

CITIZENSHIP DECALOGUE

—>:«—

- I. Love God above all things.
- II. Place the welfare of your country and the common good above your own.
- III. Know your Constitution; safeguard the rights it recognizes; conform to the duties it implies.
- IV. Obey laws; pay your taxes willingly and promptly. Citizenship implies not only rights but obligations.
- V. Defend your honor and the honor of your country.
- VI. Recognize and obey parental and civic authority.
- VII. Be honest and truthful.
- VIII. Be industrious, diligent, and frugal.
- IX. Be kind and generous.
- X. Be observant of the personal and property rights of others.

(From 1948 Constitution Day Poster)

The Civic and Ethical Principles

(Executive Order No. 217, s. 1939)

1. Have faith in Divine Providence that guides the destinies of men and nations.
2. Love your country for it is the home of your people, the seat of your affections, and the source of your happiness and well-being. Its defense is your primary duty. Be ready at all times to sacrifice and die for it if necessary.
3. Respect the Constitution which is the expression of your sovereign will. The government is your government. It has been established for your safety and welfare. Obey the laws and see that they are observed by all and that public officials comply with their duties.
4. Pay your taxes willingly and promptly. Citizenship implies not only rights but also obligations.
5. Safeguard the purity of suffrage and abide by the decisions of the majority.
6. Love and respect your parents. It is your duty to serve them gratefully and well.
7. Value your honor as you value your life. Poverty with honor is preferable to wealth with dishonor.
8. Be truthful and be honest in thought and in action. Be just and charitable, courteous but dignified in your dealings with your fellowmen.
9. Lead a clean and frugal life. Do not indulge in frivolity or pretense. Be simple in your dress and modest in your behavior.
10. Live up to the noble traditions of our people. Venerate the memory of our heroes. Their lives point the way to duty and honor.
11. Be industrious. Be not afraid or ashamed to do manual labor. Productive toil is conducive to economic security and adds to the wealth of the nation.
12. Rely on your own efforts for your progress and happiness. Be not easily discouraged. Persevere in the pursuit of your legitimate ambitions.
13. Do your work cheerfully, thoroughly, and well. Work badly done is worse than work undone. Do not leave for tomorrow what you can do today.
14. Contribute to the welfare of your community and promote social justice. You do not live for yourselves and your families alone. You are a part society to which you owe definite responsibilities.
15. Cultivate the habit of using goods made in the Philippines. Patronize the products and trade of your countrymen.
16. Use and develop our natural resources and conserve them for posterity. They are the inalienable heritage of our people. Do not traffic with your citizenship.

The LOCAL GOVERNMENT REVIEW

VOL. I—No. 1

JANUARY, 1949

ONE PESO

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The Civic and Ethical Principles

(Executive Order No. 217, s. 1939)

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How To Organize New Municipalities And Barrios

Commonwealth of the Philippines
DEPARTMENT OF THE INTERIOR
Manila

SUBJECT: Organization of new municipalities, and barrios—Instructions regarding

Provincial Circular No. 321
February 16, 1938

It has been observed that provincial boards have been submitting to this Department petitions for organization of new municipalities or barrios without the necessary data, thereby causing much delay and voluminous correspondence on the matter. In order to avoid such unjustifiable waste of time and materials, provincial boards are hereby requested not to forward to Manila any petition for the organization of a new municipality or barrio, until after the Board shall have conducted the necessary investigation to determine whether or not the proposed organization is necessary, feasible, and for the public interest and welfare of the inhabitants affected. In sending the petition to this Department, the Provincial Board shall submit therewith the following data:

A. *In the case of petition for organization of a portion of a municipality into a new municipality—*

1. The name of the proposed new political subdivision.

2. The recommendation of the Provincial Board.

3. Detailed statement of the facts and circumstances upon which the Board's recommendation is based. If it is believed that the proposed organization will subserve better the interests of the inhabitants and promote the economic development of the territory affected, reasons therefor should be clearly and fully stated.

4. Map (2 copies) of the mother municipality, to be prepared by the District Engineer, showing:

(a) The relative positions of duly constituted barrios to compose the proposed municipality, specially the one wherein the seat of government is to be located;

(b) The distance in kilometers and the means of communication from each barrio of the proposed municipality to the proposed seat of government thereof and to the seat of government of the mother municipality; and

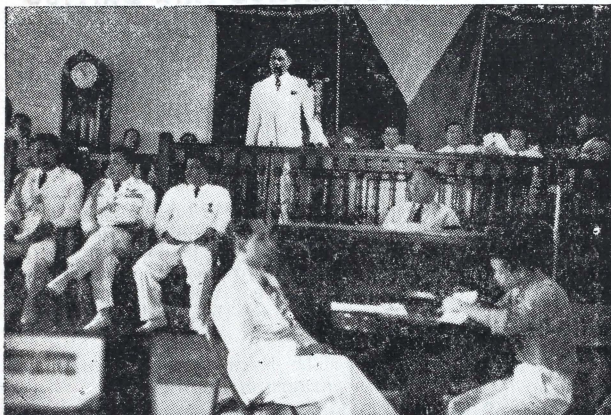
(c) The boundary lines referred to in paragraph No. 5 hereof.

5. Accurate descriptions of the boundary lines which shall separate the proposed political subdivision from its mother political subdivision or subdivisions. As far as practicable each boundary line shall be the course of a stream, or a straight line starting from one permanent and visible point and ending at another permanent and visible point. In preparing these descriptions, the assistance of the District Engineer and the Land Officer should be secured, in pursuance of the provisions of Executive Order No. 114, dated August 31, 1937, of the President. x x x

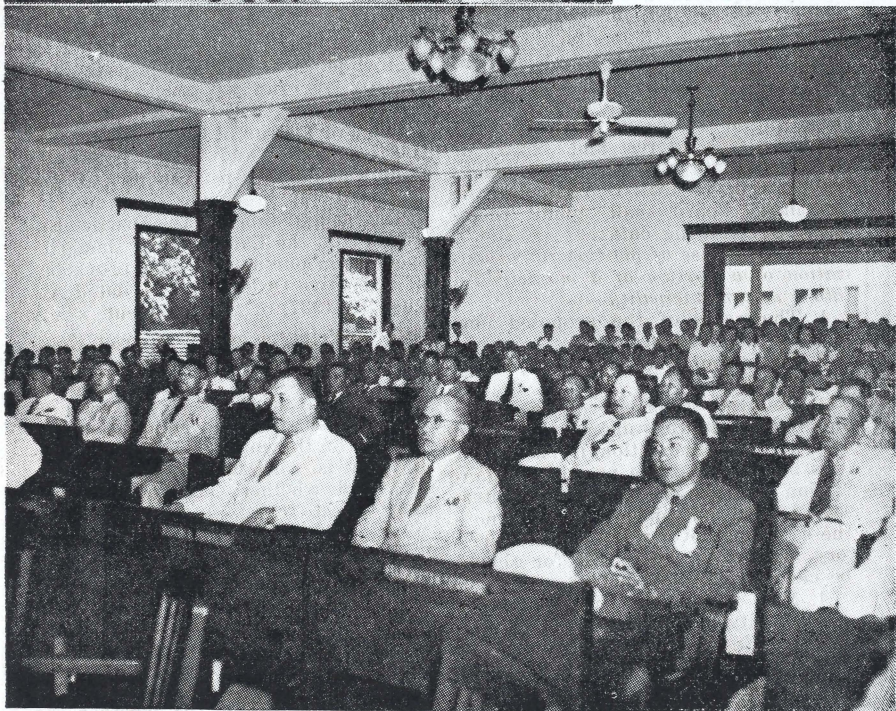
6. Description by the District Engineer of the existing means of communication between the proposed political subdivision and the poblacion of the mother political subdivision, as well as of the conditions of the country, that is, whether hilly or mountainous, and whether there are streams that affect travels between the two places.

7. A certificate by the District Engineer as to (a) whether the proposed municipality owns a building of strong materials large enough to house all the municipal offices, including the justice of the peace court, the office of the president of sanitary division, and the post office; and (b) whether the sites for presidencia, school, plaza or

(Continued on page 7)



Then the President of the Philippines, MANUEL ROXAS, addressing the Provincial Governors and City Mayors (picture below) in the opening session of their CONFERENCE held in Manila from January 21 to 28, 1948, at the Session Hall of the House of Representatives.



How to Organize

park, market, and cemetery meet the following requirements:

Plaza or Park—There should be at least one plaza or park. If there is only one, it should be in the poblacion, preferably in the center thereof. It should be of adequate size, not less than one hectare, if possible.

Presidencia Site—This must be in the poblacion, should have an area of at least 5,000 square meters and should, if possible, adjoin the plaza or park.

School Site—A site meeting the requirements of the school authorities.

Market Site—This should have an area of one hectare, if possible, and be near a river, seashore, or a main road, whichever will make it most accessible to the business community. It should be away from both the plaza and the school.

Cemetery Site—A site meeting the requirements of the health authorities.

8. The deeds of conveyance showing that the title to the above-mentioned building and sites is or will be in the proposed municipality. If no such deeds have been executed by the parties who own such properties and who have the capacity and full right to convey the same, the petition should not be forwarded to this Department until such deeds have been obtained. The conveyance of such properties may be subject to the condition that the same shall be valid only if and when the proposed municipality is organized. In this respect the assistance of the Provincial Fiscal should be availed of.

9. Sketch (2 copies) to be prepared by the District Engineer of the pertinent portion of the proposed municipality showing:

(a) The plan of the poblacion;

(b) The correct position and areas of the different sites referred to in paragraph No. 7 hereof; and

(c) The location of each public building actually in existence.

10. Comment and recommendation of the Local Planning Commission, created by our Department Order No.

6, dated March 16, 1936, on the layout of the poblacion of the proposed municipality, especially with respect to the location and adequacy of sites for proposed streets and other public improvements, considering both the present and future needs of the community.

11. Information as to which of the public buildings and sites above-mentioned are actually owned by the local government and which, if any, are proposed to be acquired.

12. An itemized statement to be prepared by the Provincial Treasurer, based upon the latest available data, showing separately the probable annual income and expenditures pertaining to the general and school funds of the proposed municipality, and those of the mother municipality with and without the proposed municipality.

13. Information to be furnished by the Provincial Treasurer as to whether or not the mother municipality has any outstanding loans. If it has, said official should be asked to state—

(a) The total amount of the loans, showing the unpaid balance of each loan; the project for which the same was contracted; the date of maturity of each; and the source of each loan;

(b) Which of the projects benefits the inhabitants and portion of the mother municipality outside the proposed municipality; which benefits only the proposed municipality; and which benefits the one as well as the other;

(c) The amount which the proposed municipality will be under obligation to pay annually on account of said loans in case the organization thereof into separate municipality is approved, and that which should be paid by the mother municipality; and

(d) Whether the mother municipality will be able to meet its obligations (loan) as they fall due and still be able to carry out its governmental activities, if the proposed municipality is not required to pay its proportionate share of the loan.

14. A statement of the present population of the proposed municipality,

(Continued on next page)

How to Organize.....

certified to as correct by the District Health Officer.

15. Statement by the District Health Officer as to whether the place to be made the seat of government of the proposed municipality is sanitary.

16. Statement of the Division Superintendent of Schools as to the probable effect of the proposed organization upon the school activities in the mother municipality and in the proposed municipality. This should, among other things, specify whether or not the proposed organization will have the effect of lessening the school activities in both political divisions.

17. Comment and recommendation of the municipal council.

B. In the case of petition for conversion of a municipal district into a municipality—

1. The same data as those called for in paragraphs Nos. 1, 2, 3, 4(a), 9, 10, 11, 14, 15, and 17 above; and

2. A statement, based upon the latest available data, to be prepared by the Provincial Treasurer, of the income and expenditures of the municipal district, before as well as after its conversion into a municipality.

C. In the case of petition for organization of a barrio—

1. The same data as those called for in paragraphs Nos. 1, 2, 3, 5, 6, and 17, under A, above.

2. The name or names of the barrio or barrios to which the different sitios to compose the proposed barrio belong.

3. Statement to be prepared and certified to as correct by the proper local officer showing the number of inhabitants of the proposed barrio, and the number of those who are to remain in its mother barrio after the segregation therefrom of the proposed barrio. If the proposed barrio consists of two or more sitios belonging to different barrios, the number of inhabitants that will remain in each of these barrios should be given.

4. Statement, to be prepared preferably by the District Engineer, showing the approximate distance in kilometers of the poblacion of the proposed barrio from the poblacion of the mother barrio. If the proposed barrio consists of two or more sitios belonging to different barrios, this statement shall show, in a tabulated form, the distance from each sitio to the poblacion of the proposed barrio and to the poblacion of each barrio to which it actually belongs.

5. Sketch (2 copies) to be prepared by the same officials showing each proposed barrio and its mother barrio, the boundaries, roads, distances, etc., mentioned in paragraphs Nos. 5 and 6 under heading A hereof, and in the last preceding paragraph.

This supersedes all instructions previously issued relative to the same matters as those referred to herein.

(Sgd.) ELPIDIO QUIRINO
Secretary of the Interior

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Provincial Boards

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CLASSIFICATION OF PROVINCES¹

Pursuant to the provisions of section 3 of Act 3798, as amended by Act No. 4216,* the following classification of the provinces is hereby prescribed:

First Class A

1. Negros Occidental
2. Cebu
3. Pangasinan
4. Iloilo
5. Rizal

First Class B

1. Nueva Ecija
2. Leyte

First Class

1. Pampanga
2. Bulacan
3. Laguna
4. (Tayabas) Quezon²
5. Tarlac
6. Batangas

Second Class

1. Bohol³
2. Albay
3. Capiz
4. Camarines Sur⁴
5. Negros Oriental
6. Ilocos Norte
7. Samar⁵
8. Ilocos Sur **
9. Cagayan
10. Davao

This classification of the provinces¹⁰ shall take effect on October 16, 1941. — DEPARTMENT ORDER NO. 6, dated March 21, 1941, of the Secretary of the Interior.

1. See R. A. 130.
2. R. A. 14.
3. Raised to 1st Class A, D. O. 39, Dec. 20, 1948, Sec. of Int.
4. Raised to 1st Class, D. O. 36, Dec. 21, 1948, Sec. of Int.
5. Raised to First Class A—D. O. 26, Aug. 14, 1948, Sec. of Int.
6. Raised to 1st Class—D. O. No. 37, Dec. 17, 1948, Sec. of Int.

(Note:—Classification of Municipalities will be published in the next issue.)

Third Class

1. Cavite⁶
2. La Union⁷
3. Mountain Province
4. Misamis Oriental
5. Isabela⁸
6. Surigao
7. Cotabato
8. Zamboanga
9. Sorsogon
10. Misamis Occidental
11. Camarines Norte
12. Antique
13. Zambales
14. Mindoro

Fourth Class

1. Masbate⁹
2. Bataan
3. Sulu
4. Nueva Vizcaya
5. Abra
6. Lanao
7. Agusan
8. Marinduque
9. Palawan

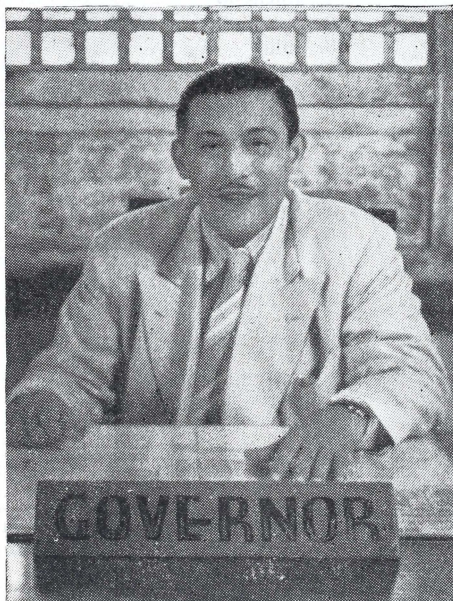
Fifth Class

1. Bukidnon
 2. Batanes
 7. Recommended for reclassification to 1st Class.
 8. Raised to First Class—D. O. 32, Oct. 13, 1948, Sec. of Int.
 9. Raised to 2nd class—D. O. 33, Oct. 28, 1948, Sec. of Int.
 10. Romblon, a reestablished province, has been classified as 4th class (D. O. 10, Aug. 22, 1947); Catanduanes, a new province, has been recommended for classification as third class.
- * See page 25
** Raised to 1st Class B—D. O. 40, Dec. 23, 1948, Sec. of Int.

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**Hon. Jose U.
del Gallego**
Provincial Governor

of Camarines Sur

Disbursement Of Discretionary Funds

UPON the recommendation of the Secretary of the Interior, and the approval of the Secretary of Finance of the particular resolution by which such action shall be taken, provincial boards may appropriate money for purposes not specified by law, having in view the general welfare of the province and its inhabitants (Section 2106 (a), Revised Administrative Code). Control over such appropriations, when authorized, should generally be given to the provincial governor. Under such condition, it will consequently be set up in the functional classification *C-I-r*, but there will be no objection to placing appropriations of this nature under the control of other responsible officials, the same being discretionary on the part of the provincial board and of the approving Secretary. Whenever such appropriations are authorized, the purpose or object for which the same may be spent should be clearly and expressly stated in a specific manner in the resolution of the provincial board making the appropriations. Should the board overlook this requirement upon the passage of the corresponding resolution, the provincial treasurer and the provincial auditor will immediately call the attention of this body to the oversight and ask it to set forth in a subsequent resolution the specific purpose for which such appropriations are made available. No appropriations of this nature will be set up in the books of the provincial treasurer until the requisite departmental approval has been secured. This special appropriation will be available only for the purpose for which it has been created or obligated, which, to be lawful, must be of a public character, beneficial to the interests of the inhabitants of the province, and connected with the exercise of the powers and functions of the local government. Expenditures from discretionary or emergency funds are governed by the same general regulations as are prescribed for any other kind of government funds. In the disbursement of such funds, for example, the cost of wines, tobacco and

music is not allowable in audit, even if the resolution establishing the special appropriation expressly provides that such appropriation is for the entertainment of a visiting personage and it has been approved by the Secretary under such purpose. Vouchers covering disbursement from such special appropriation will be pre-audited by the provincial auditor personally before the same may be presented to the provincial treasurer for payment. The voucher together with all its supporting receipts will be submitted to the provincial auditor himself who will immediately audit the same personally. If the voucher is found correct, the following notation will be made thereon: *Receipts supporting this claim have been audited by me personally and found correct.* The receipts concerned, after being invalidated by the provincial auditor by means of proper notations and checks with his initials, may be detached from the voucher and retained by him. The voucher will then be in order for payment. The provincial treasurer will pay the voucher bearing the above notation without further requiring the submission of the corresponding receipts therefor; provided, however, that, if there is no objection on the part of the provincial governor, all disbursement vouchers covering expenses chargeable against the discretionary fund of the said provincial governor may first be submitted to the provincial treasurer personally together with the supporting receipts for his information or comment.—*SEC. 625, Revised Manual of Instructions to Treasurers, 1939 Edition, pp. 456-457.*

DISCRETIONARY EXPENSES

When appropriation and expenditure of a discretionary character has been duly authorized in accordance with law, as in the City of Manila, charges to the *r, Discretionary, account* will consist of those expenses for services of confidential nature rendered by such personnel as are temporarily employed by proper administrative of-

(Continued on next page)

Expenses Chargeable to the Discretionary Fund of the Provincial Governor

"With reference to Item No. 1 of the enclosed Resolution No. 176, current series, of the Provincial Board of Mountain Province, it is recommended that expenses from the discretionary fund of the Provincial Governor for the reception and entertainment of visiting officials be limited to those for the President and Vice-President of the United States, the United States Ambassador, the President and Vice-President of the Republic of the Philippines, and members of the Cabinet and of the Congress of the United States on official trips.

"Department Secretaries of the Republic of the Philippines on official inspection trips should only be allowed courtesy transportation expenses in their entertainment, inasmuch as under the Travel Expense Law they are entitled to reimbursement of expenses incurred by them in connection with the said trips.

"With respect to Items 2 and 3, this Office has no objection to the use of discretionary fund of the Provincial Governor for the purposes therein stated.

"Items 4 and 5 may be paid from the regular appropriation for 'travel and transportation,' 'travel expenses of persons not government employees,' or 'other service' in the General Fund.

(Continued from page 11)

Officers to carry on successfully the various administrative activities of the Government; for compensation of spies and informers employed to detect the whereabouts of criminals or the presence or existence of prohibited games; and those authorized expenses of representation, such as for the entertainment of high official or foreign personages, tourists, etc. No appropriation or expenditure shall be made for this purpose unless previously sanctioned by the Department Head.—*SEC. 833, Revised Manual of Instructions to Treasurers, 1939 Edition, p. 642.*

"It is understood, in this connection, that the appropriations... is (are) subject to the approval of the Honorable, the Secretary of Finance and that expenditures therefrom shall be governed by the provisions of Section 625 of the Revised Manual of Instructions to Treasurers."—2nd Ind., April 30, 1947, of Auditor General to the Secretary of the Interior. Items 2, 3, 4 and 5, mentioned in the foregoing indorsement read as follows:

"2. Compensation of special and confidential agents of the provincial government employed by the Provincial Governor in connection with the maintenance of peace and order, particularly in the detection and/or apprehension of criminals and prevention or suppression of crimes and other forms of lawlessness within the province.

"3. Meal rations and/or other necessary and incidental expenses during meetings or conferences of tribal chieftains or village headmen called for by the Provincial Governor in the interest and conduct of the provincial administration.

"4. Expenditures of official delegations in representation of the province in any national celebrations or occasions upon instructions from superior offices.

"5. Such other emergency and extraordinary expenses not covered by any prescribed classification in the budget, such as (a) subscriptions on periodicals, magazines, newspapers; (b) printed matters and/or special issues or supplements of any publication, periodicals, magazines, newspapers provided that same contain subject or subjects of public and special interest concerning the Mountain Province in particular or the nation at large."

Assignment of Rooms to Provincial Officers

"The Provincial Treasurer is the legal custodian of all provincial buildings and pursuant to section 2089(c) of the Administrative Code, it is his duty to assign, subject to the approval of the provincial governor, rooms to provincial officers and other public officials who, by law, are entitled to office space in the provincial building. It is not incumbent upon the Provincial Board, in the exercise of its duty to provide and furnish suitable offices for provincial officers and other officials who, by law, are entitled thereto at provincial expense, under section 987 and 2102(b) of the aforesaid Code, to assign office rooms, as done in the instant case by the Provincial Board of Zambales in its Resolutions Nos. 417 and 418, current series, copies attached. The assigning of rooms of the provincial building to

the officers entitled thereto by the Provincial Board was done in excess of authority and in violation of section 2089(c) of the Administrative Code. In view hereof, this office is of the opinion that the above stated resolutions in so far as they are in conflict with the assignment of the said rooms already made by the Provincial Treasurer and approved by the Provincial Governor, should not be given due force and effect.

"It should be understood, however, that in the assignment of rooms to the various offices concerned, the suitability and adequacy thereof should be made the prime consideration."—3rd Ind., Oct. 17, 1939, of the Auditor General to the Provincial Treasurer of Zambales; G.A.O.F. 66.6 Zambales.

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REPUBLIC ACT NO. 130.

CLASSIFICATION OF PROVINCES AND MUNICIPALITIES

FIRST CONGRESS OF THE)
REPUBLIC OF THE PHILIPPINES)

Second Session)

H. No. 999 *

[REPUBLIC ACT NO. 130]

AN ACT CONTINUING THE EXISTING CLASSIFICATIONS OF PROVINCES AND MUNICIPALITIES AND AUTHORIZING THE PRESIDENT OF THE PHILIPPINES TO MAKE PARTIAL READJUSTMENT THEREOF.

Be it enacted by the Senate and House of Representatives of the Philippines in Congress assembled:

SEC. 1. The classifications of the provinces and municipalities last made by the Secretary of the Interior are continued until revised in accordance with this Act.

SEC. 2. Beginning with the year nineteen hundred and fifty-one and for each period of five consecutive years

after said date, the President of the Philippines shall order the classification of the provinces and municipalities in accordance with the graduated amounts established in section two thousand one hundred seventy of the Administrative Code, as amended, Commonwealth Act Numbered Two hundred ninety-eight, and section one of Act Numbered Three thousand seven hundred ninety-eight: *Provided*, That whenever advisable in the public interest, the President of the Philippines may, before and after said date, make a partial readjustment of the classification of a province or municipality based on the average annual revenues of such province or municipality for any preceding three consecutive fiscal years in accordance with the graduated amounts.

SEC. 3. All acts or parts of acts which are inconsistent with the provisions of this Act are hereby repealed.

SEC. 4. This Act shall take effect upon its approval.

Approved, June 14, 1947.

** This bill was drafted by the editor of this REVIEW with the assistance of Atty. Clemente Sison of the Department of the Interior and introduced in the House by Congressmen Lomuntad, Barreto, Reyes, Cinco, Cabarruguis, and Topacio Nueno with the following*

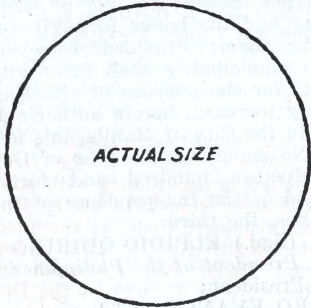
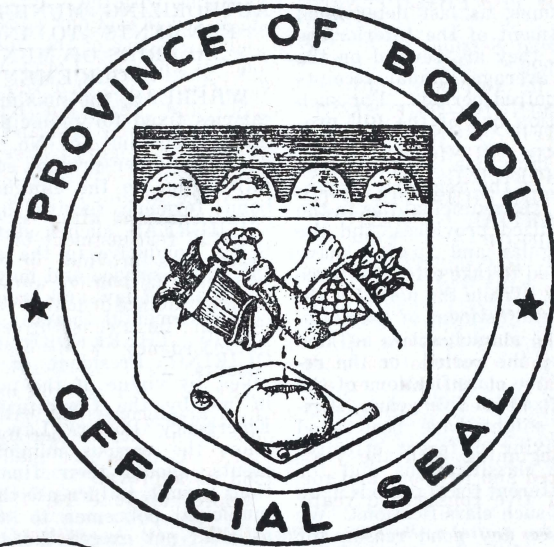
EXPLANATORY NOTE

"The provinces were last classified effective October 16, 1941, under Department Order No. 6, dated March 21, 1941, of the Department of the Interior, pursuant to section 3 of Act No. 3798, as amended by Act No. 4216, and should have been reclassified effective October 16, 1946. The municipalities in regularly organized provinces were last classified effective January 1, 1941, in accordance with sections 2170 and 2171 of the Revised Administrative Code, as amended, under Department Order No. 1, dated December 11, 1940, as amended by Department Order No. 8, dated October 6, 1941, of the Department of the Interior, and should have been twice reclassified effective January 1, 1944 and January 1, 1947;

while the municipalities in specially organized provinces were for the first time classified in accordance with subsection (d) of section 2614 of the Revised Administrative Code, as amended by Commonwealth Act No. 298, under Department Order No. 4, issued in 1939, effective July 1, 1939, of the Department of the Interior which superseded Department Order No. 3, dated May 29, 1939, and should have been also twice reclassified to take effect July 1, 1942, and July 1, 1945. The proper data on fiscal resources of the provinces and municipalities, upon which a new classification shall be based in accordance with the laws cited, are no longer available according to the

(Continued on page 16)

OFFICE OF THE PRESIDENT
OF THE PHILIPPINES
MALACANAN
PHILIPPINES HERALDRY COMMITTEE



ACTUAL SIZE

COLOR GUIDE :



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RED

APPROVED
BY AUTHORITY
OF THE PRESIDENT

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TEODORO EVANGELISTA
EXECUTIVE SECRETARY

FOR THE PHILIPPINES HERALDRY COMMITTEE

Gilbert S. Perez
GILBERT S. PEREZ
TECHNICAL CONSULTANT
AND ACTING SECRETARY

Resorts

Explanatory Note

Deputy Auditor General who, together with the Secretary of Finance, has expressed the view that a new classification based on the average annual revenue during the period specified in the laws above mentioned is not now possible. Both these officials recommend that the classifications, as last determined by the Department of the Interior, be extended until they are revised on the basis of the average annual receipts during the required periods. For such extension, section one of the Bill provides.

Under the laws now in force, the municipalities in the regularly organized provinces, the municipalities in the specially organized provinces, and the provinces (regular and special) have to be reclassified to take effect on three different dates. While the period within which the readjustment of the classifications of the municipalities is fixed at three years, the period for the readjustment of the classifications of the provinces is fixed at five years. Originally there might have been good reasons for fixing different effective dates for the classifications and for prescribing different fiscal periods upon which to base such classifications. We do not now see any good reason for such differences, considering that the finances of the province and municipality dovetail. The proposed law provides for the general classification and adjustment of such classification of all the provinces and municipalities at the same time after the lapse of every five consecutive years. It is believed that this period of interval would the better reflect the financial standing of a province or municipality. The year 1951 is being fixed as the beginning of the first general classification, as five full fiscal years will then have passed since liberation.

Section two of the bill contains a proviso which makes the classification of a province or municipality flexible, that is, responsive to the facts of growth and change. Thus a province or municipality that will have had buoyant finances after three full fiscal years from liberation may be reclassified to a higher class even before 1951. Similarly a municipality may be reduced

MUNICIPAL GOVERNMENTS AUTHORIZED TO INCREASE SALARIES OF MUNICIPAL POLICEMEN

BY THE PRESIDENT OF THE
PHILIPPINES
EXECUTIVE ORDER NO. 183
AUTHORIZING MUNICIPAL GOV-
ERNMENTS TO INCREASE
SALARIES OF MUNICIPAL
POLICEMEN

WHEREAS, the maximum rates of salaries fixed for municipal policemen under Republic Act No. 160 are inadequate under present economic conditions due to the elimination of the bonus formerly received by them; and

WHEREAS, such a state of affairs is not conducive to the efficiency of the public service and may compel our guardians of law and order to commit acts detrimental thereto;

NOW, THEREFORE, I, ELPIDIO QUIRINO, President of the Philippines, by virtue of the powers vested in me by the Constitution and the Emergency Powers Law, do hereby allow the various municipal governments, should their financial conditions permit, to increase the salaries of municipal policemen to such amounts as shall not exceed the sum of their basic pay and the bonus formerly received by them: Provided, however, That no municipality shall incur any overdraft for the purpose of effecting the salary increases herein authorized.

Done in the City of Manila, this 9th day of November, in the year of Our Lord, nineteen hundred and forty-eight, and of the Independence of the Philippines, the third.

(Sgd.) ELPIDIO QUIRINO
President of the Philippines

By the President:
TEODORO EVANGELISTA
Executive Secretary

in class if its finances do not reflect the present classification thereof. But after the lapse of one more year which favored the same municipality with increased revenues, it may, following that year, be raised in category by virtue of the provision of section two. So

(Continued on page 47)

BACK PAY OF TEMPORARY EMPLOYEES AND LABORERS

"SIR: This is in reply to your letter of July 31, 1948, wherein you request my opinion as to whether laborers who actually began to render services on December 8, 1941, but had not rendered six months of continuous service prior to said date may be entitled to file claims for the recognition of their rights to back pay covering the period from January 1, 1942 to February 26, 1945, pursuant to the provisions of Republic Act No. 304.

"You state that six months' continuous service prior to December 8, 1941, was required of those laborers who were granted three months' advance salary and two months' gratuity under Administrative Order No. 167 of December 18, 1941 and Executive Order No. 83 of December 24, 1945, respectively.

"Republic Act No. 304 provides in section 1 as follows:

"Except as herein provided, the right of all officers, employees and persons under contract with the Government of the Commonwealth of the Philippines who, on the eighth day of December, nineteen hundred and forty-one, were serving in the classified or unclassified service of national, provincial, city or municipal governments, including the University of the Philippines and the corporations owned or controlled by the Government, to such of their respective salaries, emoluments, fees, *per diems*, compensations or wages as have not been received by them by reason of the war, and those of the free local civil governments, provincial, and municipal, duly organized for purposes of resistance against the enemy, corresponding to the period from January first, nineteen hundred and forty-two, up to and including February twenty-six, nineteen hundred and forty-five, or any portion of such period or before and subsequent thereto when they were in operation, as hereinbelow provided is, under the

conditions provided in this Act, hereby recognized."

"That laborers come within the purview of this provision appears unquestionable. Section 671 of the Revised Administrative Code provides that laborers whose rate of compensation is not more than two pesos per day are embraced in the unclassified civil service while section 670 provides that the classified service embraces all not expressly declared to be in the unclassified service. Under Republic Act No. 114, however, which amends section 671 of the Revised Administrative Code and took effect on June 7, 1947, all laborers whether emergency, seasonal, or permanent irrespective of salaries, are declared to be in the unclassified service.

"The only doubt then is whether all laborers, regardless of their length of service, are to be recognized as entitled to file their claims for back pay under the act.

"Nowhere in section 2, quoted above, or in any other section of the law is it required that to entitle an employee to back pay he must have rendered six months of continuous service before December 8, 1941. No such requirement having been prescribed, it is not permissible to engraft it by construction upon the law. 'In the construction of a statute,' it has been said, 'the general rule is that the court may write no limitations therein. As variously expressed, the statute may not be restricted, constricted, qualified, narrowed, or abridged. Hence, general words are to have a general operation where the manifest intention of the legislature affords no ground for qualifying or restraining them' (50 Am. Jur., pp. 217-218.)

"That six months' service was prescribed as a prerequisite to the payment of the gratuity provided in Executive Order No. 83 to employees who were paid on a daily basis is no argument

(Continued on page 19)

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Back pay

that the same requirement is imposed by Republic Act No. 304. The absence of that requirement implies an intended change in the application of the statute. 'Where the meaning of the prior law is intended to be continued, its terminology is also usually continued, so that an omission of words implies an intended change in the meaning of the statute. *Under these rules, the courts may not add a restriction found in a prior statute, but omitted from a later one.*' (50 Am. Jur., p. 263.)

"The conclusion that service for six months is not necessary to entitle one to recognition of his right to back pay is further strengthened by another consideration. Republic Act No. 304, compared with the orders giving the three months' advance pay and two months' gratuity, is much more detailed and comprehensive. Administrative Order No. 27 uses the word 'salary', while Republic Act No. 304 employs the more inclusive expression, 'salaries, emoluments, fees, per diems, compensations, or wages.' The former makes mention of the officers and employees of the national, provincial, city or municipal governments, including their agencies and instrumentalities, and corporations and companies owned or controlled by the government; the latter expresses itself with greater precision by referring to those 'who were serving in the *classified or unclassified service* of the national, provincial, city or municipal governments, *including the University of the Philippines and corporations owned or controlled by the Government,*' and by adding the clause 'persons under contract with the Government of the Commonwealth of the Philippines.' It appears evident that the law-making body intended to make Republic Act No. 304 complete in itself, and that it did not intend to leave anything to implication. The omission of the provision requiring six months' service evinces the intention of Congress to do away with that requirement for the purposes of Republic Act No. 304.

"I believe, therefore, that laborers who were in the service on December 8, 1941, are entitled to file claims for

the recognition of their right to back pay regardless of the period of service rendered prior to that date.

"In this connection two of the queries submitted by the Manager of the National Power Corporation to the Corporate Counsel and the latter's reply which bears my approval, are quoted hereunder for your guidance in similar or pertinent cases:

'1. Are temporary construction employees who would have been laid off before June 30, 1942, by virtue of the completion of construction work entitled to back pay?

'2. Is an employee whether temporary or permanent who was in the service on December 8, 1941, but who resigned between December 9 and December 31, 1941, still entitled to back pay?'

"1. If a person was in your service on December 8, 1941, but would have been laid off before June 30, 1942, by virtue of the completion of his work, I am of the opinion that he is entitled only to back pay from January 1, 1942, up to the time he would have been laid off minus, of course, the three months advance salary and two months' gratuity which he may have received and any back pay received or to be received from the U. S. Government (Sec. 7, R.A. No. 304). It should be noted that Section 1 of Republic Act No. 304 expressly stipulates that the back pay it recognizes is that which has 'not been received by reason of the war.' The only pay which the employees under the present question have not received by reason of the war is their pay from January 1, 1942, up to the time they should have been laid off. Any payment corresponding to the time after they should have been laid off would not have been received by them irrespective of whether the war had broken out or not and, therefore, is not contemplated by the law."

"2. For the same reason that an employee is entitled to back pay only up to the time he would have continued in his work if the war had not broken cut, an employee who was in the service on December 8, 1941, but who re-

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LOCAL AUTONOMY

Vol 50 Phil. Rep. 686-694.

ANDRES M. GABRIEL, plaintiff and appellant, vs. THE PROVINCIAL BOARD OF PAMPANGA ET AL., defendants and appellees.

1. MUNICIPAL CORPORATIONS; LOCAL AUTONOMY.—The local autonomy granted municipal corporations in the Philippines must be protected from higher usurpation of strictly local powers.

2. ID.; ID.; MUNICIPAL AUTHORITY.—The Municipal Law, as revised, grants to the municipal council certain legislative powers of discretionary character (Administrative Code, sec. 2243).

3. ID.; ID.; PROVINCIAL AUTHORITY.—The only ground upon which a provincial board may declare any municipal resolution, ordinance, or order invalid is when such resolution, ordinance, or order is "beyond the powers conferred upon the council or president making the same" (Administrative Code, sec. 2233). Absolutely no other ground is recognized by the law. A strictly legal question is before the provincial board in its consideration of any municipal resolution, ordinance, or order. The provincial disapproval of any resolution, ordinance, or order must be premised specifically upon the fact that such resolution, ordinance, or order is outside the scope of the legal powers conferred by law.

4. ID.; ID.—The action of a provincial board is final for the executive department except when appealed from, whether it is correct or incorrect. The plain remedy to correct an error committed by a provincial board is by appeal of the municipal council to the Chief of the Executive Bureau.

5. ID. ID.; ID.—The facts at bar examined and found to disclose a disapproving resolution of a provincial board grounded on a mistaken finding of fact, of resolutions of a municipal

council which gave equable application to a previous ordinance and a previous resolution adopted pursuant to delegated discretionary authority.

APPEAL from a judgment of the Court of First Instance of Pampanga. Rosauero, J.

The facts are stated in the opinion of the court.

Nepomuceno & Yamzon and J. E. Blanco for appellant.

Provincial Fiscal Catigbac and Felix B. Bautista for appellees.

MALCOLM, J.:

In 1905 the municipal council of Pampanga, adopted ordinance No. 138 relating to the installation of steam engines (Exhibit A). Taking advantage of this ordinance, on October 24, 1925, Andres M. Gabriel requested authorization from the Angeles municipal council to set up a rice mill (Exhibit C). On submission of the petition, the council by a vote of six to two approved resolution No. 137 conceding the permission requested (Exhibit G).

It appears further from the record that on April 5, 1906, the Angeles municipal council had adopted resolution No. 237, introduced with the preamble "The installation of steam engines within the *poblacion* being opposed to the general interests of the municipality, the council after careful study and deliberation unanimously," and then providing "Resolved: That a district of the municipality is hereby declared within the zone bounded by four streets: Rosario, Lacandola, Jesus and Rizal, which form a square" (Exhibit B). To clarify the position of the petitioner Gabriel and likewise to meet the protest of certain citizens, on the same date that approval was given to resolution No. 137, the municipal council passed resolution No. 136 in which it was declared "that the site selected by the petitioner Andres M. Gabriel for the installation of his steam engine is outside the radius or

Autonomy

square designated by the municipal council of Angeles in its resolution No. 237, series 1906" (Exhibit O).

The question next passed to the provincial board of Pampanga (Exhibits Q, R, T, and U). By agreement of the parties, a decision by the provincial board was held in abeyance awaiting the opinion of the Executive Bureau (Exhibit 8). The parties stipulated that "In case that the Executive Bureau holds that the said lot is within the 'radius of the municipality,' the petitioner will not insist in his pretension, the honorable provincial board simply disapproving resolutions No. 136 and 137, series 1925, above referred to; and in case that the said office resolves otherwise, the protestants will withdraw their protests, the honorable provincial board approving said resolutions" (Exhibit 7). The exact question submitted to the Chief of the Executive Bureau in his capacity as a sort of referee was "if the site where it is proposed to erect the rice mill of Mr. Andres M. Gabriel is or is not within the 'radius of the municipality within which is prohibited the installation of steam engines' mentioned by resolution No. 237, series of 1906." The opinion of the Acting Chief of the Executive Bureau dated February 27, 1926, not only gave a literal answer to the question under consideration, which was in favor of Mr. Gabriel, but went further and proffered certain advice in favor of the opposing side. He said, in part:

"x x x An actual inspection of the premises has shown that the lot of Mr. Gabriel where his rice mill is being installed borders Jesus Street, and that it is near the center of the town and within a densely inhabited district where many houses of light and mixed materials are built. Considering these facts, it can safely be said that the 'poblacion' referred to in the preamble of resolution No. 237, now included the lot in question, and to all intents and purposes, it impliedly comes within the purview of the prohibition.

"In view of the foregoing considerations, this office fails to see sufficient and good reasons why the muni-

cipal council granted a license to Mr. Gabriel to install and operate his rice mill within the 'poblacion,' which constitutes, when in operation, a menace and a nuisance to the neighborhood.

x x x x x x x x x x x x

"When this case was submitted to this office ex-parte by Attorney Henson sometime ago, the question propounded was whether or not the lot of Mr. Gabriel, where the rice mill in question is being installed, is within the area bounded by the four streets—Rosario, Lacandola, Jesus and Rizal—mentioned in resolution No. 237. Without an ocular inspection having been made on the premises, and basing the decision on the sketch of the place and the papers submitted at the time by Mr. Henson, the question was answered by the undersigned in the negative. In fact, the lot of Mr. Gabriel lies wholly outside of the territory then considered as the only 'radio municipal' or 'poblacion' of Angeles in 1906. But, as stated above, the town has grown so considerably since then that the 'radio municipal' of Angeles must be deemed to have been extended to, and should include now, such portions of the territory bordering the four streets in question as are thickly inhabited as any portion of the 'radio municipal' of 1906. x x x"

Following receipt of the communication from the Executive Bureau, the provincial board of Pampanga met and in resolution No. 414 of date April 6, 1926: "Resolved, That this board do and it hereby decide that the location of the lot where Mr. Andres M. Gabriel is applying to establish a rice mill is within the territory considered as 'radio municipal' or 'poblacion' of Angeles in 1906. This decision is based on the advice of the Chief of the Executive Bureau. x x x Resolved, further, That, in view of the above, resolutions Nos. 136 and 137, series of 1925, of the municipal council of Angeles, be and are hereby disapproved." (Exhibits V and 10). When the adverse action of the provincial board came to the knowledge of Mr. Gabriel, he communicated with the municipal council of Angeles and asked the council to

(Continued on page 23)

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Autonomy

appeal from the ruling to the Executive Bureau. At a meeting of the municipal council held on May 23, 1926, there being present nine councilors and the municipal president and absent the vice-president and one councilor, on the question being put to a vote, six members voted to appeal, one voted against, and two abstained from voting, with the result that the necessary two-thirds of the membership was lacking to sanction the appeal (Exhibits LL and 12). On June 28, 1926, the municipal president of Angeles issued executive order No. 1 directing Mr. Gabriel to desist from using his rice mill (Exhibit X). On July 16, 1926, the council adopted another resolution in which it was resolved "That the case is definitely terminated with respect to this council; and that the municipal secretary file said resolution of the provincial board" (Exhibit 11).

Having run counter to insurmountable obstacles in the Executive Department, counsel for Angeles M. Gabriel next bethought themselves to air their grievances in the courts. Accordingly, in the Court of First Instance of Pampanga, an action was begun to secure an injunction prohibiting the municipal president of Angeles from interfering with the rice mill of the plaintiff, and to secure a judicial declaration that resolution No. 414 of the provincial board of Pampanga of April 6, 1926, is null and of no effect, and that resolutions Nos. 136 and 137 of the municipal council of Angeles, series of 1925, are valid. The provincial board of Pampanga interposed an answer. A trial was had and thereafter a decision was handed down, concluding with a judgment setting aside the preliminary injunction and dismissing the case, with costs against the plaintiff.

From the judgment just mentioned, the losing party has appealed and here has assigned and argued four errors, *viz.*:

"1. The trial court erred in refusing to declare that the plaintiff's steam engine was installed outside the

zone prohibited in resolution No. 237 of the municipal council of Angeles;

"2. The trial court erred in declaring that aside from the authority of the council it was necessary that the municipal president should have issued a permit to the plaintiff before the latter could install his steam engine, though this omission could be cured in view of the testimony of the municipal president;

"3. The trial court erred in declaring that the provincial board of Pampanga had jurisdiction to annul resolutions Nos. 136 and 137 of the municipal council of Angeles, and that the only proper remedy to correct any illegality committed by the board is on appeal to the Executive Bureau;

"4. The trial court erred in not declaring that the resolution of the provincial board was adopted in violation of the agreement entered into by the parties and upon improper and illegal grounds with abuse in the execution of its functions." We propose to take under observation the third error as suggesting the prime issue and as decisive of the appeal.

The Municipal Law, as revised, grants to the municipal council certain legislative powers of discretionary character. Among these is authority "To regulate the establishment and provide for the inspection of steam boilers within the municipality" (Administrative Code, sec. 2243 n). Pursuant to this and other legal provisions, the council of Angeles clearly had a right to supervise the installation of steam engines and to delimit the zone within which they could be installed. But when municipal action was taken, it then became incumbent on the provincial board to pass on the legality of the proceedings. As provided in section 2233 of the Administrative Code, "If the board should in any case find that any resolution, ordinance, or order, as aforesaid, is beyond the powers conferred upon the council or president making the same, it shall declare such resolution, ordinance, or order invalid, entering its action upon the minutes and advising the proper

(Continued on next page)

Autonomy

municipal authorities thereof. The effect of such action shall be to annul the resolution, ordinance, or order in question, subject to action by the Chief of the Executive Bureau as hereinafter provided." It was pursuant to the above-cited section that the provincial board of Pampanga presumed to act in disapproving the resolutions of the municipal council of Angeles. But the municipal council had still its remedy, which was to appeal from the action of the provincial board. Section 2233 of the Administrative Code provides: "Should the council of any municipality be dissatisfied with the decision of the provincial board, an appeal may be taken by a two-thirds vote of the council to the Chief of the Executive Bureau, who shall decide the same question which was presented to the provincial board. x x x If the decision of the provincial board is affirmed, the ordinance, resolution, or executive order involved shall be null and void. If, however, he shall reverse the decision of the provincial board, then and in that case notice of his decision shall be given to the provincial board and to the council of the municipality appealing, and upon receipt of notice by the appellant, the ordinance, resolution, or executive order shall be revived and come into force again." In this instance, however, since the plaintiff was unable to gain the support of the necessary number of the local councilors, he could not prosecute an appeal to the Executive Bureau.

The only ground upon which a provincial board may declare any municipal resolution, ordinance, or order invalid is when such resolution, ordinance, or order is "beyond the powers conferred upon the council or president making the same." Absolutely no other ground is recognized by the law. A strictly legal question is before the provincial board in its consideration of a municipal resolution, ordinance, or order. The provincial disapproval of a n y resolution, ordinance, or order must be premised specifically upon the fact that such resolution, ordinance, or order is outside the scope of the legal powers conferred by law.

If a provincial board passes these limits, it usurps the legislative functions of the municipal council or president. Such has been the consistent course of executive authority (Opinions Attorney-General Wilfley /1905/, II Op. Atty.-Gen., 557, 642; Opinion Attorney-General Villamor /1910/, V. Op Atty.-Gen., 382; Opinion Attorney-General Villa-Real, November 22, 1922; Opinion Attorney-General Jaranilla, August 9, 1926; Provincial Circular Executive Bureau, September 16, 1918).

It is, of course, clear that the action of a provincial board is final for the executive department except when appealed from, whether it is correct or incorrect. It is equally clear that the plain remedy to correct an error committed by a provincial board is by appeal of the municipal council to the Chief of the Executive Bureau. Such has been the trend of judicial authority (Chanco vs. Municipality of Romblon /1910/, 15 Phil., 101; Panlilio vs. Provincial Board of Pampanga /1916/, 34 Phil., 323; Government of the Philippines Islands vs. Galarosa /1917/, 36 Phil., 338). But the cases cited are not here decisive and are distinguishable on their facts from the case before us.

In this instance, certain decisive points govern. The ordinance of Angeles of 1905 and the resolution of Angeles of 1906 were general in nature, and have never been modified or set aside. They should, therefore, receive equable application. The two resolutions of Angeles of 1925 did so for they merely gave specific effect to the 1905 ordinance and the 1906 resolution. On the other hand, the disapproving resolution of the provincial board was not predicated on any legal consideration. Rather was it grounded on a mistaken finding of fact, diametrically opposed to the municipal view point and entirely inconsistent with the true state of affairs, which disclosed that the rice mill of Mr. Gabriel was outside of the restricted district. The provincial act was *ultra vires*.

All the equities of the case are in favor of Mr. Gabriel. He has spent between P20,000 and P30,000 for his
(Continued on page 25)

Back pay

signed between December 9 and December 31, 1941, is not entitled to the benefits of the Back Pay Law. Such employee did not receive his pay starting from January 1, 1942, not 'by reason of the War' but because he had already resigned and was, therefore, no longer entitled thereto. It will be noted that Republic Act No. 304 expressly recognizes back pay only from January 1, 1942, and since these employees were no longer entitled to pay as of that date, they have no right to any of the benefits of said Act."—*Letter dated August 12, 1948, of Sec. of Justice to Dir. of Public Works, being Opinion No. 231, Series 1948.*

Classification

(a) *First Class-A: The provinces that have obtained an average total revenue of five hundred thousand pesos or more per annum for five consecutive years;*

(b) *First Class-B: The provinces that have obtained an average total revenue of four hundred thousand pesos or more per annum, but less than five hundred thousand pesos, for five consecutive years;*

(c) *First class: The provinces that have obtained an average total revenue of three hundred thousand pesos or more per annum, but less than four hundred thousand pesos, for five consecutive years;*

(d) *Second class: The provinces that have obtained an average total revenue of two hundred thousand pesos or more per annum, but less than three hundred thousand pesos for five consecutive years;*

(e) *Third class: The provinces that have obtained an average total revenue of one hundred thousand pesos or more per annum, but less than two hundred thousand pesos, for five consecutive years;*

(f) *Fourth class: The provinces that have obtained an average total revenue of fifty thousand pesos or more per annum, but less than one hundred thousand pesos, for five consecutive years;*

(g) *Fifth class: The provinces that have obtained an average total revenue of less than fifty thousand pesos per annum for five consecutive years;*

Provided, That in computing the average total revenue, all receipts in the form of aid or allotments from the (Insular) National Treasury, except the internal-revenue allotment under the provisions of section four hundred ninety-one of Act Numbered Twenty-seven hundred and eleven shall be excluded.—Sec. 1, Act No. 3798 as amended by Act No. 4216.

Autonomy

rice mill. He has installed that mill beyond the prohibited zone where other equally offensive businesses are located. There is more than a suspicion that politics have intervened to the great prejudice of a legitimate business. Mr. Gabriel has no other recourse except in the courts and should there find his remedy.

It is time to deal a blow against higher usurpation of local autonomy. The situation calls for a judicial pronouncement which will at once protect local officers acting within the scope of their legal powers and which will protect a citizen from arbitrary molestation.

Based on the facts and the law, it results that the judgment appealed from shall be reversed, and that in the lower court another judgment shall issue, making permanent the preliminary injunction previously granted, and requiring the defendants to respect resolutions Nos. 136 and 137 of the municipal council of Angeles, series 1925. Without express pronouncement as to costs in either instance, it is so ordered.

Avanceña, C. J., Johnson, Street, Villamor, Johns, Romualdez, and Villarreal, JJ., concur.

Judgment reversed.

For the law is naught but words, save as the law is administered. — Chief Justice Charles Evan Hughes.

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“STRENGTH AT HOME”*

[Address of President Elpidio Quirino
before the student body of the
University of the Philippines,
Monday, October 18,
1948, 4:30 p. m.]

Ladies and Gentlemen:

Coming to the University of the Philippines is to me like returning to an ancestral home. As an alumnus of this institution, I feel the kinship to all and everyone of the faculty and students. Our family is getting bigger, greater, stronger and, consequently, more powerful everyday. There is in this country today no human endeavor in which a member of ours is not found doing creditably his own share in the national up-building. Each and everyone of us here congregated should be proud that we belong to this family—a family whom history will single out as having mainly shouldered the heaviest task of guiding the steps of the Republic of the Philippines in its tender years.

But, my friends, I did not come to make boasts of our achievement. I came rather to discuss with you the nature of the responsibility we have assumed and the role our country is duty bound to play on the international stage, if we are to survive as an independent people. I consider it proper that you should take time out in your curricular activities, setting a United Nations Week, to devote your attention to the practical consideration of the international problems of the day. I know I will not succeed within a space of a few minutes to analyze and discuss with you at length the present world situation, as a necessary background for this celebration.

The United Nations, now in general assembly in Paris, has devoted all its time to this work for the first three years of its existence. What it has done to furnish this perspective since its organization in San Francisco in 1945, or in its meetings in London, at Lake

Success, or in Paris, is now written in voluminous tomes. For our purposes, this afternoon, however, and for what I have in mind to tell you, it is sufficient to know the incontrovertible fact that the world today has not as yet found the formula to end wars or to make permanent peace. The first world war was ostensibly fought “to make the world safe for democracy”; the second “to end all wars”; and the third, probably, may be to dominate the world, or God forbid, to liquidate humanity. Thus it looks as if to attain peace the whole human creation must achieve a rebirth, a transformation so profound as to erase all distinctions of race, color, and creed and enable all peoples to feel as belonging to one another in heart, in soul, in conscience—one universal family before the eyes of the Creator.

But while humanity is not totally disillusioned—and I am not—and we are hopeful that the United Nations in its present sessions in Paris may successfully find a way of securing universal tranquility, we cannot sit idly and just wait for that happy moment. As a member of the United Nations, we must address ourselves first to the solution of all possible conflicts preventing the establishment of peace within our borders. This is the immediate and primordial task of every nation desirous of contributing to world peace.

I see no logic for employing a world organization in a moment of national crisis that threatens international peace. The tempered wisdom of the citizens, their mutual respect for one another, their restraint against the acts of violence, are far more effective in breaking down an internal crisis than any weapons that can be mustered out, either inside or outside, to quell it. The strength of any world organization for peace lies mainly in the individual efforts for peace of the units composing it. It is, therefore, our paramount and inescapable duty to make the Republic

*From the Manila Times, Oct. 19, 1948.

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of the Philippines a strong place as a worthy unit prop of the United Nations.

But in the midst of the tremendous task of this new and courageous adventure of the peoples of the world, once again we are confronted with the issue of survival—on a world scale and on a national scale—in the face of forces and weapons more fearful than the world had hitherto seen or known.

On a world scale—the question is not whether one nation and its allies can obliterate another nation and its satellites, but whether both nations and their allies and satellites will have much of anything left, after all the fury, to make further effort for civilized living worth the candle.

On a national scale—the question is whether in the light of present world developments, our people can continue to sustain their free institutions and survive as a positive factor for the preservation of a free world.

In either case, we cannot afford to be mere interested spectators. We are deeply involved, are very much part of the tragic show. Mankind appears to be under sentence of complete liquidation, with the execution of sentence only hours away, if reason does not soon prevail.

The representatives of fifty-eight nations are now trying in Paris all their best to make that reason so prevail. That group of men is our very narrow margin of hope. It is our fervent expectation that they can strain their every effort now to convert the United Nations into a strong moral weapon to parry with force, if violence chooses to strike. The United Nations is at the moment on trial, submitted to its supreme test. God grant that the assembly will be a veritable pool of the world's lofty conscience, powerful enough to avoid unnecessary carnage to overrun the universe!

The crisis that stares humanity in the face may yet induce the brute in us to listen to reason. There is certainly a need, an immediate need, of drastic revision in man's thought and action.

I believe that man needs only to be properly challenged in order to respond. The human race has never been challenged by a greater and grimmer crisis than now. This is hardly the time for a romantic pose; the crisis is immediate and demands prompt decision. The United Nations Assembly now in Paris must not adjourn until it has made that decision. Man still has vast reserves of intelligence and courage adequate to meet the challenge of this hour. He has proven it before, and he can prove it again—now or never.

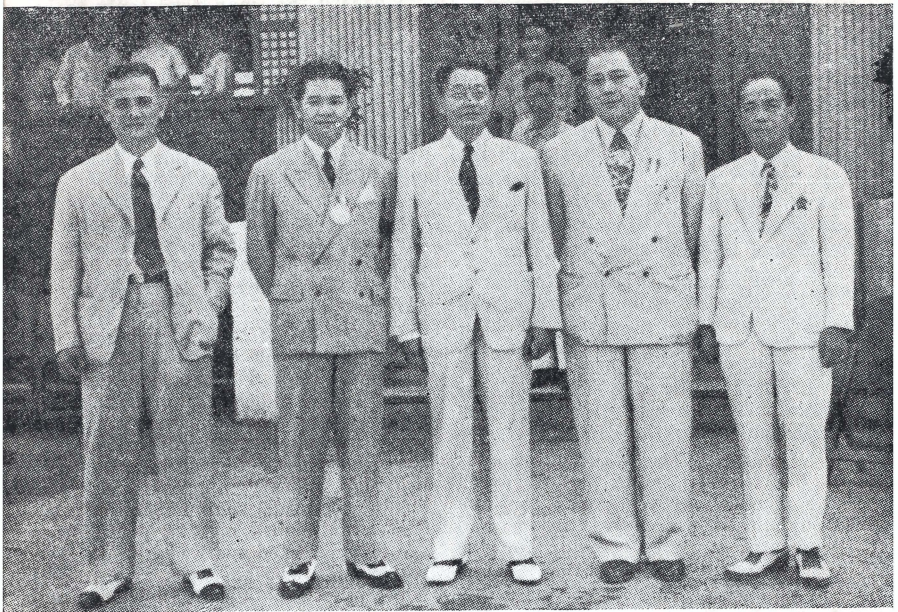
No amount of wishful thinking for any moment can help us in the present situation. I am not a defeatist, much less an alarmist, nor a sensationalist. But the stern reality is that while we hear voices from across the seas that the world situation is improving, military appropriations are being increased, commanders are being commissioned, and fighting forces are being alerted everywhere. As men and women who have stout hearts and who would not abdicate knowledge and intelligence in time of stress, we should not only hope for the best; we must also be prepared for the worst.

This brings me to our no less troubled national situation. Our immediate problem is to maintain a strong democratic government as the keystone to our free institutions. I do not know that any other kind of life can be tolerable and worthwhile without our free institutions.

We face active threats to our accepted ways of freedom. We face dangers that, unless adequately met, can destroy our Republic and render it useless in the preservation of a free world. Every Filipino who loves his country and his people must be concerned with the maintenance of a strong democratic government, the world situation being what it is. By a strong government I mean a government strong in the support, in the trust, and in the loyalty of all the people.

A government is essentially the handiwork of the people. It is what it is because the people make it so. A political party or a group of political

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The officers of the Conference of Governors and City Mayors with then Sec. of the Interior Jose C. Zulueta, center. At his left, Provincial Governor Manuel Cuenco of Cebu, President, and Provincial Governor Perfercto Faypon of Ilocos Sur, Secretary; at his right, Provincial Governor Jose Lingad of Pampanga, Vice-President, and Mayor Ponciano Bernardo of Quezon City, Treasurer. Mayor de la Fuente of Manila, Auditor, is not in the picture.

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parties may make or unmake momentous changes at any given time, but can never in fact run the government as they wish because the government is not theirs but the people's. A periodic election in the choice of our public officials is provided so that the people may freely express their will as to how their government should be run. This is also the safety valve which democracy has invented to afford public relief to political or partisan tension and insure faithful reflection of considered popular opinion in the administration of public affairs. Violence and revolution are illegal ways of expressing the popular will. The government, being the symbol of the will and power of the people, should be respected, its laws obeyed and its name and dignity upheld. This should be the utmost determination and ambition of all. And I wish to tell you, my friends, that as long as I am President, that will be my consuming ambition. (Applause).

For the government, I repeat, does not belong to any group. It belongs to the people and comprehends everybody. It includes the last irreconcilable dissident whatever his grievances may be, fancied or otherwise, against the government. It includes the lowest employee of the government who may feel frustrated because he does not move up fast, or his salary is so meager. It includes the omniscient commentator who assumes title to all the wisdom and the virtues and sits back to watch. It includes the sour oppositionist who appropriates all the idealism and the perfection and folds his hands. It includes the middle-class family head who takes offense at having to pay blackmarket price for his cereal. It includes the self-styled liberal who specializes in self-righteousness and moral ostentation. All of us, without any exception, are part and parcel of the government. There is thus no citizen who can wash his hands of his government, not even the humblest toiler, whose whole concern from day to day is to find the wherewithal of his daily rice and that of his family.

When I speak of government strong in the support of the people, I am not asking that our citizens should merely give lip service of cooperation, by press statements or otherwise, but must show actually that they are endowed with the civic spirit to translate their words into deeds, their thoughts into action. What is more important still is for every citizen to continue exercising utmost self-reliance, to have a lively sense of his community obligations, to act upon them on his initiative, and to be responsive to every available opportunity for social cooperation. In other words, he should be a positive entity for good and not a passive one for evil.

Every time a citizen feels like asking what our government is doing about any problem affecting him, say food production, he should also ask himself what he himself is doing about it. He should ask what he is doing in cooperation with his fellow citizens to help resolve it. He should ask what he is doing in cooperation with the government itself to dispose of that problem. To the extent that a citizen exerts himself to meet his own difficulties and cooperates with others in the same direction, he strengthens his own government in doing what it is called upon to do for the good of the community and the nation. What holds true of the food production problem is true of the peace and order problem, the graft and corruption problem—any problem.

Our government can give us only as much as the totality of our citizens is prepared to give it in self-help, in local sacrifice, in vigilant cooperation. Please mark my words: vigilant cooperation. Its food production campaign is essentially a meaningful project in self-reliance, social awareness and common cooperation that tests the validity of our government and leadership. It is a grateful commentary on our people's growing understanding and cooperation of the functions of government that more and more private citizens have volunteered and are volunteering to assist our police forces in cleaning up our troubled areas of elements bent on creating chaos to facilitate their illegal drive to power.

(Continued on next page)

Strength

What our people do, however small in an individual way to increase our food stocks against the day of need, or to hasten the restoration of peace and order and thus secure freedom for productive effort, illustrates the positive opportunities of private citizens to strengthen our government and make it more effective as a real servant of the people.

Of the more pervasive problem of corruption which appears to undermine public faith in our government, may I say that accountability does not rest alone on the wrongdoers; neither is the responsibility exclusively that of the government. As private citizens we should look into our hearts and see that we do not observe a different moral standard. Often, it is the toleration of the double standard of morality by the public itself that lies behind office corruption, all claims to the contrary notwithstanding.

The cure to much of the ills of government which sap it of vitality must not lie alone in loud pious breast-beating at the least provocation of an audience. To be fair it should start from a quiet, honest self-examination before it is projected to public notice. It must start in the conscience of everyone, in the discipline of every heart. In short, we must all be willing to take greater chances of being honest with ourselves. As more and more of our people, leaders and common people alike, clean and clear up their own thoughts and acts, we shall raise the level of our standards of public life and strengthen our government, our

Republic. We shall then be less ready to jump and to shake our fist at our neighbors and our government.

In asking that we all help make the government strong to be equal to the problems of our own time, I merely urge that we as individual citizens also make ourselves strong, that we impose upon ourselves the discipline that makes for vigor and integrity in our minds, in our hearts, in our will. Surely, upon the conduct and the reputation of a people depend the degree of respect for, and strength of, their government, perhaps more than the success or failure of the men that come and go in the government service because they are only there incidentally.

This is the fundamental challenge of our day. To meet the challenge we must be physically and morally strong to make our government strong. We must make our government strong to face the menace to our free institutions at home. We must be strong to meet the eventualities of a disintegrating world situation which endangers the freedoms we have won at so much sacrifice of blood, tears and treasure.

At the most critical times in our national history we have shown that we have the sources, the capacity, the strength required for any emergency at home. We shall not fail the human race in the reserves of courage and intelligence needed elsewhere by the forces of freedom and decency and justice to preserve mankind for greater victories and nobler achievements of the human spirit. Our greatest contribution therefore to world peace and

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Municipal Autonomy & Government Administration

By

JUAN F. RIVERA

(Chief, Provincial Division, Department of the Interior, and Topographer, Municipal Government Administration Pensionado Examination, 1947.)

Broadly, this subject presents a four-fold aspect, first, popular control of local governments; second, supervision and control; third, reforms; and fourth, human behavior.

Popular Control of Local Governments

To fully comprehend and discover any defects of our present systems of local governments, a cursory review of the earlier schemes of governments established in the Philippines seems in order. Under the system carried out by Spain in this country, the pueblo or town was made the local unit of organization and the province as the next larger political division. Provinces had been common political units in Spain, Italy and Spanish America. What corresponded to the provinces were the vast unions of tribes having the same or similar languages, religion, and interests. Thus we have the so-called Moro, Visayan, Bicol, Tagalog, Pampango, Pangasinan and Ilocos Provinces. They were organized for the convenience of the administration and constituted the intermediate agencies through which the then central government extended its authority to the numerous villages, for the central government could not directly communicate with the smallest branches of government without great difficulties. Under the Maura Law, each province was governed by a provincial governor assisted by a provincial council (junta provincial). This junta had only advisory powers. Above the provincial governor and the junta was the Governor-General. The province was divided into towns (pueblos) whose affairs were managed by the municipal tribunal with the aid of the *principalias*. The pueblos were in turn divided and subdivided into barrios and *barangays* under *tenientes*

del barrio and *cabezas de barangay*, respectively. Such was the only measure of home rule the early Filipinos enjoyed. In reality, they never enjoyed any degree of self-government under the Spanish domination. The municipal tribunal was subject to the direction of the provincial junta and was liable to be warned, fined, and suspended by the provincial governor. And in order to render this control more effective, the Governor-General was made president ex-officio of all municipal tribunals with power to discharge any member thereof or to dissolve the tribunal entirely.

With the advent of American occupation came changes in local government and administration. Encouraged by the establishment of the first towns, General Lawton suggested to the Schurman Commission the preparation of a simple scheme of municipal government, so similar to the old system to be readily comprehensible to the natives, but giving them liberties which they had never enjoyed before. The result was the constitution of a board appointed by Major General Otis, then in command of the military forces, to formulate a plan of municipal government. Felipe G. Calderon appears to have written the draft of the document establishing the bases of such local government, patterned after the Royal Decree of 1893 (Maura Law), but later revised by Cayetano Arellano, president of the board. After a careful study of Spanish legislations on the subject and of conditions then prevailing in the Islands, the Board reported upon a plan of municipal government which was approved as General Orders No. 40, dated March 29, 1900. These

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General Orders made no general redistribution of territory, but simply recognized the then existing political subdivisions as municipal corporations with the same limits as theretofore established.

Although inspired by many of the provisions of the Maura Law, the Orders were an improvement upon it, especially in the matter of the organization of municipal councils upon general suffrage and the principles of autonomous government. The alcalde and the provincial governor were given ample powers in the performance of executive and supervisory functions. General Orders No. 40 were made the basis of Act No. 82 (Municipal Law) and Act No. 83 (Provincial Law) of the Philippine Commission, which Acts were later, in 1916, incorporated substantially as Chapters 56 and 57, respectively, of the Administrative Code as revised in 1917. Hence our system of provincial and municipal governments is of Spanish origin adapted to American ideas and made suitable to some Filipino aspirations for government autonomy. Thus it may be said, parenthetically, that the present agitation for greater local autonomy is not new. Even Title 11 of the Malolos Constitution in which Felipe Calderon played a leading role protected local autonomy as long as the provinces and municipalities did not override the limits of their power. The Municipal Law was carefully drawn and thoroughly studied, while the Provincial Law was gone over rather hurriedly. This seems to indicate the need of more thorough study of the provincial law with a view to improving the same.

The Provincial Law originally placed the government of the province in the provincial board composed of the governor, the supervisor, and the treasurer. Later, the supervisor was replaced on the board by the division superintendent of schools. The provincial governor was the only one elected; but he was, however, chosen by councilors of the organized municipalities assembled in convention. It was not until 1907 that the provincial

governors and third members began to be elected by the qualified voters of the regular provinces. This was a step toward self-government for it gave the Filipinos a majority in the provincial board, inasmuch as treasurers, who were at that time the appointive members of the board, were mostly Americans. Another law, Act 787, organized the so-called Moro Province. This organic act was enacted to suit local conditions and insure effective control of the diverse tribes found in that region (Mindanao and Sulu).

An examination of subsequent laws affecting local political units will show that the legislative policy has been the extension of popular control over them. In 1919, the positions of provincial governors and third members in Batanes and Palawan were made elective by Act No. 2824 and in the following year suffrage was also extended by Act No. 2878 to similar positions in the provinces of Zamboanga, Davao, Agusan, and Nueva Vizcaya. And in 1946, by virtue of Republic Act No. 59, the offices of governor and members of the provincial boards in the Mt. Province and in the provinces of Bukidnon, Cotabato, Lanao and Sulu have been declared elective, to take effect in each of the provinces upon proclamation of the President of the Philippines that the people of any of said provinces are ready to elect their provincial governors and the members of the provincial boards. In the following year (1947), the President, pursuant to said law, authorized by proclamation the election of the two members of the provincial boards of all these five provinces (*Vide* Proclamations 34, 35, 36, 37, and 38, all series of 1947), in the next regular election for provincial offices. Soon the provincial governments throughout the archipelago will be under complete popular control.

In respect to the municipalities, they were and are still the principal political units of the provinces. Our municipal government has been intended to be autonomous political unit from the very beginning of the American regime, the object being, in the words of President McKinley, to give the inhabitants "the opportunity to manage

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their own local affairs to the fullest extent of which they are capable and subject to the least degree of supervision and control." There were also established and organized at the beginning of the American regime a system of tribal-ward government. This system now corresponds to the present municipal district organizations. It has for its principal object the control of certain class of Filipinos who has not yet sufficiently progressed economically, socially, and politically.

As to cities, the policy pursued has been to achieve administration rather than representation. However, there is a tendency to combine both representation and administration, for the people are represented in the local law-making bodies.

Supervision and Control

The foregoing brief sketch of the foundations of our local governments shows that they were established in the Philippines primarily to train the people in the art of self-government. Hence President McKinley, in his famous Instructions to the Taft Commission, enjoined that in the distribution of powers among the governments organized by the Commission, the presumption shall always be in favor of smaller political divisions so that all the powers which can properly be exercised by such divisions shall be vested in them and that municipal governments shall be afforded the opportunity to manage their own affairs to the fullest extent of which they are capable. Pursuant to Acts 82 and 83 and the present municipal organic laws, the National authorities are supposed to take cognizance only of ordinances and resolutions when appealed to them, and in such case only the point of legality or illegality of the ordinance or resolution concerned is decided. As a rule, the question of the inconvenience or wisdom of a measure should be left primarily to the municipality to decide, and the National Government should not interfere unless there is a clear abuse, wanton, or capricious exercise of the municipal powers involved in such measure. This appears to have been observed in the consideration of

administrative charges formulated against municipal officials. Although the Department Head is empowered to conduct a special investigation of charges by virtue of his power of general supervision and control, such power has been exercised only in cases where the interests of justice and good government so required.

However, while it is generally accepted that basically the local governments are autonomous, there was a time in the early part of the American regime when the central government (then called Insular Government and later, from the establishment of the Commonwealth up to this time, National Government) intervened by mere administrative requirements. Such a step was justified by the necessity of strengthening the executive hands and guarding against the unpreparedness of the people to receive all at once complete control of their governments. Nevertheless, the policy was found to work curtailment of the powers of our provinces and municipalities; so, during the Harrison Administration, this practice was discontinued as it was contrary to the avowed policy of local autonomy enunciated by President McKinley. But this exercise of greater local autonomy did not last long, for it was not given impetus during the incumbency of Governor-General Leonard Wood. When his administration ended, his successor in office progressively restored the autonomous powers previously enjoyed before the Wood regime. Not long afterwards, however, the economic depression in the Thirties caused the superior authorities again to intervene, this time in their financial affairs. Under the laws then existing and even now, if stripped of administrative requirements, the powers of the provinces and municipalities over the financing of their operation and activities were complete, except with respect to plantillas of the provincial government which were subject to regulations. But during that period, many of the local governments were in the red as to their finances. Administrative measures were then taken, among which were the requirement to provide 5% reserve in the local funds

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Municipal. . . .

and to submit provincial budgets and plantillas to the proper authorities of the central government for review, analysis and approval. Then came the Commonwealth Government. In view of certain provisions of the Tydings-McDuffie Act, the measures to control local finances adopted during the economic depression in the Thirties were reinforced with vigor as it was realized that the stability of local finances was an integral part of the great national policy of maintaining a stable government in the Philippines to insure the scheduled grant of its independence. Further measures were undertaken. Executive Order No. 167, issued in 1938, requires submittal to the Department of Finance, thru the Department of the Interior, of the provincial budgets containing, among others, the plantillas of personnel. The offices of treasurers and assessors were transferred to the Department of Finance from the Department of the Interior allegedly to bring about coordination of activities in financial matters and to avoid concentration of powers in one Department Head. Unfortunately, when the local government finances were almost freed from the grip of economic depression, World War II came. The havoc that this war brought about in the Philippines obliged the authorities concerned to continue further their administrative control over the local finances. In this connection, it should be noted that control over the local finances has been made more centralized by virtue of the provisions of Executive Order No. 94, series of 1947, section 48 of which further amended Section 81 of the Revised Administrative Code by vesting in the Department of Finance, among others, the power of general supervision over the financial affairs and financial agencies of provincial, municipal, and city governments, a matter not clearly contemplated under previous legislations. It is submitted that this step has rendered difficult the restoration of the autonomous powers enjoyed by the local governments during the American regime. As nearly every move of any government involves appropriation, fund, money, it is not at

all strange that there is general clamor for autonomous powers. This becomes the more understandable when we consider that even appointments in the municipal service, over which the municipal officials had complete control before the Commonwealth, have to come to Manila for consideration by the National authorities. Of course such is but the result of the operation of the Constitution establishing the Civil Service in all branches of the Government and consequently the extension to the local governments of the Civil Service Law and Rules, particularly Executive Order No. 63, series of 1917, requiring the approval, by the Department Heads, of all appointments.

Other contributory causes or elements tending to deprive the local governments of their so-called autonomy have been and are also ever-present. The legislators had in some cases failed to distinguish between the local government and the national government. Often municipal policies which are distinctly local are frequently determined by them. The plenary exercise of legislative control over local governments seems to be disastrous because in many instances it has been made use of for the interest and benefit of the State and of national parties and not for the benefit of the provincial and municipal governments.

In addition to this somewhat cause of curtailment of local autonomy is the apparent neglect to distinguish the twofold character of a municipal corporation. As is known, an incorporated province, city or town is a body politic and a body corporate. As a body politic it is a political organ. As a body corporate it is a corporation. In either capacity it is an artificial personality capable of acting as an entity. In political science the treatment centers on the fact that it is a body politic, an organ of government. In jurisprudence the consideration is its corporate existence. The fundamental idea of a municipal corporation in politics and law is based on the fact that it is an artificial personality or governmental organ—a body politic and cor-

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porate—created to regulate and administer the affairs of the area embraced within its corporate limits in matters peculiar to such place and not common to the State at large. While this is the primary idea of its creation and existence, the municipal corporation acts also as the instrumentality of the State in exercising powers and duties not strictly or properly local in their nature, but which are in their essence state powers and obligations, and, therefore, to this extent it is a mere agency of the state, aiding in the administration of state affairs in so far as such matters affect the people residing within the local community in common with the inhabitants of the State. The State mainly, as a matter of convenience, uses the administrative machinery of the municipal corporation for the purpose of carrying out its policy and laws which are alike applicable to all of its citizens. Bearing this view in mind, there cannot be, rather there should be, no complaint against National control of such function of the local governments as agents of the state; that is, local autonomy should not be invoked if the State desires to control even rigidly, as its agent, the local governments. For there are certain matters which are general and nationwide upon which the National authority has to lay down a general policy. Quite a number of important functions of government, such as those dealing with health, education, and public peace, may be handled better thru the broader authority of the State.

Yet there is no reason why there cannot be established well-defined relations between the national government and the local government. If the national government could keep within its own jurisdictional field, no reason is perceived why, within the physical area of the municipal corporate limits, both the national government and the local government could or should not exercise full powers pertaining to each of them. The determination of local policies should be left to the local government. The National government or the State is not in any advantageous position to pass upon

the wisdom and expediency of those policies. The National Government may lay down a general, broad, and comprehensive policy regarding the local government; but any attempt on its part to assume the policy-determining functions of the local government will convert the local government not only into a political ward, but will result in its practical absorption by the national authority. In cases, therefore, where the National Government has pronounced no definite, well-defined policy, the local policy should control and be given weight or importance.

The truth, nevertheless, is that our local governments are constant supplicants for power from the National legislative body. This is because of the Anglo-American legal doctrine that municipal corporations are creatures of the State and possess only express and necessarily implied powers. This is the fundamental defect of the system and as long as it is observed in this jurisdiction, so long will there be no *bona fide* autonomy. Why cannot the system be reversed and instead of an enumeration of powers, let it be a general grant of powers and an enumeration of restrictions? Such a system would be conducive to local autonomy and is verily in line with the presumption of allowing the smaller political subdivisions powers that are necessary to carry on its functions. Under this proposition, the sources of local taxation will not have to be specified as is the fact under Commonwealth Act No. 472. One salutary effect of this suggested measure, although admittedly a radical move, would be the realization of the full benefits of local self-government, because the local units would not be fettered by the Anglo-American doctrine of *ultra-vires* and the legal maxim of "*inclusio unius est exclusio alterius*," which are usually invoked under the present system of enumeration of powers that may be exercised.

In reference to the administrative phase of this subject, there should be clear distinction between the function of direction, supervision and control on one hand and that of execution on the other. Government services are

Municipal. . . .

under constant criticism for the amount of red tape involved in the transaction of their business. To a large extent this is due to the necessity of complying with regulations which have been imposed directly by legislation or by construction thereof. It is believed that this mode of control may be exercised through a proper system of accounts, reports, audits, and the like rather than through attempt to specify procedure in advance. The less supervision there is, the less will be the occasion for antagonism and friction between the State and the local governments and their respective officers. This presents the problem to harmonize the apparently conflicting elements of effective direction, supervision, and control on the one hand with flexibility and proper powers of discretionary action on the other. A too detailed specification and control over what shall be done and the means and procedure that shall be employed in doing it, is productive of harm in three ways: (1) it results in ill-advised action, since it involves the making of decisions which may only be intelligently made by those actually in charge of the work owing to their familiarity with the local conditions to be met; (2) it weakens the sense of responsibility of local officers; and (3) it makes it difficult for those officers to adjust their action to varying needs and do those things which must be done if efficiency and economy are to be secured. In other words, we are confronted with the distinction between the exercise of control through specification in advance and thru the requirement of full report of action taken. In the one case the superior authorities control by specifying in detail precisely what shall be done and the means that should be employed in doing it. In the other, directions are given in general terms but provide that the officers charged with their execution shall furnish detailed data regarding their action. Latter is superior, for the former would cripple local initiative by the delays of centralized regime.

Of course, it is a canon of administration that all grants of authority

should be accompanied by means for ensuring that such grants are properly exercised. But still a discriminating adoption of reasonable rules and regulations and broad as well as sympathetic but sound construction of the applicable law by the executive and/or administrative authorities, will insure ample room for independent action by the local government. The existing psychology of always requiring approval by the national executive or administrative authorities of something that can be conveniently and safely entrusted to the local authorities should be curtailed. Likewise, the tendency of some executive and administrative officers to arrogate unto themselves powers which the law has not vested in them should be avoided. For instance, it is a general corporate power of our municipalities to receive property, yet it is a practice of securing the approval thereof by the Chief Executive. It is believed that the proper procedure should be to advise the municipality concerned that it has full power to receive personal property donated to it without the intervention of the Chief Executive or Department Head. Instead of saying "the same is hereby approved" or "this Office will offer no objection thereto," why not advise the local official or entity concerned that the matter is one that needs no approval by the National authorities, or inform him of what to do? This brings into study the advisability of creating a municipal research service in the National Government. This proposition needs extended discussion. For the present, suffice to say, the complex nature of the science of municipal government administration calls for just such a unit if it is desired to deal with municipal problems scientifically and not politically. Some of its functions should be to acquaint local officials with new ideas and plans; to draft resolutions and ordinances; and to furnish them with all available information or statistics relative to a certain municipal activity.

Suggested Reforms

The foregoing observations point to certain quite feasible reforms, namely, the vitalization of the presumption in

(Continued on page 39)

Greetings to the Local Government Review

from

San Jose Rice Mill

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Balanga Power Plant Co., Inc.

Balanga, Bataan

— o —

Hon. EMILIO Ma. NAVAL

Governor of Bataan

Dr. PRIMITIVO LACSON

Member of the Provincial Board

Atty. SIMEON RAYA

Member of the Provincial Board

Municipal

favor of exercise of corporate as well as governmental powers by the provinces and municipalities; exercise of the least degree of supervision and control as enjoined by President McKinley or, in the language of the Malolos Constitution, "as long as the provinces and municipalities did not override the limits of their powers;" recognition of clear-cut definition or delimitation of the dual functions of such political units, one as agency of the State and the other as the organ of community life; adoption of a system of enumeration of restrictions of powers that cannot be exercised instead of the present system of enumerating what can be exercised; supervision by means of report and audit instead of specifying procedure in advance; creation of municipal government research service; careful selection of officials called upon to assist in technical capacity the administration of the political units with a view to engaging those not schooled in too much bureaucratic routine and practice but imbued with honest endeavor not to swallow the exigencies of politics for personal aggrandizement, ambition or safety; revocation of unnecessary and overlapping circulars, numbered or unnumbered, or regulations especially those which would restore the budgetary powers of the provinces and municipalities as enjoyed by them before the economic depression; coordination of circulars or regulations coming from various National offices covering the same subject-matters; and revision of certain laws with a view to making the provinces and municipalities responsible for the success or failure of their operation. For the present, the approval of the provincial board and/or Department Head concerned may be dispensed with in the following cases: execution of deeds of conveyance of real property; holding of special sessions (approval required by administrative requirement, otherwise the board has complete power); detail of board member to perform ministerial duty; appropriation for general welfare, auditing requirements being sufficient check of extravagance or irregularity or illegality; loan to municipal-

ities by province; investment of fixed deposits in Philippine National Bank; fixing of salaries of municipal officials in capitals, the limitation being already in the law itself; convocation of municipal mayors beyond a certain number of meetings; deposit of surplus funds; disestablishment of exhibition fund; appropriation for non-Christians; loan to municipalities from municipal deposits; granting of per diems of councilors; appointments not falling under exceptional cases; confinement of municipal prisoners in provincial jails; confinement of provincial prisoners in municipal jails; use of permanent public improvement fund for peremptory needs; and municipal appropriation for exhibition purposes. Finally, it is high time to evolve a system designed to bring out the business aspects of government, including the grant of ample assessment and taxation powers, and to make each political unit self-sustaining and independent from any financial aid from the National government.

Human Behavior

The essential core or vitalizing force in local government is the sense of community existing between the citizen and the association of that sense to an orderly organization. It would be well, therefore, to understand the social changes, hear the currents of public opinion and adjust the government to the changing ideologies of the people. For, after all, the truth is that the fundamental problem in local government administration is that of human behavior. "Like people, like government," said Rizal, paraphrasing a popular adage. Rizal said further: "Peoples and government are correlated and complementary; a fatuous government would be an anomaly among a righteous people, just as a corrupt people cannot exist under just rulers and wise laws." Hence it has been observed that instead of being only an artificial personality (the legal concept), a city, province, or municipality is a living, acting energy, a thing somewhat turbulent or moving more or less consistently along a marked path; a thing of mind, of morals and spirit with varied interwoven interests, political and legal, economic and social,

(Continued on page 69)

THEORY vs. EXPERIENCE

A LITTLE experience often upsets a lot of theory.

A woman spent a great deal of her leisure time campaigning against capital punishment. She never let an opportunity pass to sign a petition or an appeal to a governor for the commutation of the sentence of a murderer.

She became a great admirer of a roted lawyer, famous because he defended two notorious murderers, and when this lawyer visited her city she arranged for an introduction in order that she might compliment him.

A few days after she had met this lawyer, and was still under the spell of his personality, her son, a young man of twenty-two, just out of college, was held up, beaten and robbed by a couple of thugs.

Instantly her views toward capital punishment changed. She favored hanging, quartering, and boiling in oil for the assailants.—From *The William Featner Magazine*.

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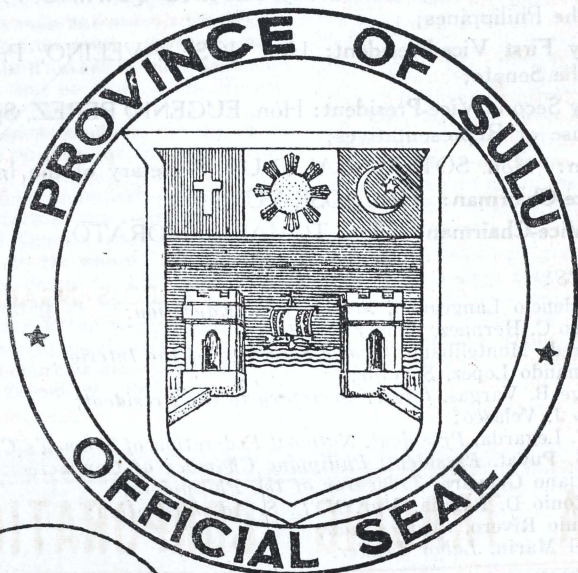
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OFFICE OF THE PRESIDENT
OF THE PHILIPPINES
MALACANAN

PHILIPPINE HERALDRY COMMITTEE



ACTUAL SIZE

FOR THE PHILIPPINE HERALDRY COMMITTEE

APPROVED

BY AUTHORITY
OF THE PRESIDENT

Emilio Abello
EMILIO ABELLO
EXECUTIVE SECRETARY

Gilbert S. Perez
GILBERT S. PEREZ
TECHNICAL ADVISER
AND ACTING SECRETARY

New Year's Greetings
To The People Of The Philippines From
THE QUEZON MEMORIAL COMMITTEE

Honorary President: His Excellency, ELPIDIO QUIRINO, President of the Philippines;

Honorary First Vice-President: Hon. JOSE AVELINO, President of the Senate;

Honorary Second Vice-President: Hon. EUGENIO PEREZ, Speaker, House of Representatives;

Chairman: Hon. SOTERO BALUYUT, Secretary of the Interior;

First Vice-Chairman: Hon. JOSE YULO;

Second Vice-Chairman: Hon. TOMAS B. MORATO.

MEMBERS:

Hon. Prudencio Langcaun, *Secretary of Education;*

Hon. Pedro C. Hernaez, *former Senator;*

Hon. Alfredo Montelibano, *former Secretary of the Interior;*

Hon. Fernando Lopez, *Senator;*

Hon. Jorge B. Vargas, *former Secretary to the President;*

Dr. Pedro J. Velasco;

Mrs. T. F. Legarda, *President, National Federation of Women's Clubs;*

Mr. Gil J. Puyat, *President, Philippine Chamber of Commerce;*

Mr. Marciano Guevara, *Treasurer of the Philippines;*

Atty. Antonio D. Pagua, *Mgr. N. L. S. Administration;*

Mr. Antonio Rivero, *Businessman;*

Mr. Angel Marin, *Labor Leader.*

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Atty. Pedro Fuentes, for Visayas;

Ex-Governor Patricio Fernandez, for Mindanao.

TREASURER: Mr. Marciano Guevara, *Treasurer of the Philippines.*

AUDITOR: Mr. Jose V. Velasco.

Let us contribute to the Quezon Memorial Fund for the erection of a Quezon Memorial Foundation containing his statue and mausoleum, a Quezonian Library and Museum, a Gallery of National Heroes, and an Institution of Beneficence.

General Headquarters:
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Tel. 3-24-18

PUNCTUALITY

PRESIDENT QUEZON was at that time fiscal of Mindoro. He was allowed to spend several days of vacation in his home province of Tayabas at the expiration of which he immediately returned to his assignment via Batangas where he boarded a small boat for Calapan.

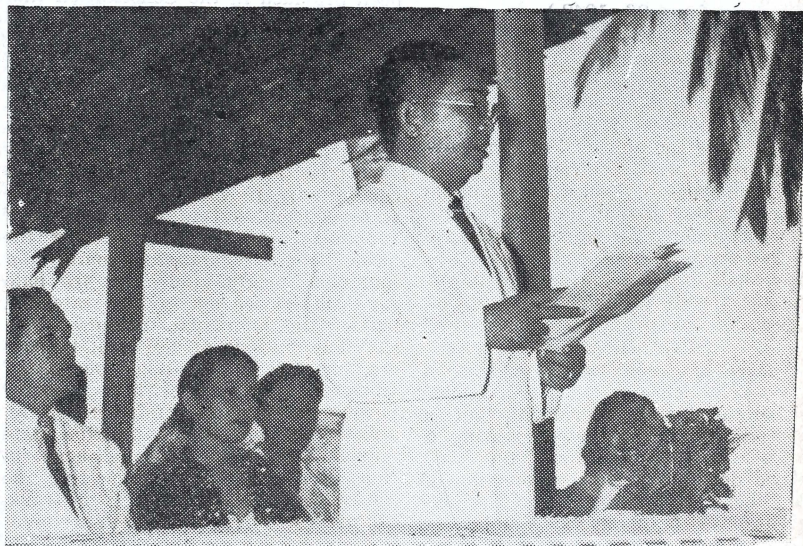
Due to low tide, the boat was not able to dock near the shore. Impatiently, Fiscal Quezon approached the patron of the boat and asked if something could be done so that he could land. He was told that the boat had to wait for high tide in order to come close to the shore.

Without waiting for the tide to rise and fearing that he would be late to office and miss an important trial which he had to face at the court that morning, Fiscal Quezon jumped overboard and swam to the shore.

Dripping down to his toes, Fiscal Quezon arrived in his office on time and had to ask the permission of the Judge to change his clothes for dry ones before the court session was opened.—*Enrique Zalamera Sr., Pagsanjan, Laguna.*

CAUSE OF NATIONAL BACKWARDNESS

All of the little progress that the Filipinos have had in these three centuries of Spanish rule is due, as I see it, to the fact that our gifted men died leaving us nothing except their fame. We have had men of very great intelligence. We have had Pimpin, a Dr. Pilapil, a Padre Pelaez, a Padre Garcia, a Dr. Josen, etc. We still have a Benedicto Luna, a Lorenzo Francisco, and others; and yet all that these men studied, yearned, and discovered will die in them and will end with them, and we shall go back to begin again the study of life. There is thus in the Philippines an *individual* progress or betterment but there is no *national, general* progress. This is the reason that it is the individual alone who is improved and not the species.—JOSE RIZAL in his letter to Father Vicente Garcia, Madrid, January 7, 1891.



Delegate Jesus O. Serrano of the Department of the Interior Speaking at the ceremonies at Taganak in connection with the formal transfer of the Turtle Islands from the British Government to the Republic of the Philippines on June 26, 1948. See Executive Orders Nos. 95, s. 1947 and 130, s. 1948.

The MUNICIPAL POLICE LAW Annotated

By JUAN F. RIVERA
Ph. B., B. S. E., LL. B., (U. P.)
Member of the Philippine Bar and
Chief, Provincial Division,
Department of the Interior.

(Formerly Chief, Administrative Section, Division of Provincial and Municipal Finance, Department of Finance; Assistant, Division of Public Order, Assistant Chief, Provincial Division, and Assistant Chief, Law Division, Department of the Interior; Chief Clerk (Manila Office) and Administrative Officer (Baguio Office). "Ministry of Home Affairs"; and Investigator, Administrative Division, and Chief, Law Division, Department of the Interior.)

PART I

MUNICIPAL POLICE

(Being Article XI, Chapter 57, Title IX, Book III of the Administrative Code, as amended up to June 26 1948.)

SEC. 2258. *Constitution of police force of municipality.*—In each municipality there shall be a chief of police and such number of policemen as the council, with the approval of the provincial board, shall determine.

All members of said force shall be peace officers. It shall be their duty to preserve order and exercise vigilance in the prevention of public offenses. They shall exercise the general power to make arrests and seizures according to law.

ORGANIZATION

Nature of police system and functions.—The police system is not a matter of local self-government, but a state affair. State laws creating a police system rest upon the well settled doctrine that the protection of life, liberty and property and the preservation of the public peace and order in every part, division and subdivision of the state, is a governmental obligation which belongs to the state and not

PRONUNCIAMENTOS

President Elpidio Quirino—*I'm going to watch every provincial official. As long as you are doing your duty and not enhancing your political interests, I will back you up. The minute you allow politics to come in, sacrificing the peace and order program, I will act swiftly and oust you.*

Jose Rizal—*Certainly the vices of a government are fatal to it and cause its death, but they also kill the society in whose womb they are developed. With an immoral government goes a demoralized people; with a conscienceless administration go greedy, servile citizens; in the towns, bandits; and thieves in the mountain! As the master, so is the slave! As the government, so is the country!*

Manuel L. Quezon—*You may play politics with some people, but you cannot play politics with everybody. Your best politics is justice and efficiency in the service.*

to the local government.¹ Hence it has been provided in the Constitution that the Government shall organize and maintain a national police force to preserve public order and enforce the law.² But the maintenance of a police force is a proper power which may be constitutionally committed to a municipal corporation, and, in harmony with our governmental system, it has been so committed. In theory, policemen are state officers, but in fact their chief function is to aid in enforcing the local police regulations, mainly of municipal origin, and they are paid for such service not by the state, but out of the municipal treasury, from the contributions of the local taxpayers, for strictly "municipal purposes." However, consistent with its plenary powers as to state affairs unless restricted by the constitution, the state may take from the municipal corporation its charter power respecting the control of the police, and order the transfer of the property of the department to the new department created by the state, since such charter leaves the property still vested in the public.³

Police Law

Thus in 1936, Commonwealth Act No. 88 converted the local police into State Police but the same force was later returned to the control of the municipalities and cities by Commonwealth Act No. 343, subject to such regulations governing appointment, organization, and administration as the corresponding head of department,⁴ with the approval of the President may prescribe,⁵ among which are those provided in Executive Order No. 175, series of 1938.

Determination of strength of force.—It is the mandatory duty of the municipal council to establish and maintain an efficient police department.⁶ The determination of the strength of the force is restricted by the limitation upon the amount expendable for salaries and wages imposed by section 2299 of the Administrative Code and by Republic Act No. 160 which does not provide for the positions of lieutenant in second class municipalities, sergeant in third class municipalities, and either position in fourth as well as fifth class municipalities. Where the local funds are insufficient to bear the expense, the provincial board may make appropriations from the provincial general funds for the organization, equipment and maintenance of the force.⁷

Extent of intervention of provincial board.—In providing that the municipal council with the approval of the provincial board, shall determine the number of policemen in each municipality, the Legislature did not intend to make the provincial board a co-legislative body with the municipal council in the determination of the number of policemen in a municipality, but simply to provide a check against an undue use of the power vested in the municipal council. So, in deciding an appeal by a municipal council from the disapproval by the provincial board of the resolution of said council suppressing the position of sergeant of police, the Chief

of the Executive Bureau (now Secretary of the Interior) could legally sustain the council.⁸

Secret service force.—Municipalities are not authorized to create a secret service force in their police service unlike in the case of cities where their charters so provide. However, special policemen may be employed subject to the provisions of Executive Order No. 175, series of 1938.⁹

Rural policemen.—The municipal police force contemplated in the Revised Administrative Code refers only to members, regular or special, who have been duly appointed pursuant to Section 2259 of the same code and Executive Order No. 175, series 1938. Rural policemen are those civic-spirited barrio residents who are designated either by a municipal councilor or barrio lieutenant to assist peace officers in the maintenance of peace and order in their respective localities. They also serve as town criers in their respective localities and to act as orderlies to the rural council when it holds sessions. Their designation as such rural policemen carries with it no police authority of any kind. They are not entitled to wear the policemen's badges. On the query whether rural police falls within the purview of the municipal police as defined in the Revised Administrative Code, the answer is in the negative.¹⁰

Abolition of position.—A municipal council has no authority to abolish the position of chief of police.¹¹ Neither can it abolish the position of lieutenant of police in first class municipalities, sergeant in first and second class municipalities, and corporal in first, second and third class municipalities, inasmuch as these positions are provided for in Republic Act No. 160. The council may, however, abolish the position of policeman with the approval of the President of the Philippines.¹²

1. See Sec. 203, Vol. I, McQuillin, Mun. Corp. 2d Rev. Ed.

2. Sec. 9, Art. XIV, Constitution of the Philippines.

3. Sec. 203, Vol. I, McQuillin, Mun. Corp., 2d Rev. Ed.

4. Sec. Int., Ex. Ord. 176, s. 1939.

5. Sec. 6, C. A. 343.

6. Sec. 2242(d), Adm. Code.

7. Sec. 2105(c), id.

8. Op. Atty. Gen., Oct. 4, 1924.

Police Law

Nature of office of policeman.—A policeman is not an authority as defined in the Penal Code, but an agent of an authority.¹³ Neither is he an administrative or judicial officer in the sense which that word is used in Article 326 of the Penal Code, regarding the crime of '*acusación o denuncia falsa*.'¹⁴ Therefore, one who makes complaint to a policeman, granting that it be false, is not liable to prosecution under said

article 326.¹⁵

A member of a police force is subordinate to that of a member of the municipal council. The position cannot consequently be occupied by a vice-mayor or by any councilor for "it is very probable that one person could not faithfully and impartially perform the duties of both offices, as they are inconsistent and repugnant to each other."¹⁶

[To be continued]

9. 2nd Ind. Nov. 20, 1946, of Sec. of Int. to Prov. Gov. of Capiz.
10. Op. Staff Judge Advocate, PC, Oct. 23, 1948 and Dec. 9, 1948.
11. Op. Atty. Gen., September 28, 1922.
12. Par. 18, Executive Order 175, s. 1938.
13. U. S. v. T aylor, 6 Phil., 162.
14. Viada, vol. 2, 476.
15. U. S. v. Quiroga, 7, Phil., 390.
16. I. Op., Atty. Gen. p. 555.

Strength

order under the present circumstances is a strong domestic policy for the preservation of our ideals and institutions and for the permanence of peace and prosperity in this our God-given land.

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PROBABLE CIVIL SERVICE EXAMINATION QUESTIONS FOR POLICEMAN

(Note: In the Civil Service Examinations for Patrolman given by the Bureau of Civil Service on November 13 and December 4, 1948, the competitors were examined in "General Tests" and "Physical condition" with relative weights of 60 and 40, respectively. "General Tests" cover the subjects of Philippine civics, history and government, and police matters in general. Questions and answers on any of the aforementioned subjects in "General Tests" will be published in this Review.)

PHILIPPINE GOVERNMENT

Write/Say TRUE if the statement is correct and FALSE if the statement is wrong and write/say the word or words that make the statement correct. DON'T GUESS! (Check your answers elsewhere in this issue).

1. The highest official in the Philippine Government is the President of the Senate.
2. The President of the Philippines is elected for a term of four years by direct vote of the people.
3. Sotero Baluyut is the Secretary of Public Works and Communications.
4. The Bureau of Civil Service is directly under the Office of the President of the Philippines.
5. The Justice of the Peace is appointed by the Judge of First Instance.
6. A provincial government can sue and be sued.
7. The appointive provincial officials hold office for a term of four years.
8. The Provincial Governor, being the presiding officer of the Provincial Board, cannot vote on measures considered by that body.
9. The Provincial Board can organize a provincial police force.
10. The Provincial Auditor is the chief collector of revenues in the province.
11. The mayor, the vice-mayor, and the councilors of a municipal district are elected by the voters at large.

12. A municipal government can expropriate a private property for school site.
13. A soldier in active service is eligible to election to a municipal office.
14. The Provincial Governor can dismiss a municipal chief of police at pleasure.
15. A policeman is subordinate to the Municipal Council.
16. The establishment of an efficient police force is discretionary to the Municipal Council.
17. Taxation must be uniform.
18. The Philippine Government is characterized as oligarchic.
19. Until the late nineteenth century, the highest town official in this country was the *cabeza de barangay*.
20. The Chief Justice of the Supreme Court is the Chairman or presiding officer of the Council of State.

Explanatory note

(Continued from page 16)

also, a municipality just raised in class may in the following year be again further placed in a higher category if the average of its revenues for the last preceding three consecutive years so warrant. One clear salutary purpose of the proviso in section two of the bill is to urge the local government officials to tap more sources of income and spur a continuous, vigorous campaign to collect all revenues authorized by laws and ordinances, with a view to raising the category of their own province or municipality every year."

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Bacarra, I. Norte

ANSWERS TO QUESTIONS IN
PHILIPPINE GOVERNMENT

1. False. The President of the Philippines.
2. True.
3. False. Secretary of the Interior.
4. True.
5. False. By the President of the Philippines with the consent of The Commission on Appointments.
6. True.
7. False. During good behavior.
8. False. He can vote.
9. False. It cannot.
10. False. The Provincial Treasurer.
11. False. Appointed by the Secretary of the Interior.
12. True.
13. False. The law prohibits.
14. False. By the Bureau of Civil Service for cause.
15. True.
16. False. Mandatory.
17. True.
18. False. Republican.
19. False. Gobernadorcillo.
20. False. The President of the Philippines.

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5. Board Member Anselmo Makil, Second Vice-President
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7. Provincial Secretary Atty. Expedito Cadena, Executive Secretary
8. Governor's Priv. Secretary Victor Dario, Assistant Secretary
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10. Asst. Prov. Treasurer Jose Cabaldon, First Asst. Treasurer
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12. Prov. Auditor Mauro Rosario, Auditor
13. Atty. Primitivo Singson and Atty. Jose Singson, Technical Advisers
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Actg. Prov. Fiscal Atty. Jesus Quintillan
Register of Deeds Atty. Paz L. Argel
Public Defender Atty. Jose Ponce
Prov. Int. Rev. Agent Mr. Estrella
Deputy Governor Juan Moreno
Adult Education Supervisor Celestino Bueno
Weather Bureau Chief Ramirez
Bureau of Post Inspector Navarro
Narcic Manager Atty. Plegunte Ines
Cebu Portland Manager Marcelino Tongson
PRATRA Manager Jose Clarin
Postmaster Gabriel Ichon
Prov. Forester Tranquillino Orden
Agr. Prov. Supervisor Constante Valera
Animal Industry Chief Benavidez and
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HISTORICAL FACTS AND DOCUMENTS

Republic of the Philippines
COMMISSION ON ELECTIONS
Manila

(Election of Nov. 11, 1947)

	<i>Votes Obtained</i>
<i>Abra</i>	
Provincial Governor: Luis F. Bersamin (L)	9,224
Provincial Board Member: Prisco Batoon (L)	9,277
Provincial Board Member: Luis Bernardez (L)	5,698
<i>Agusan</i>	
Provincial Governor: Servando Jongko (L)	12,536
Provincial Board Member: Jorge P. Satorre (L)	9,499
Provincial Board Member: Pastor Ago (L)	9,175
<i>Albay</i>	
Provincial Governor: Venancio P. Ziga (L)	27,816
Provincial Board Member: Alfredo Caldino (L)	19,252
Provincial Board Member: Silvino Samson (L)	18,668
<i>Antique</i>	
Provincial Governor: Alberto A. Villavert (L)	15,193
Provincial Board Member: Josue L. Cadio (N)	15,509
Provincial Board Member: Juan Tordesillas (L)	13,419
<i>Bataan</i>	
Provincial Governor: Emilio Naval (L)	10,316
Provincial Board Member: Primitivo Lacon (L)	5,897
Provincial Board Member: Simeon I. Raya (L)	5,362
<i>Batanes</i>	
Provincial Governor: Eugenio Agudo (L)	1,028
Provincial Board Member: Sotero Faronilo (L)	719
Provincial Board Member: Bernardo Cataluña (L)	691
<i>Batangas</i>	
Provincial Governor: Feliciano Leviste (N)	43,713
Provincial Board Member: Maxima G. Reyes (N)	20,721
Provincial Board Member: Francisco G. Perez (L)	15,621
<i>Bohol</i>	
Provincial Governor: Jacinto C. Borja (L)	38,266
Provincial Board Member: Proculo B. Fuentes (L)	26,259
Provincial Board Member: Diosdado Delima (N)	25,697
<i>Bukidnon</i>	
Provincial Governor: (Appointive)	
Provincial Board Member: Ramon Onahon (N)	3,512
Provincial Board Member: Amado Santiago (L)	1,715
<i>Bulacan</i>	
Provincial Governor: Fortunato F. Halili (L)	58,641
Provincial Board Member: Francisco L. Santos (L)	38,473
Provincial Board Member: Jose Ligon (L)	33,132
<i>Cagayan</i>	
Provincial Governor: Nicasio Arranz (L)	24,322
Provincial Board Member: Roberto Avena (L)	18,644
Provincial Board Member: Federico Navarro (L)	15,967
<i>Camarines Norte</i>	
Provincial Governor: Wilfredo Panotes (N)	6,859
Provincial Board Member: Eugenio Dasco (YP)	7,230
Provincial Board Member: Manuel Lopez (N)	6,269

(Continued on page 53)

Greetings to:

The Local Government Review

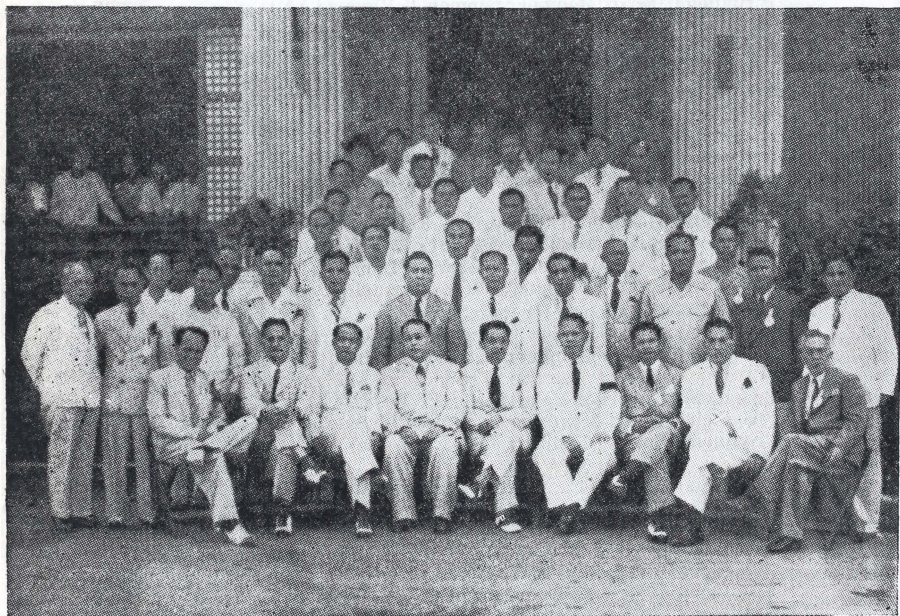
and

To All Provincial, City and
Municipal Officials

from

Hon. FRANCISCO ORTEGA

Speaker-Pro-Tempore



The Provincial Governors and City Mayors at Malacañan Park a year ago.

Election**Camarines Sur**

Provincial Governor: Jose U. del Gallego (L)	39,490
Provincial Board Member: Anastacio M. Prila (L)	36,769
Provincial Board Member: Gregorio O. Balatan (L)	34,831

Capiz

Provincial Governor: Ludovico Hidrosollo (L)	40,670
Provincial Board Member: Eduardo Abalo (L)	41,210
Provincial Board Member: Getulio Z. Guevarra (L)	38,781

Catanduanes

Provincial Governor: Alfonso V. Usero (N)	8,001
Provincial Board Member: Severiano de Leon (L)	8,705
Provincial Board Member: Maria P. Francisco (N)	8,257

Cavite

Provincial Governor: Dominador Camerino (L)	42,403
Provincial Board Member: Augusto de la Rosa (L)	35,799
Provincial Board Member: Mariano Villanueva (L)	29,917

Cebu

Provincial Governor: Manuel Cuenco (L)	89,185
Provincial Board Member: Luis V. Espina (L)	82,777
Provincial Board Member: Honorato Hermosisima (L)	82,373

Cotabato

Provincial Governor: (Appointive)	
Provincial Board Member: Datu Mantil Dilangalen (L)	19,711
Provincial Board Member: Jose S. Lim (L)	17,207

Davao

Provincial Governor: Ricardo Miranda (N)	10,309
Provincial Board Member: Ismael L. Velloso (N)	9,007
Provincial Board Member: Gregorio Dacuycuy (L)	8,044

Ilocos Norte

Provincial Governor: Primo Lazaro (L)	16,267
Provincial Board Member: Antonio Foronda (N)	18,464
Provincial Board Member: Jose Evangelista (L)	18,369

Ilocos Sur

Provincial Governor: Perfecto Faypon (L)	24,463
Provincial Board Member: Anselmo Makil (N)	23,448
Provincial Board Member: Pablo C. Sanidad (L)	21,247

Iloilo

Provincial Governor: Mariano Peñaflores (L)	71,792
Provincial Board Member: Severino Ferraris (L)	59,595
Provincial Board Member: Juan Deza (L)	49,121

Isabela

Provincial Governor: Silvino M. Gumpal (L)	10,814
Provincial Board Member: Delfin Albano (L)	11,790
Provincial Board Member: Tranquilino Madamba (None)	10,246

Laguna

Provincial Governor: Dominador E. Chipeco (N)	36,205
Provincial Board Member: Artemio B. Fule (N)	23,441
Provincial Board Member: Emeterio Rellosa (N)	16,664

Lanao

Provincial Governor: (Appointive)	
Provincial Board Member: Datu L. Marohombsar (L)	103,240
Provincial Board Member: Datu Ambulo Maruhom (L)	72,877

La Union

Provincial Governor: Doroteo Aguila (N)	26,692
Provincial Board Member: Juan Carbonell (N)	27,344
Provincial Board Member: Julian Rimando (N)	18,404

Election*Leyte*

Provincial Governor: Mamerto Ribo (L)	59,073
Provincial Board Member: Pacifico Ibañez (N)	40,261
Provincial Board Member: Rufo Raga (L)	38,429

Marinduque

Provincial Governor: Cesar Nepomuceno (L)	9,979
Provincial Board Member: Manuel Madrigal (None)....	6,361
Provincial Board Member: Sabino Reforma (L)	6,055

Masbate

Provincial Governor: Mateo S. Pecson (L)	14,167
Provincial Board Member: Severo Castillo (L)	6,989
Provincial Board Member: Ramon Alejo (N)	5,737

Mindoro

Provincial Governor: Conrado Morente (L)	17,132
Provincial Board Member: Domingo Caballero (L)	11,791
Provincial Board Member: Romeo Venturanza (L)	11,780

Misamis Occidental

Provincial Governor: Gedeon Quijano (L)	12,381
Provincial Board Member: Edilberto R. Lumasag (L)....	11,003
Provincial Board Member: Rufino Galindo (L)	10,808

Misamis Oriental

Provincial Governor: Pacencio G. Ysalina (N)	15,235
Provincial Board Member: Felicisimo E. Aguilar (N)	12,791
Provincial Board Member: Roque C. Chaves (N)	10,164

Mountain Province

Provincial Governor: (Appointive)	
Provincial Board Member: Serafino Buangan (L)	9,774
Provincial Board Member: Santiago Balajo (L)	6,347

Negros Occidental

Provincial Governor: Rafael Lacson (L)	115,492
Provincial Board Member: Francisco Ferrer (L)	102,877
Provincial Board Member: Juan Aritao (L)	78,229

Negros Oriental

Provincial Governor: Praxedes T. Villarueva (L)	24,728
Provincial Board Member: Pedro A. Baroquillo (L)....	22,149
Provincial Board Member: Jose Gamu (N)	20,520

Sub-province of Siquijor (Negros Oriental)

Lieutenant Governor: Marcial Paling (L)	2,799
Special Board Member: Telesforo Lumacad (L)	2,778

Nueva Ecija

Provincial Governor: Juan O. Chioco (N)	33,047
Provincial Board Member: Meliton G. Rigor (L)	28,538
Provincial Board Member: Sixto Lustre (N)	24,840

Nueva Vizcaya

Provincial Governor: Jose A. Madarang (L)	7,382
Provincial Board Member: Felipe B. Moscoso (None)	6,188
Provincial Board Member: Benjamin S. Coloma (L)	5,000

Palawan

Provincial Governor: Alfredo Abueg (L)	7,028
Provincial Board Member: Epifanio Bagomboy (N)	6,144
Provincial Board Member: Francisco Lagan (L)	5,987

Pampanga

Provincial Governor: Jose B. Lingad (L)	27,191
Provincial Board Member: Rafael Lazatin (L)	23,751
Provincial Board Member: Artemio C. Macalino (L)	19,022

Election

<i>Pangasinan</i>		
Provincial Governor: Enrique Braganza (L)		94,465
Provincial Board Member: Vicente E. Soliven (L)		91,695
Provincial Board Member: Miguel de Vera (L)		87,902
<i>Quezon</i>		
Provincial Governor: Gregorio Santayana (L)		34,849
Provincial Board Member: Alfredo Cabungcal (L)		32,707
Provincial Board Member: Ramon Ingente (L)		30,907
<i>Rizal</i>		
Provincial Governor: Sixto Antonio (L)		58,623
Provincial Board Member: Enrique L. Reyes (L)		38,956
Provincial Board Member: Candido Perez (L)		38,006
<i>Romblon</i>		
Provincial Governor: Jovencio Q. Mayor (L)		7,877
Provincial Board Member: Democrito M. Castro (L)		6,092
Provincial Board Member: Juan R. Rovira (L)		4,960
<i>Samar</i>		
Provincial Governor: Baltazar Avelino (L)		55,361
Provincial Board Member: Albino M. Duran (L)		45,007
Provincial Board Member: Leocadio S Tanseco (L)		42,440
<i>Sorsogon</i>		
Provincial Governor: Salvador Escudero (L)		27,286
Provincial Board Member: Bartolome Lee (L)		24,858
Provincial Board Member: Irineo Erestain (L)		23,783
<i>Sulu</i>		
Provincial Governor: (Appointive)		
Provincial Board Member: Akuk Sangkula (L)		9,557
Provincial Board Member: Kalingalan Calauang (L)		7,414
<i>Surigao</i>		
Provincial Governor: Vicente L. Pimentel (L)		20,492
Provincial Board Member: Jose Arreza (N)		18,146
Provincial Board Member: Pedro Escuyos (L)		16,159
<i>Tarlac</i>		
Provincial Governor: Antonio E. Lopez (L)		31,117
Provincial Board Member: Ricardo Navarro (L)		25,177
Provincial Board Member: Jose Y. Feliciano (L)		21,303
<i>Zambales</i>		
Provincial Governor: Guillermo de los Reyes (L)		10,426
Provincial Board Member: Gregorio Dolojan (none)		11,082
Provincial Board Member: Juan Arbizo (L)		9,098
<i>Zamboanga</i>		
Provincial Governor: Felipe B. Azcuna (L)		14,858
Provincial Board Member: Romulo E. Garrovillo (L)		10,318
Provincial Board Member: Braulio Villasis (L)		8,457

GREETINGS TO**THE LOCAL GOVERNMENT REVIEW**

May this be just the beginning of a greater and far richer field of service and success in local government administration!

FERNANDO LOPEZ
Senator

DATES OF OCCUPATION & LIBERATION OF PROVINCES & CITIES

Republic of the Philippines
DEPARTMENT OF THE INTERIOR
Manila

August 12, 1948

DEPARTMENT ORDER)
No. 25)

For the information of all concerned, dates, furnished by the Provincial of the occupation by, and liberation initials and chartered cities, to wit:

publication is hereby made of the Governors and City Mayors concerned, from, the enemy of all provincial cap-

PROVINCE	CAPITAL	OCCUPATION	LIBERATION
1. Abra	Bangued	February 15, 1942	April 4, 1945
2. Agusan	Butuan	May 16, 1942	July 1, 1945
3. Albay	Legaspi	December 12, 1941	April 1, 1945
4. Antique	San Jose	April 17, 1942	April 29, 1945
5. Bataan	Balanga	January 26, 1942 (1)	February 15, 1945
6. Batanes	Basco	December 8, 1941	September 23, 1945
7. Batangas	Batangas	January 1, 1942	March 11, 1945
8. Bohol	Tagbilaran	May 5, 1942	May 25, 1945
9. Bukidnon	Malaybalay	May 11, 1942	May 27, 1945
10. Bulacan	Malolos	January 1, 1942	February 1, 1945
11. Cavayan	Tuguegarao	December 12, 1941	June 25, 1945
12. Camarines Norte	Daet	December 18, 1941	May 16, 1945
13. Camarines Sur	Naga	December 14, 1941	May 4, 1945
14. Capi	Capiz	April 16, 1942	March 18, 1945
15. Catanduanes	Virac	December 12, 1941	February 8, 1945
16. Cavite	City of Cavite	January 2, 1942	March 20, 1945
17. Cebu	City of Cebu	April 10, 1942	March 26, 1945
18. Cotabato	Cotabato	April 29, 1942	April 17, 1945
19. Davao	City of Davao	December 20, 1941	May 2, 1945
20. Ilocos Norte	Laoag	December 12, 1941	February 13, 1945
21. Ilocos Sur	Vigan	December 10, 1941	April 18, 1945
22. Iloilo	City of Iloilo	April 16, 1942	March 22, 1945
23. Isabela	Ilagan	May 15, 1942	June 19, 1945
24. Laguna	Sta. Cruz	January 5, 1942	April 11, 1945
25. Lanao	Dansalan	May 8, 1942	April 10, 1945
26. La Union	San Fernando	December 22, 1941	March 23, 1945
27. Leyte	Tacloban	May 25, 1942	October 24, 1944
28. Marinduque	Boac	July 7, 1942	January 10, 1945
29. Masbate	Masbate	January 7, 1942	April 3, 1945
30. Mindoro	Calapan	February 27, 1942	January 24, 1945
31. Misamis Occ.	Oroquieta	June 13, 1942	May 9, 1945
32. Misamis Or.	Cagayan	May 3, 1942	May 11, 1945
33. Mountain Prov.	Bontoc	May 5, 1942	July 10, 1945
34. Negros Occ.	City of Bacolod	May 21, 1942	March 29, 1945
35. Negros Or.	Dumaguete	May 26, 1942	April 26, 1945
36. Nueva Ecija	Cabanatuan	January 1, 1942	February 1, 1945
37. Nueva Vizcaya	Bayombong	January 30, 1942	June 7, 1945
38. Palawan	Puerto Princesa	May 18, 1942	March 1, 1945
39. Pampanga	San Fernando	January 2, 1942	January 29, 1945
40. Pangasinan	Lingayen	December 26, 1941	January 15, 1945
41. Quezon	Lucena	December 26, 1941	April 4, 1945
42. Rizal	Pasig	January 2, 1942	February 23, 1945
43. Romblon	Romblon	March 21, 1942	March 12, 1945
44. Samar	Catbalogan	May 24, 1942	December 20, 1944
45. Sorsogon	Sorsogon	December 14, 1941	June 1, 1945 (1)
46. Sulu	Jolo	December 25, 1941	April 9, 1945
47. Surigao	Surigao	May 23, 1942	July 13, 1945
48. Tarlac	Tarlac	December 30, 1941	January 20, 1945
49. Zambales	Iba	March 24, 1942	March 2, 1945
50. Zamboanga	Dipolog	March 2, 1942	September 1, 1945

CHARTERED CITIES

CITY	DATE OF OCCUPATION	DATE OF LIBERATION
(a) 1. Manila	January 1, 1942	February 26, 1945
(y) 2. Bacolod	May 21, 1942	March 29, 1945
3. Baguio	December 27, 1941	April 26, 1945 ¹
(y) 4. Cavite	January 2, 1942	March 20, 1945
(y) 5. Cebu	April 10, 1942	March 26, 1945
(z) 6. Dagupan	December 26, 1941	January 15, 1945
(y) 7. Davao	December 20, 1941	May 2, 1945
(y) 8. Iloilo	April 16, 1942	March 22, 1945
(z) 9. Lipa	January 1, 1942	March 11, 1945
(z) 10. Ormoc	May 25, 1942	October 24, 1944
(b) 11. Quezon	January 1, 1942	February 26, 1945
(z) 12. Rizal	January 2, 1942	February 23, 1945
13. San Pablo	December 30, 1941	April 6, 1945
14. Tagaytay	January 2, 1942	April 13, 1945 ¹
15. Zamboanga	March 2, 1942	March 10, 1945

- (a) Please see Republic Act No. 304.
 (y) Please see provinces of which they are capitals.
 (z) Please see provinces to which they belonged prior to their organization after liberation into chartered cities.
 (b) Please see Ex. Or. No. 400, s. 1942, and Republic Act No. 54.
 (1) As corrected upon request of the Provincial Governors/City Mayors concerned.

(Sgd.) JOSE C. ZULUETA
Secretary of the Interior

Compliments of

Atty. Jovencio Reyes
 of Santiago, Ilocos Sur

Law Office: 603 Cataluña, Manila

NOW AVAILABLE Volume I **MUNICIPAL CORPORATION LAW AND JURISPRUDENCE**

By
JUAN F. RIVERA
*Member of the Philippine Bar and Chief,
 Provincial Division, Department of the Interior.*

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COOPERATIVE SERVICE, Publisher
 Cr. San Rafael-Legarda, Manila.

—o0o—
 Note: Purchase of this book by the Local Governments has been authorized by the Department of the Interior in its Provincial Circular of Sept. 1, 1948.

VOLUME II WILL BE OUT NEXT MONTH.

Republic of the Philippines
COMMISSION ON ELECTIONS
Manila

LIST OF CITY COUNCILORS ELECT

MANILA

1. Segundo Agustin (L)
2. Eustaquio C. Balagtas (L)
3. Andres Santamaria (L)
4. Josefina Phodaca (L)
5. Amado Hernandez (N)
6. Salvador Mariño (L)
7. Pedro R. Arenas (L)
8. Vicente G. Cruz (N)
9. Gregorio N. Garcia (L)
10. Isauro M. Santiago (L)

BACOLOD

1. Aniceto B. Parreño (L)
2. Mario Villanueva (L)
3. Maximino Pilarta (L)
4. Santiago Ochoa (L)

BAGUIO

1. Luis L. Lardizabal (N)
2. Roman E. Ayson (L)

CAVITE

1. Zosimo S. Rojas (L)
2. Rizalina B. Poblete (L)
3. Fernando Medina (N)

C E B U

1. Jose Briones (N)
2. Florencio Urot (N)
3. Florentino D. Tecson (N)
4. Eulogio Borres (N)
5. Jose Cavan (N)
6. Carlos Cuizon (N)
7. Eugenio G. Corro (N)
8. Casimiro V. Madarang (L)

DAVAO

1. Carlos Gempesaw (N)
2. Tiburcio Cervantes (L)
3. Carmeo Porras (N)

ILOILO

1. Pascual Espinosa (L)
2. Dominador Jover (L)
3. Joaquin Abanilla (L)
4. Antonio Sanagustin (L)
5. Simplicia Offemaria (I)

L I P A

1. Roman Pilapil (I)
2. Dionisio M. Lingao (I)
3. Alfonso A. Medina (I)
4. Donato M. Guevarra (I)
5. David Valencia (I)

ORMOC

1. Rafael D. Omega (L)
2. Victorino Teleron (N)
3. Guillermo Parrilla (L)
4. Flaviano Montesclaros (L)
5. Pablo Pajaron (L)
6. Margarito Tugonon (L)
7. Cleto Evangelista (L)
8. Esteban Conejos (L)

R I Z A L

1. Adolfo Santos (N)
2. Delfin Sanchez (L)
3. Godofredo del Rosario (N)
4. Irineo Gallegos (L)
5. Artemio Reyes (N)
6. Alipio Pestanas (N)
7. Segundo Acosta (L)

SAN PABLO

1. Irineo Lozada (L)
2. Roque Isla (N)
3. Estanislao Alinea (N)

ZAMBOANGA

1. Jose C. Fernando (L)
2. Tomas F. Ferrer (L)
3. Leocadio Alfaro (N)

COMPLIMENTS OF

Atty. MARCELINO N. SAYO

U. P. Alumnus from Bangued, Abra

formerly

Law Assistant, Department of the Interior
Captain, JAGS, P. A.; Legal Adviser, MPD.

LAW OFFICES:

Bangued, Abra.

Suite 302, Calvo Bldg., Escolta, Manila.

Republic of the Philippines
COMMISSION ON ELECTIONS
Manila

LIST OF MUNICIPAL OFFICIALS ELECT
November 11, 1947 Elections
PROVINCE OF ABRA

BANGUED

Mayor—Beato V. Alberto (L)
Vice-Mayor—Carlos B. Bañez (L)

Councillors:

1. Pedro Bañez (L)
2. Vicente Sta. Maria (L)
3. Maximo Bosque (N)
4. German Bernardez (L)
5. Antonio C. Torrijos (L)
6. Pio Bernardez (L)
7. Decoroso Guzman (L)
8. Honorata Villamor (L)

BUCAY

Mayor—Alfredo B. Gonzalez (L)
Vice-Mayor—Miguel Rosales (L)

Councillors:

1. Crispolo Taberdo (L)
2. Valentin Timbreza (L)
3. Felix Sison (L)
4. Mariano Macabeo (L)
5. Dorotea Rojas (Miss) (L)
6. Francisco Alcaide (L)

DANGLAS

Mayor—Castor Castañeda (N)
Vice-Mayor—Cesario Dumaguinig (I)

Councillors:

1. Damasco Ballad (L)
2. Venancio Dimmeg (L)
3. Gabriel Bringas (N)
4. Coling Mandag (N)

DOLORES

Mayor—Monico Velasco (N)
Vice-Mayor—Santos Barbero (N)

Councillors:

1. Santiago Trinidad (N)
2. Simeon Tubadeza (N)
3. Valentin Testado (L)
4. Melanio Lizardo (N)

LAGAYAN

Mayor—Mingnay Allen (N)
Vice-Mayor—Martin Gandeza (N)

Councillors:

1. Liyog Turqueza (L)
2. Francisco Bernal (L)
3. Felipe Jimenez (N)
4. Garcia (L)

LANGAÑGILANG

Mayor—Eusebio Omli (L)
Vice-Mayor—Respicio Alfiler (L)
Councillors:

1. Agustin Aladin (L)
2. Jacinto Martinez (L)
3. Domingo Edao (L)
4. Carlos Banizal (L)
5. Baldomero Bersalona (L)
6. Bernabe Bal-laso (L)

LAÑGIDEN

Mayor—Longino Tuazon (N)
Vice-Mayor—Francisco Valera (N)
Councillors:

1. Felimon Madriaga (L)
2. Marcos B. Valera (N)
3. Balintag Madpes (L)
4. Benito Paco (N)

LA PAZ

Mayor—Antonio M. Castañeda (N)
Vice-Mayor—Mariano Ola (L)

Councillors:

1. Saturnino Abella (L)
2. Cirilo Dupo (L)
3. Jose Gorospe (L)
4. Florencio Timbreza (L)

LUBA

Mayor—Antonio Biscara (N)
Vice-Mayor—Mauro Mendoza (N)

Councillors:

1. Flinis Sio-angan (L)
2. Domingo Bañes (L)
3. Domagay (N)
4. Dagasen Bigornia (N)

MANABO

Mayor—Triumfo Batoon (L)
Vice-Mayor—Melchor B. Sabaot (L)

Councillors:

1. Macario Batoon (L)
2. Teodoro Biales (L)
3. Luis Balangcad (L)
4. Francisco Cacho (L)

PEÑARRUBIA

Mayor—Candido Sagasag (L)
Vice-Mayor—Santiago Barreras (L)

Councillors:

1. Augusto Asingan (L)
2. Carlos Blanca (L)
3. Esteban Rosario (L)
4. Rufino Madaoi (N)

PIDIGAN*Mayor*—Ludovico H. Anin (L)*Vice-Mayor*—Gaspar Paculan (L)*Councillors*:

1. Benito Purisima (L)
2. Celso Bacaristas (L)
3. Monico Bragas (L)
4. Casimero Bersamina (L)

PILAR*Mayor*—Marcelino Sotelo (L)*Vice-Mayor*—Alfonso Balverde (L)*Councillors*:

1. Alipio Cabanting (L)
2. Antonio Valera (L)
3. Lorenzo Villanueva (L)
4. Victorio Fontanilla (L)
5. Valeriano Belizar (L)
6. Romualdo Alvarado (L)

SAL-LAPADAN*Mayor*—Eduardo Martinez (L)*Vice-Mayor*—Baytoc Bayangan (N)*Councillors*:

1. Juan Banaoa (L)
2. Baydan Gomanab (N)
3. Sebastian Dapit (N)
4. Camalao David (L)

SAN JUAN*Mayor*—Gregorio Tavernier (L)*Vice-Mayor*—Eulalio Bosque (L)*Councillors*:

1. Lola Bragas (L)
2. Jose Tamonte (L)
3. Jose Bona (L)
4. Joaquin Bolante (L)
5. Mauro Ortega (N)
6. Melecio Gandeza (N)

SAN QUINTIN*Mayor*—Nicasio Aznar (L)*Vice-Mayor*—Florentino Jose (N)*Councillors*:

1. Marcelo Diaz (N)
2. Bonifacio Lumapag (N)
3. Felipe Garde (L)
4. Bernardo Jaiver (L)

TAYUM*Mayor*—Felix Tuanquin (L)*Vice-Mayor*—Calixto Fernandez (L)*Councillors*:

1. Benito Alagao (L)
2. Juan Tugadi (L)
3. Tiburcia M. Cariño (Mrs) (L)
4. Gerardo Gallardo (L)
5. Enrique Talledo (N)
6. Lorenzo Tagura (N)

VILLAVICIOSA*Mayor*—Vicente Roman (L)*Vice-Mayor*—Pedro Bumatay (L)*Councillors*:

1. Velasco Pagao (L)
2. Butado Maguinsay (L)
3. Lai Olioan (L)
4. Dameg Maling-an (L)

PROVINCE OF AGUSAN**BUENAVISTA***Mayor*—Juan S. Maestrado (L)*Vice-Mayor*—Macario S. Flores (I)*Councillors*:

1. Pedro Sanchez (L)
2. Alejandro Cabilogan (L)
3. Victorio Abad (L)
4. Juliana R. Kinanahan (L)
5. Ignacio Destreza (L)
6. Jose Apduhan (L)

BUTUAN*Mayor*—Romulo Rosales (N)*Vice-Mayor*—Salvador C. Ciencia (N)*Councillors*:

1. Concepcion C. Montilla (L)
2. Gabriel R. Bana-ag (I)
3. Lodovico N. Patanao (L)
4. Mateo V. Tupaz (N)
5. Gil Villanueva (N)
6. Raymundo G. Regis (L)
7. Desiderio C. Villanueva (L)
8. Cipriano Luna (L)

CABADBARAN*Mayor*—F. C. Dagani (L)*Vice-Mayor*—L. R. Corvera (L)*Councillors*:

1. Benigno Magarin (L)
2. Nestorio D. Mortola (L)
3. Fernando F. Cabonce (L)
4. Bernardo C. Pia (L)
5. Alfonso Dagani (L)
6. Leon Pacot (L)
7. Arsenio Aciga (L)
8. Teofilo D. Curato (N)

JABONGA*Mayor*—Pio A. Monton (L)*Vice-Mayor*—P. A. Bermudez (L)*Councillors*:

1. Marcelo Cabalan (L)
2. Leoncio Rosales (L)
3. Mansueto M. Merdeno (L)
4. Alejandro B. Grama, Jr. (L)
5. Jaime M. Cervantes (N)
6. Sopolin M. Dejolde (L)

NASIPIT*Mayor*—M. B. Timogan (L)*Vice-Mayor*—Basiliso L. Abao (N)*Councillors*:

1. Guillermo Noriega (L)
2. Maximino Felias (L)
3. Catalino Lo-ong (L)
4. Floro S. Bacol (L)
5. Teodoro M. Luneta (L)
6. Benjamin R. Pia (L)

TALACOGON*Mayor*—Vivencio A. Curato (L)*Vice-Mayor*—Luis G. Corvera (L)*Councillors*:

1. Teofilo Beray (N)
2. Valeriano Novo (N)
3. Faustio Mendoza (L)
4. Alfredo Yuchaco (N)

PROVINCE OF ALBAY**BACACAY***Mayor*—Jose V. Lawenko (L)*Vice-Mayor*—Hilario Berango (L)*Councillors*:

1. Eleonor Bellen (L)
2. Bonifacio Belmes (L)
3. Cecilio Cortes (L)
4. Vitaliano Medina (L)
5. Nemesio Buban (L)
6. Salustiano Belgica (N)

CAMALIG*Mayor*—Engracio Vibar (N)*Vice-Mayor*—Benito Bueno (N)*Councillors*:

1. Gerardo Nobleza (N)
2. Felix Segovia (N)
3. Alejandro Herrera (N)
4. Pedro Villanueva (N)
5. Hermogenes Cuachin (N)
6. Silverio Ragos (N)

DARAGA*Mayor*—Felipe Lotivio (N)*Vice-Mayor*—Pedro F. Callos (N)*Councillors*:

1. Honesto de Vera (N)
2. Pedro M. Masayda (N)
3. Antonio Lustado (N)
4. Manuel Espinas (N)
5. Filemon Lorena (N)
6. Amado M. Alcalá (L)

GUINOBATAN*Mayor*—T. O. de los Reyes (L)*Vice-Mayor*—Martin O. Garcia (L)*Councillors*:

1. C. V. Baybay (Mrs.) (L)
2. Deogracias Paulate (L)
3. Antonia R. Opiana (L)

4. Carmen P. Neric (L)

5. Eduardo Olaguera (L)

6. Prescillano Osial (L)

7. Exequiel Bigay (L)

8. Pablo Oroyo (L)

JOVELLAR*Mayor*—Jose N. Ortega (L)*Vice-Mayor*—Abundio Calag (L)*Councillors*:

1. Pusina Clamar (L)
2. Policarpo Marfil (L)
3. Alejo Valenzuela (L)
4. Dalmacio Nuñez (L)
5. Isidoro Paraiso (L)
6. Maximo Cedeno (L)

LEGASPI*Mayor*—H. E. Pareja (L)*Vice-Mayor*—Abelardo Imperial (L)*Councillors*:

1. Primo Barbin (L)
2. Florencio de Vera (L)
3. Abundio Acuña (N)
4. Pedro Abaleta (L)
5. Rafael Santillan (L)
6. David Adornado (L)
7. Claudio Apuli (L)
8. Felixberto Esquivel (L)

LIBOG*Mayor*—Miguel Bustamante (N)*Vice-Mayor*—Felicisimo Banda (L)*Councillors*:

1. Nicolas Lameta (L)
2. Eutiquio Balaoro (L)
3. Leocadia Balanta (L)
4. Segundino Balila (N)
5. Calixto Balean (L)
6. Justiniano Banda (L)

LIBON*Mayor*—Ramon M. Velasco (N)*Vice-Mayor*—Eliseo Serrano (N)*Councillors*:

1. Zosimo Chavez (N)
2. Braulio Sayson (N)
3. Simplicio Satuito (L)
4. Elias Samson (L)
5. Dionisio Maraño (N) (elected 5th councillor per decision by Court of First Instance.)
6. Proceso A. Segui (N)

LIGAO*Mayor*—Jose del Rosario (L)*Vice-Mayor*—Magno Gumba (N)*Councillors*:

1. Bienvenido Llaneta (L)
2. Juan N. Lopez (N)
3. Lucio Yuson (L)
4. Jose Chavez (L)

5. Gervacio Sto. Tomas (L)
6. Valentin de Luna (L)
7. Blas Sarte (L)
8. Francisco A. Tolarba (N)

MALILIPOT

Mayor....Felix Belmonte (L)

Vice-Mayor....Andres Bonafe (N)

Councilors:

1. Cayetano Bo (N)
2. Faustino Candaza (L)
3. Egmidio Bea (N)
4. Sisinando Bunao (L)
5. Marcelino Blanquico (L)
6. Felix Biglaen (N)

MALINAO

Mayor....T. R. Regalado (L)

Vice-Mayor....Balbino P. Camaya (L)

Councilors:

1. Francisca D. Peñoso (L)
2. Pio de Leon (L)
3. Felipa Chavez (L)
4. Asuncion Vda. de Cea (L)
5. Raymundo Cedro (L)
6. Aurelio Corral (L)

MANITO

Mayor....Jose R. Daep (N)

Vice-Mayor....Jose Ramirez (N)

Councilors:

1. Carlos Pawa (N)
2. Rosendo Daz (N)
3. Antonio Daep (N)
4. Faustino Dado (N)
5. Jacinto Decano (N)
6. Pelagio Arteta (L)

OAS

Mayor—T. Raguero (L)

Vice-Mayor—F. Reburiano (L)

Councilors:

1. Domingo Redito (L)
2. Manuel Bustamante (L)
3. Remedios L. Peralta (L)
4. Gerardo Rabadam (L)
5. Maria Roa (L)
6. Alejandro Sabater (L)

POLANGUI

Mayor—Jesus Salalima (L)

Vice-Mayor—Conrado A. Sabater (L)

Councilors:

1. Isabelo Sarte (L)
2. Juan Gonzales (L)
3. Joaquin L. Buenviaje (L)
4. Apolinar D. Sarion (L)
5. Inocencio Rayel (N)
6. Gaspar Baylon (L)

RAPU-RAPU

Mayor—Mariano G. Aguilar (L)

Vice-Mayor—Domingo Bulawan (L)

Councilors:

1. Mario Victoria (L)
2. Vicente E. Aguilar (L)
3. Paulino Adornado (N)
4. Policarpo Buen (L)
5. Simeon Ecleo (L)
6. Francisco B. Acleo (L)

TABACO

Mayor—Tomas Cabiles (L)

Vice-Mayor—Leoncio R. Ras (N)

Councilors:

1. Narciso Velasco (L)
2. Arsenio B. Loyola (N)
3. Carlos M. Demetriou (N)
4. Tito Bilangel (N)
5. Apolonio Buban (L)
6. Solomon Bongon (N)
7. Remedios Diaz (N)
8. Justino Brizuela (L)

TIWI

Mayor—Eleodoro Certezano (L)

Vice-Mayor—Jose C. Templado (N)

Councilors:

1. Mrs. S. B. Climaco (L)
 2. Hipolito Cleofe (N)
 3. Juan Moran (N)
 4. Mariano Madrilejos (N)
 5. Antonio Candolea (L)
 6. Calixto Cardano (N)
- (To be continued)

Highest of distinctions is service.

—King George VI of England

Greetings from

Alex Office Equipment Co., Inc.

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675 Evangelista, Quiapo, Manila

Activities Of The Local Governments & Their Officials

CONFERENCE OF PROVINCIAL GOVERNORS AND CITY MAYORS HELD IN THE CITY OF MANILA, ON JANUARY 21-27, 1948.

PRESENT:

- Hon. Manuel Cuenco—President
- " Jose B. Lingad—Vice-President
- " Perfecto Fayon—Secretary
- " Ponciano Bernardo—Treasurer
- " Manuel de la Fuente—Auditor

And all Governors and City Mayors present—Members.

The meeting was called to order by the President at 11:00 o'clock ante meridian.

RESOLUTIONS

No. 1

WHEREAS, the important unit of a real democratic government resides in the barrio under the leadership of a barrio lieutenant;

WHEREAS, the barrio lieutenant does much for the maintenance and enforcement of law, peace and order in his barrio;

WHEREAS, the barrio lieutenant is the best agent for the dissemination of news, orders, ordinances and practically all governmental requirements;

WHEREAS, the barrio lieutenant is the embodiment of a patriarch, a legislator, a judge, and a police officer; and

WHEREAS, the barrio lieutenant is responsible for the entertainment of his Mayor, Councilor and company who visit his barrio;

BE IT THEREFORE RESOLVED that this barrio lieutenant be given tra-

vel allowance in recognition of his meritorious and sacrificial services.

BE IT FURTHER RESOLVED that municipal councils be granted autonomous powers to raise funds for the purpose.

Carried unanimously.

No. 2

WHEREAS, the address just delivered by His Excellency, President Manuel Roxas of the Philippines, before the Provincial Governors and City Mayors in convention assembled, is a brilliant and masterly exposition of the various important political, economic and social problems, both national, provincial and municipal, that are now confronting our administration and challenging our wisdom and devotion to public duty;

WHEREAS, in the same address, after a thorough and profound study of the said problems, the President has also proposed and suggested various means of solving them, which proposals and suggestions are not only timely, practical and effective but are possibly the best that any man of extraordinary experience and wisdom can possibly conceive of;

WHEREAS, for sometime now, the administration of President Roxas has been attacked in some quarters as a regime of dishonest and money-making officials and as a carnival of graft and corruption;

WHEREAS, these attacks would seem to indicate and imply that the President has blindly consented to the

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STORAGE CABINET

commission and perpetration of the supposed governmental irregularities when in truth and in fact he has not done this and far from having consented to these irregularities the President has undertaken and ordered one investigation after another of those officials who forgot their loyalty to public service, which investigations resulted in the prosecution and conviction of several persons irrespective of their party affiliation and of their friendship with the President;

WHEREAS, it is our humble and honest belief that the administration of President Roxas has been comparatively speaking a great success despite the fact that it occurred at a time when the Philippines was nothing but a handful of shambles and ruins, with a treasury practically empty, with an economy almost entirely dislocated, with industries totally paralyzed and with the people miserably poor and hungry and caught by the eddy currents of new social and political ideologies;

WHEREAS, it is our sincere opinion that no other man could have steered our small and feeble ship of state into such a comparatively safe and happy condition in which we find ourselves today except His Excellency, President Manuel Roxas;

WHEREAS, it is our impartial conclusion that only President Roxas could have devised and formulated the broad and far-reaching programs of Philippine rehabilitation and reconstruction and, consequently, it is also our conclusion that only President Roxas who can possibly prosecute and terminate these programs rapidly and successfully;

WHEREAS, it is our belief that the complete realization of these vast programs cannot possibly be accomplished during the short span of the first term of our President and we feel that a second term for him is not only our greatest desire but it is a great public necessity and is a present and loudest call of the entire nation;

WHEREAS, Honorable Elpidio Quirino, Vice-President of the Philippines, has in no small measure helped and assisted President Roxas in the suc-

cessful administration of our ship of state;

The Provincial Governors and City Mayors in convention assembled,

RESOLVED, to approve and indorse completely the address just delivered to us by His Excellency, President Roxas; to express and reiterate our faith and confidence in the present administration; to urge him and Vice-President Quirino to run for re-election next year and to pledge our wholehearted and unanimous support for their re-election.

RESOLVED FURTHER, to forward a copy each of this resolution to His Excellency, Manuel Roxas, President of the Philippines, and Honorable Elpidio Quirino, Vice-President of the Philippines, Manila, for their information.

Carried unanimously.

No. 3

WHEREAS, it is a fact that in the case of provincial and municipal prisoners serving sentences in the provinces, municipalities, and municipal districts, the provincial governors are always in a better position to know such convicts, the latter's character, conduct, etc.;

WHEREAS, governors can better determine whether such convicts have improved and may still become good members of society and thus make up to become good citizens;

WHEREAS, it is a fact that provincial and municipal prisoners serving sentences in the provinces and municipalities are being maintained by the provincial and municipal governments;

WHEREAS, the maintenance of such prisoners carry big items in the provincial and municipal budgets, incurring big amounts of money that bring burden to provincial and municipal funds;

NOW, THEREFORE, be it resolved by the governors and city mayors now in convention to request of His Excellency, the President of the Philippines, so that the latter either asks the Congress of the Philippines, to act, or he (the President of the Philippines) delegates his power of pardon or parole, if this is possible, so that governors may exercise that same power towards provincial and municipal prisoners.

Done at the City of Manila, this 26th day of January, 1948.

Carried unanimously.

No. 4

WHEREAS, in the wake of the last WAR we see the Philippines a picture of ruin, destruction and desolation;

WHEREAS, in the Enemy's orgy to kill, destroy and foray men, women and children were wantonly slaughtered; cities, towns and villages razed to the ground; properties carted away and/or destroyed;

WHEREAS, not only was the Enemy responsible for the destruction of property, albeit in the most part they were, but also our own forces were constrained to destroy for reasons of military expediency;

WHEREAS, as a consequence of all these said fortunes of war the Filipino people is suffering from a dwindling economy for which counts today's unrest, suffering and misery;

WHEREAS, in the last debacle nowhere was loyalty to America and steadfast adherence to democratic tenets and principles more manifested and exemplified than in the Philippines and by the Filipino people—resistance movements readily organized and were in operation right in the eyes of the enemy;

WHEREAS, the WDC has been created to look into the damage claims of the Filipino people and consequently to serve as a good instrument to facilitate the much needed rehabilitation of this country, therefore

BE IT RESOLVED, to suggest to the WDC that priority be given to small claims which are apparently of the poor and needy, and

BE IT FURTHERMORE RESOLVED, to furnish copy of this resolution to the WDC, Manila, Philippines.

Carried.

No. 5

WHEREAS, it is a fact that the so-called "pork barrel" has heretofore been always given to Congressmen, who in turn determine the allocation of the same in their respective districts including the projects to which the amounts shall be expended;

WHEREAS, it has been observed that in many instances the disposition

of such "pork barrel" has been abused by some indiscreet politicians, using the amounts only to promote political objectives, thus bringing criticisms and attacks that seriously cast doubts in the honesty of the government;

NOW, THEREFORE, be it resolved as it is hereby resolved, in this convention of governors and city mayors, that this important matter be brought to the knowledge of His Excellency, the President of the Philippines, with the request that steps be taken so that whatever amount or amounts intended for "pork barrel" for provinces or congressional districts be given direct to the general funds of the provinces or districts concerned for the Provincial Board to dispose in accordance with law and to their best judgments for the welfare of the People.

RESOLVED FURTHER, that copies of this resolution be forwarded to His Excellency, President Manuel A. Roxas; the Honorable, Secretary of the Interior; the President of the Senate of the Philippines; the Speaker, House of Representatives; and all other Departments of the National Government.

Carried.

No. 6

WHEREAS, it has been the commitments of the past as well as the present Administration to pay the three years back pay of all government pre-war employees;

WHEREAS, pre-war members of Congress and other high government officials have already and justly received their backpay as those who already received theirs;

WHEREAS, this act if carried, is compatible with equality, good-will and justice, and conducive to peace on the restless, and restoration of confidence in and respect for the government and the Administration;

BE IT THEREFORE RESOLVED by the governors and city mayors in convention assembled to request as they hereby request the President to take adequate steps to authorize the payment of the backpay of deserving officials and employees.

BE IT FURTHER RESOLVED that the President be authorized to issue government bonds if necessary to meet the backpay in question and owners

allowed to negotiate them with banks or private individuals.

Carried unanimously.

No. 7

WHEREAS, the policy of granting greater local autonomy to the provincial and municipal governments, as enunciated by His Excellency, the President of the Philippines, is expedient and timely in order that this young nation on its way to prosperity and security will firmly and steadily march on with the progressive nations of the world along that direction;

WHEREAS, the enunciation of such policy has already met with popular acclaim in all quarters of the Republic;

WHEREAS, the election of Members of the Provincial Board in the specially-organized provinces, as recently authorized in an executive order issued by His Excellency, the President of the Philippines, has further advanced the exercise of local autonomy in said provinces, and that, as manifested in the last elections, the constituents of these provinces are well prepared for and well deserving of, such political concessions;

WHEREAS, in order to effect complete political autonomy in these special provinces, namely Bukidnon, Cotabato, Lanao, Mountain Province and Sulu, the offices of provincial governors thereat should be made elective as soon as conditions in these said provinces warrant the proposition and in order to bring them up in level with the rest of the provinces in this country; and

WHEREAS, a definite date or time should be fixed by law for such eventuality to give ample time for these provinces to prepare and get ready;

Now, therefore, be it

RESOLVED, as it is hereby resolved, by the Provincial Governors and City Mayors in convention at the City of Manila, this 26th day of January, 1948, to request His Excellency, President Manuel A. Roxas, to proclaim that the offices of provincial governors in the specially-organized provinces of Bukidnon, Cotabato, Lanao, Mountain Province and Sulu, be made elective and that the first provincial elections in said provinces shall be held together with

the next general provincial elections in the year nineteen hundred and fifty-one.

Carried.

No. 8

WHEREAS, in order that this Body of Governors and City Mayors can with success achieve the aims and purposes for which it had been called;

WHEREAS, in successful accomplishment of the aims and purposes of this Convention, it is necessary that His Excellency, the President be consulted and informed of the desire of this Body of Governors and City Mayors;

WHEREFORE, this Body of Governors and City Mayors in Convention today in the City of Manila

RESOLVED, as it hereby resolved, to create and organize a Committee of Governors and Mayors composing of nine Members to arrange for an appointment with the President to inform him of the desire of the Governors and to vitalize on important measures to be taken up by this Body.

Carried unanimously.

No. 9

WHEREAS, a Committee of nine members to arrange for an appointment with His Excellency, the President of the Philippines and to inform him of the desire of the Governors and City Mayors has already been created;

WHEREAS, these Islands are composed of three major geographical divisions, namely—Luzon, Visayas and Mindanao;

WHEREAS, in order that these major geographical divisions of these islands would be equally represented in the composition of the Committee of Governors and City Mayors thus created for the purpose cited above;

WHEREFORE, BE IT

RESOLVED, that this Committee should compose of three members from Luzon, three from Visayas and three from Mindanao, as follows:

LUZON

Governor Jose U. del Gallego—Camarines Sur

Governor Jose B. Lingad—Pampanga
Governor Enrique Braganza — Pangasinan

The Ilocos Sur Agricultural, Commercial & Industrial Exposition & Fair

TO BE HELD AT VIGAN FROM JANUARY 21 TO 31, 1949.

EXCERPT FROM THE MINUTES OF THE REGULAR MEETING OF THE PROVINCIAL BOARD OF ILOCOS SUR, HELD AT MAGSINGAL, ON WEDNESDAY, NOV. 3, 1948.

PRESENT:

Hon. Perfecto Faypon,—Provincial Governor,

Mr. Pablo C. Sanidad,—Member, and
Mr. Anselmo Makil,—Member.

RESOLUTION No. 530

WHEREAS, the Province of Ilocos Sur is undertaking a Provincial Agricultural, Commercial and Industrial Exposition and Fair, dedicated to His Excellency, the President of the Philippines, the same to be held on January 21-31, 1949, at Vigan, Ilocos Sur;

WHEREAS, one of the primary aims of said exposition and fair is to make the province, its people, its products and its achievements known not only to the other people of the country but to government officials as well;

WHEREAS, the said exposition and fair aside from attaining the afore-stated aims would also be an occasion

for the officials of the National Government to get and acquire a first hand information of the problems and needs of the province.

NOW, THEREFORE, in consideration of the foregoing premises the Board has

Upon motion of Governor Faypon
RESOLVED, as it hereby resolves, to invite the different heads of Bureaus of the National Government, thru their respective Department Secretaries, to attend the Ilocos Sur Agricultural, Commercial and Industrial Exposition and Fair for the purpose of knowing the Province of Ilocos Sur, its problems and its needs.

RESOLVED FURTHER, to forward this resolution thru the respective Department Secretaries to the various heads of Bureaus and National Offices, Manila, for their information and full cooperation on this matter.

Carried.

I hereby certify to the correctness of the above quoted resolution.

(Sgd.) EXPEDITO CADENA
Provincial Secretary

VISAYAS

Governor Jacinto C. Borja—Bohol

Governor Rafael Lacson—Negros Occidental

Governor Baltazar Avelino—Samar

MINDANAO

Governor Vicente L. Pimentel—Surigao

Governor Paciencia G. Ysalina—Misamis Oriental

City Mayor Suarez—Zamboanga City
RESOLVED FURTHER, to furnish copies of this resolution to each of the members of the committee mentioned above.

Carried unanimously.

No. 10

WHEREAS, during the opening of this convention, this Body of Govern-

nors and City Mayors had been the recipient of a speech delivered by His Excellency, the President of the Philippines, for its information and proper guidance;

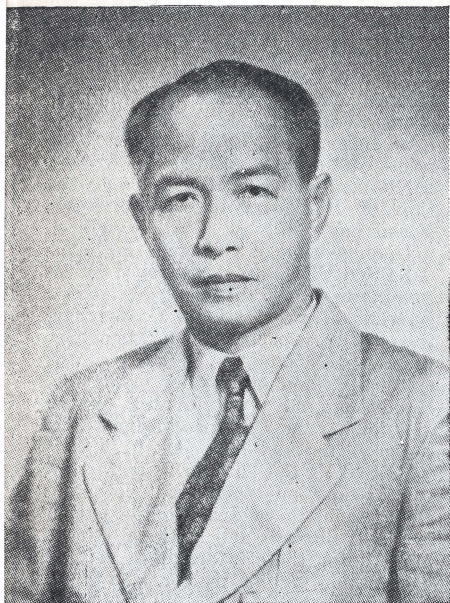
WHEREAS, in order that each and every member of this Convention should be given the chance to go over said speech for careful study and deliberation,

WHEREFORE, be it unanimously
RESOLVED, as it hereby resolved, that each and every member of this Convention of Governors and City Mayors be furnished with a copy of said speech for careful study and deliberation.

Carried unanimously.

(To be continued)

"OUR LOCAL OFFICIALS"



Hon. PERFECTO FAYPON
Provincial Governor of Ilocos Sur

Personal Circumstances:

Born of humble parents on April 18, 1898, at barrio Cuta, Vigan.

Worked his way through school as shoemaker and raftsmen.

Married to nee Agustina Gorospe of Bantay, I. Sur. Their children: Jose, Perfecto, Jr., Priscilla and Milagros.

Schools Attended:

Primary Schools of Vigan; and Ilocos Sur Normal School.

Experiences and Activities:

Founder and first President, Young Men's Progressive Club of Vigan; Classroom and Principal Teacher; Secretary, Ilocos Sur Carnival & Exposition (several years);

First elected Municipal President of Vigan from the barrio;

Member, Provincial Board of Ilocos Sur (1937—by appointment);

President, Association of Municipal Presidents of Ilocos Sur, 1931-1940);

Chairman, National Convention of Municipal Mayors of the Philippines (1939);

Member, Committee on Resolutions, Nacionalista Party (1939);

Refused to serve in the puppet government during the Japanese Occupation and was nearly shot to death when he answered back to a Japanese officer: "I prefer to be shot to death than to betray my country."

Helped the 15th Infantry, USAFTP, NL in the liberation of Vigan and was elected first Military Mayor thereof;

Provincial Director, Economic Administration of Ilocos Sur (1945);

Provincial Campaign Manager, Nacionalista Party (Liberal Wing) in Ilocos Sur (1946);

Provincial Governor of Ilocos Sur (1947—by appointment);

Provincial Governor of Ilocos Sur (by election) 1948 and

Secretary, Conference of Provincial Governors and City Mayors. 1948—

—o—

JOSE R. COLLANTE

Provincial Treasurer of Sorsogon

Personal Circumstances:

Born on November 26, 1905, in Camiling, Tarlac.

Married to nee Rosario Borromeo of the City of Cebu. Their children: Fiel Josefina, Jose Ted, Jr., and Luz Divina.

Schools Attended:

Camiling Elementary School; Tarlac High School; and University of Manila.

Educational Qualifications:

Business Administration; Higher Accountancy; C. P. A. (I. C. S.);

Groundwork in Aviation (Lincoln School of Aviation);

Speedwriting (New York Brief System School); and
Journalism (Syndicate School).

Experiences and Activities:

Asst. Prov. Treas. of Sulu, Capiz, and Tarlac;
Acting Prov. Treas. of Capiz;
Acting Prov. Gov. of Capiz;
Inspector, Department of Finance;
Regimental Finance Officer, 66th Inf. Reg., 6th Military District (Recognized Guerilla Organization);
Founder and President, Sorsogon Employees Solidarity;
Organizer and President, Sorsogon Pen Weilders Association;
One of founders of the Tarlac High School Alumni Association;
Member, Araw Lodge No. 18, F & A Masonry;
Life Member, Rifle and Pistol Association, Manila;
Hobbies or avocation: Creative writing and hunting;
Traveled to Sandakan, British North Borneo, Celebes, and all provinces of the Philippines except Batanes.
Leader, "Commoner's Block", Provincial and City Treasurer's Association;
Youngest Provincial Treasurer ever



The Provincial Treasurer of Sorsogon and Our Associate Editor

assigned to Sorsogon; and
Free-lance writer of The Manila Times, Chronicle and Free Press.

Municipal

wherein the several purposes of life as conceived by the inhabitants are pursued. The human element, irrespective of legal form and function, is the power which propels and shapes community energy. The machinery of government, however perfect, will work only when there is spirit and energy as well as interest and understanding in the people. Spirit and energy generate and transmit the motive power, while interest and understanding point the direction in which the governmental organ is to move. This ultimate motive power of activity and its nature must be found in the people themselves. Additional municipal powers and improve-

ment in form of organization, however pressing, will be no better than a scrap of paper unless the people move energetically and in the right direction, supported by proper views of what good government and administration should be. This view makes the creation of a municipal research service the more felt, for one wholesome function of such a unit would be, as in the Detroit Bureau of Governmental Research, "to get things done for Detroit through cooperation with persons who are in office, by increasing efficiency and eliminating waste"; and "to serve as an independent, non-partisan agency for keeping citizens informed about the city's business."

MEMORANDUM for

EVERY CITIZEN OF THE REPUBLIC OF
THE PHILIPPINES

[Excerpts from Speeches of His Excellency
ELPIDIO QUIRINO
President of the Philippines.]

“Let there be more economics and less politics; let there be more action and less preaching; more execution and less denunciation.”—*At the Plaza Independencia, City of Cebu, on Nov. 25, 1948.*

* * *

“I shall not be prompted by any selfish interests. I shall not be guided by unholy motives that shall alienate the masses.”—*At the Inauguration of the Cavite Provincial Capitol, City of Cavite, on December 11, 1948.*

* * *

“I need the steadying influence of the people I am seeking to serve with honesty and sincerity and determination that I have and capable of having.”—*At the Ateneo de Manila Alumni Homecoming Luncheon on December 12, 1948.*

* * *

“The Ship of State is being rocked by the forces of prejudice, jealousy, envy, ill-wish, and may be with a mixture of hate.”—*Id.*

JANUARY 27

With rich temperament you should do well in music and with study can create. Emotions are things to be kept under control and easy discouragement can be overcome with persistence. You are a great lover.

JANUARY 29

You are possessed of natural wisdom and are particularly brilliant at repartee. Legal or diplomatic work will seem most favorable for best results. Try to be more lenient with creatures weaker than yourself.

JANUARY 31

With dignity and diplomacy, the endowed of this date should do well in matters of government especially as it applies to international trade. Your love of travel should be commercialized.

JANUARY 28

Seeing things finished as you start them should carry your ability far in engineering or construction work. Your best efforts require out-door work for full expression. A pleasing disposition can lead men.

JANUARY 30

Your abundant energy and good personality easily qualify you as a leader of men. The faculty of making people agree with you is a rare asset. Either in sales work or in politics you should do well.

“To summarize, health is sought, first, to avoid discomfort and disease; second, to win greater power, pride, pleasure and profit for one's self; third, to enjoy greater privileges of service to one's fellows.”

Were You Born In January?

A HOROSCOPE*

JANUARY 1

The child of this day is gifted in self expression and should do well in lines of writing or public address. An opportunity exists in the field of politics. Don't, however, forget all the lighter things of life.

JANUARY 3

Your overaggressiveness can be traced to your self-dependence, which makes you master of many situations. Be careful lest your anxiety to accomplish be interpreted as domineering. Building is a suggested vocation.

JANUARY 5

The sensitive nature of this birth date needs to take the world and its people less seriously. Your mind, of an inventive turn, shows to its best when dealing with mathematical problem. You are well qualified to teach.

JANUARY 7

You have an artistic nature and a love for the out-of-doors. Your ability would seem to indicate best results in commercial enterprises, buying and selling. You should avoid evasion and personal risks.

JANUARY 9

Born of this date should find a place in the financial world as you are capable of handling your own and other's money. People find it easy to trust you and your judgment. Your decision are weighed very carefully.

JANUARY 11

Best results for you will come from financial or commercial work. You have an intuitive mind and ability to carry out plans by enthusiasm rather than reason.

* From NYAL.

JANUARY 2

Born today you have a fondness for details and possess a determination to follow things through to a conclusion. Your temperament is well adapted to organization work.

JANUARY 4

Born today you possess a nature that craves adventure and new experiences. You will not be content in a rut and will get great happiness out of the help you can give others. Yours is an outdoor life.

JANUARY 6

You are endowed with the great faculty for understanding people, being of a great heart that is willing to give a lot to get a little. You are well equipped to make a success in any line that requires you to meet people.

JANUARY 8

Be careful in the selection of your associations as you are inclined to judge people too quickly. Look beneath the surface for real values. Your best efforts will produce in agricultural pursuits.

JANUARY 10

An artistic temperament is born of this date and if trained well can lead to accomplishment in design and home decoration. You are patient with details and should do well in building or architecture.

JANUARY 12

You are blessed with the ability to see clearly through situations with keenness of vision and a wealth of imagination that should carry you a long way in the field of journalism. Develop your ability to express.

(Continued on next page)

JANUARY 13

Born this day is a great heart that easily makes and holds strong friendships. You will be inclined to do too much for others and too little for yourself. By training you can do well in law or teaching.

JANUARY 15

Overcome that complex that makes you feel not at home with the mass of people you meet. Be more self-assertive and aggressive. The tender heart shows its shyness but is seldom appreciated.

JANUARY 17

You are inclined to distribute your efforts and ability over too many lines of endeavor. You have to learn the advantages of absolute concentration. The fast-working mind starts too much and finishes too little.

JANUARY 19

A child this date has a positive mind that can lead to stubbornness. Learn to respect the other fellow's opinion and be sure to avoid all written controversy. You lean toward the artistic.

JANUARY 21

Born with you is a deep regard for the spiritual and a fine love for good music. Your good mind should go far in public welfare work because you are full of deep sympathy. Make a study of oratory.

JANUARY 23

Your life must become adjusted to expect sharp turns in its events. Do not set your plans too far in advance and thus avoid disappointment. A restlessness must be overcome with the development of patience.

JANUARY 25

Overcome the inclination to spend too much time on small matters. Your mind has capacity to deal with affairs of consequence. You are better at directing the work than doing it yourself. Make your time count in worth.

JANUARY 14

Cultivate self-promotion as you may be inclined to sit back and let those less qualified move ahead. Overcome your self-consciousness and demand greater respect and higher rewards for your efforts.

JANUARY 16

You have a restless nature and a keen desire to carry out your own ideas. Any work dealing with publishing, salesmanship, printing, or accounting is favorable.

JANUARY 18

Born of this date should work far more with the head and less with the hands. A student by nature you should do well in either science or the languages. The working out of problems should be your fun.

JANUARY 20

You are of a type that challenges many things and are slow to accept conditions as they are. This attitude will be outgrown. Your questioning nature should find success in chemical or mechanical engineering.

JANUARY 22

You have a benevolent sensitive nature well adapted for literary work. Excellent results are indicated in either scientific ventures, publishing or politics.

JANUARY 24

Be overly cautious in all financial investments that an impetuous nature may lead you into. Be careful of all risks as they apply to money. Learn to depend upon the advice of a well-qualified friend.

JANUARY 26

You are an opportunist and have the ability to arise above the general run of people. You have artistic ability which indicates best results in music and fine arts, or the theatre.

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