 when President Marcos, in his first term of office, declared the areas of two mountains on Mindoro Island as sanctuaries for the tamaraw. At the same time, the President ordered a team of Parks and Wildlife officers to study and formulate an effective protection program for the tamaraw.

The following year, the monkey-eating eagle program covering eight provinces in Mindanao was launched with



the same basic purpose as the tamaraw program's. The program was deemed urgent since the monkey-eating eagle population level had been critical. Were the program delayed by two or three years, the monkey-eating eagle would have been extinct by now.

The Philippines is also active in the international wild game preservation program which seeks to maintain proper ecological balance. Through various agencies engaged in environmental development, the government has invited internationally known experts like Charles Lindbergh to lend their expertise not only to the conservation of Philippine wildlife but also to the promotion of an international program on ecological development.

The government is also pushing through two projects designed to conserve and propagate further Philippine wildlife. The projects involve the setting up of a wildlife stock farm near Manila and the integration by the Philippine Council for Agriculture and Research (PCAR) of a national research program for parks and wildlife management.

Using simplified methods (footprint and fecal count) the census-takers observed a significant growth of wildlife population particularly the Philippine deer, wild cats, civets, and avians like Philippine kalaw (hornbill), yellow vented bulbul, zebra dove, moped oriole, Philippine kingfisher, and mountain sunbirds.

The setting up of a game stock farm near Manila is not a new idea. In May 1966, President Marcos asked the parks and wildlife office to prepare a project study for a wildlife stock farm near Manila.

The game stock farm will be developed on an eight-hectare site in Tanyag, Rizal, a few kilometers east of Manila. The P2,750,000-worth project will be funded by the Natural Parks Development Committee chaired by Mrs. Imelda R. Marcos. □

Code of Conduct

ANY PERSON IN THE SERVICE OF THE REPUBLIC OF THE PHILIPPINES SHOULD:

- I. Respect and uphold the Constitution and laws of the Republic of the Philippines.
- II. Observe the highest standard of morality, integrity, honesty, loyalty and devotion to the public welfare.
- III. Perform his tasks thoroughly, faithfully and efficiently.
- IV. Be physically and mentally fit for public service and live within his income.
- V. Expose corrupt practices in the public service without fear or favor.
- VI. Serve the public courteously, justly and impartially regardless of kinship, friendship, social standing, religious or political difference.
- VII. Discharge duties promptly without thought of gifts, benefits or any remuneration which may influence the proper performance of official functions.
- VIII. Engage in no business with the government or with any private party, either directly or indirectly, which will be inconsistent with his position as a public servant.
- IX. Divulge no confidential information coming to him by the nature of his office or duties.
- X. Uphold, respect and observe these principles, ever conscious that public office is a public trust which he should neither violate, nor should he allow suspicion to arise that such trust has been abused or betrayed.

A soldier's code

I. I AM A FILIPINO SOLDIER. I WILL SUPPORT AND DEFEND THE CONSTITUTION OF THE REPUBLIC OF THE PHILIPPINES.

II. I AM A FILIPINO SOLDIER. I WILL FIGHT ALL FORCES THAT WOULD DESTROY THE FREEDOM AND INDEPENDENCE OF THE FILIPINO PEOPLE.

III. I AM A FILIPINO SOLDIER. I WILL OBEY THE LAWS, LEGAL ORDERS AND DECREES OF MY LAWFUL SUPERIORS AT ALL TIMES.

IV. I AM A FILIPINO SOLDIER. I WILL UPHOLD THE SUPREMACY OF CIVILIAN AUTHORITY OVER THE MILITARY IN WAR OR IN PEACE.

V. I AM A FILIPINO SOLDIER. I WILL LIVE AND DIE IN THE TRUE FILIPINO TRADITION OF VALOR AND HONOR, DUTY AND LOYALTY.

TO ALL THESE, I PLEDGE MY LIFE, MY TREASURE AND MY SACRED HONOR.