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**FORUM SERIES ON DEVELOPMENT:  
TOWARDS BETTER NGO PARTICIPATION  
IN PLANNING AND POLICY MAKING**

*A Final Report*

**Philippine Social Science Council-  
Resources for People Program**

Forum Series on Development:  
Towards Better NGO Participation  
in Planning and Policy Making

Submitted by the

Philippine Social Science Council-  
Resources for People Program

**Compliments of:**  
Net.  
**TRAINING AND DEVELOPMENT ISSUES (TDI) PROJECT**

FORUM SERIES ON DEVELOPMENT

Final Report

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Three of our PSSC-RPP partners drew up the plan for the Forum Series: Ms. Tina Liamzon of the Philippine Partnership for the Development of Human Resources in Rural Areas (PHILDHKRA); Mr. Ponciano L. Bennager of the Ugnayang Pang-Aghamtao (UGAT), and Mr. Zosimo Lee of the Agency for Community Education Services (ACES).

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Finally, we thank our companions in the PSSC for helping facilitate the different phases of implementation: the Accounting section, our driver, our telephone operator, our maintenance and janitorial staff, and our colleagues in the Secretariat, especially Mrs. Elvira S. Angeles who skillfully typed all the papers and manuscripts, including this Final Report.

Philippine Social Science Council-  
Resources for People Program

FORUM SERIES ON DEVELOPMENT: TOWARDS BETTER NGO PARTICIPATION  
IN PLANNING AND POLICY MAKING

FINAL REPORT

Introduction

*The PSSC-Resources for People Program*

NGOs play a significant role in the development process primarily because of their accessibility as well as their acceptability to grassroots groups and organized communities. They are involved in almost all fields of development work such as education, health, social welfare, industry, agriculture, trade, ecology and research. The target participants or beneficiaries are likewise varied: farmers and fisherfolk, tribal groups, women, youth, children, urban poor, landless farm workers and laborers, among others.

It is in this light that the PSSC-Resources for People Program (RPP) was launched in 1986. Enlightened by the experience of some countries in the area of national development and in working directly with the people, Filipino social scientists and practitioners felt the need to advocate a people-based social science which postulates the conscious, active and organized participation of the majority poor in setting the course of their lives.

Through the RPP, the PSSC aims to provide a mechanism by which concerned scientists can collectively address the needs and problems of community groups and people organizations. When the program was launched, formal linkages were established between the PSSC as an institution of social scientists and organizations working directly with the grassroots. This partnership of the NGOs and PSSC allows for close collaboration on several activities in three general areas: popularization of knowledge, research and consultancy, and social advocacy.

In 1987 plans were exerted to revitalize the RPP in line with the thrusts and developments of the Aquino administration. It was expected that the revitalized RPP activities (forum series) would take place during CY 1988. However, the grant to carry out the planned activities was released in the last quarter of 1988, and the forum series had to be moved to CY 1989, necessitating certain changes in the proposal in Annex C. These changes were made because some of the planned activities were being done simultaneously or had already been done by the NEDA (i.e., preparation of a directory of NGOs/POs, consultation seminars) during the interim period.

The Aquino government's Policy Agenda for People-Powered Development specifically states that the private sector shall be the engine of growth under the new dispensation. The government promised to promote greater involvement of people in the decision-making process through NGOs. Section 23 of Article II in the 1987 Philippine Constitution declares: "The State shall encourage the formation of non-governmental, community-based or sectoral organizations that promote the welfare of the nation."

NGOs therefore have become a more important part of Philippine society since the Aquino administration took over the reins of government (see Annex A).

The RPP focus thus turned to activities that would help promote people's participation in the decision-making process (i.e., planning and policy making). Inasmuch as the experience of the previous years had proved that the successful mounting of public forums, participated in by various groups, was a special strength of the PSSC-RPP, these activities were packaged into "A Forum Series on Development." (See Annex B, C and D.)

#### *The PSSC-RPP Forum Series on Development*

The Forum Series consisted of six roundtable discussions with a limited number of participants and seven public forums with larger groups. A general assembly of the PSSC-RPP partnership was held before the first roundtable discussion to discuss the theme of the series and assign specific roles to the partners. After the last public forum, another general assembly was held to review the recommendations and make other plans for follow-up. (A report of these activities is given before the section on "Conclusions and Recommendations".)

The general aim of the Forum Series was "the promotion of greater involvement of the people in the decision-making process through NGOs." Two sub-goals were decided upon: (1) to help institutionalize NGO participation in Regional Development Councils; and (2) to strengthen collaboration between GOs-NGOs-social scientists.

#### Institutionalizing NGOs in Regional Development Councils

##### Activities

The mechanism to achieve this sub-goal was a series of six roundtable discussions in the National Capital Region and in four selected cities of Luzon, Visayas, and Mindanao. The discussions would center first on familiarizing government with NGOs -- their nature, principles, orientation and style of work. Similarly, NGOs would be familiarized with government bureaucratic functions and process. Secondly, through the discussions recommendations would be evolved that would involve NGOs in government planning.

The first two roundtable discussions in the National Capital Region (NCR) was attended by the PSSC-RPP, the NEDA and other line agencies of government as suggested by NEDA. The four other roundtable discussions were held in Bacolod City (Region 6), Davao City (Region 11), Zamboanga City (Region 9) and Legaspi City (Region 5). Attending the regional discussions besides the PSSC-RPP representatives were representatives of government offices, NGOs/POs and academe. Table 1 presents a profile of the roundtable discussions.

Table 1. Profile of the Roundtable Discussions in the Forum Series

Date and Venue :	Participants
24 January 1989	Total attendance: 26
PSSC (NCR)	Presentors: Tina Liamzon - Executive Director, PHILDHRA
	"The Present Status of Collaboration
	between NGOs and GOs in the Country"
	Reactors:
	1. Sr. Annie Abion - Training Director, Center for
	Housing and Human Ecology Development (CHHED)
	2. Luz Marasigan - Executive Director, Forum for Rural
	Concern (FRC)
	3. Aleli Bawagen - Organization for Training, Research
	and Development (OTRADEV)
	4. Fleur de Lys Torres - Director, Social Development
	Staff, NEDA
	5. Teresita Padua - Director, Public Affairs and
	Liaison Services, Dept. of Social Welfare and
	Development
	6. George Villegas - Department of Agriculture
	Other Participants:
	Representatives of the NORFIL Foundation, Philip-
	pine Peasant Institute, National Confederation of
	Cooperatives, LUSSA, KPML, Center for People's
	Law, PSSC-RPP
24 April 1989	Total attendance: 25
PSSC (NCR)	Presentors: "The Rights of NGOs to Self-Organization"
	1. Carolina G. Hernandez - Director, U.P. Center
	for Integrative Studies
	2. Samuel Matunog - Association of Protestant
	Lawyers
	3. Col. Oscar C. Florendo - Deputy Chief of
	Staff for Civil-Military Relations, AFP
	Reactors:
	1. Noel Kintanar - PRRM
	2. Aleli Bawagen - OTRADEV
	3. Nimfa Franco, DSWD
	4. Ruben Castroverde - DA

Date and Venue :	Participants
	: Other participants: Representatives of PROCESS, Philip- : pine Sociological Society, Cooperative Foundation : of the Philippines, NOVIB, NSO, Luzon Social : Action Center, BATAS, Church Based Consumers : Movement, NORFIL, NEDA-TDI, PSSC-RPF :
23 May 1989 Ateneo de Davao University (Region 11)	: : Total attendance: 25 : Presentors: "NGO-GO Collaboration" : 1. Aurora Pelayo - Head, Social Development : Division, NEDA, Region XI : 2. Rogelio Cafe, Supervising Officer, DLGCD, : Region XI : 3. Lourdesita Sobrevega, Social Research Office, : Ateneo de Davao : Reactors: : 1. Soledad Duterte - Office of the Mayor : 2. Percival Daluydos - DAR : 3. Joven Hilario - DENR : 4. Arlene Lazaro, Konsumo Davao : : Other participants: Representatives of the DOST, Social : Rehabilitation and Development Foundation, Family : Planning Organization, Surigao Organization for : Human Development, Eastern Mindanao Area Research : Consortium, NMYC, Mindanao-Sulu Action Group, : Sama Development Foundation, POPCOM. :
27 June 1989 St. La Salle University Bacolod (Region 6)	: Total attendance: 23 : Presentor: "NGOs in Negros: A View" : Roque Hofileña - Provincial Planning and : Development Officer : Reactors: : 1. Edith Villanueva - HOPE Foundation : 2. Engr. Cacho - NIA : 3. Dionisio Tolentino, Jr. - Provincial DENR : Officer : 4. Remy Ortaliz - BULIG Foundation : 5. Cesar Villanueva - St. La Salle University : Community Extension Program : 6. Fr. Ireneo Gordoncillo - Social Action Center : : Other participants: Representatives of DIWA, PRRM, : NEDF, SIFI, DAR, Bacolod Chamber of Commerce, : BANAS, CIDA, SALVAPUL-BAMUR Negros Rehabilitation : Development Foundation, West Negros College, : NACUSIP, PRSP. :

Date and Venue :	Participants
29 July 1989 Ateneo de Zamboanga (Region 9)	: Total attendance: 29 : Presentor: "NGOs and Development" : Luz Rdriguez - UP College of Social Work and : Community Development and the PSSC RPP : Working Commission : : Other participants: Representatives of the NMYC, DSWD, : POPCOM, Chamber of Commerce, SPDA, NEDA, City : Planning and Development Office, DTI, Zamboanga : Urban Poor, Inc., Federation of Farmers, Asso- : ciation of Barangay Councils, AFP Southern : Command, Ateneo de Zamboanga, Western Mindanao : State University :
30 October 1989 Aquinas Univer- sity (Region 5)	: : Total attendance: 29 : Presentor: "Development and NGOs" : Fonciano L. Bennagen - PSSC-RPP Working : Commission : Reactors: : 1. Estela Camino - Assistant Regional Director, : DSWD Region 5 : 2. Durham Cipriano - Director, Linggap- : Pangkabataan, Inc. : 3. Merito Espinas - Bicol University : : Other participants: Representatives of DTI, DLGCD, : Regional Health Office, DECS, Social Action : Center, Bicol University Development Foundation, : Simon of Cyrene Children's Home Foundation, : Foster Parents Plan International, University : of Nueva Caceres, Annunciation College, Ago : Medical and Educational Center, Aquinas : University, Bicol University :

At the time of the roundtable discussions in Regions 5, 6, 9 and 11 their corresponding RDCs were in different levels of organization. The RDCs in Regions 6 and 11 were more or less in place, and discussions were fruitful on recommendations for better participation of NGOs, guidelines to follow, and the like. On the other hand, the RDCs in Regions 5 and 9, although in place were not fully constituted yet, and discussion centered on knowing what the various programs of government and NGOs were and how small localized problems of each could be solved.

The roundtable discussions disclosed a general feeling of disappointment on the part of NGOs with private sector representation in the RDCs. The common complaint was that the private sector was represented by socially prominent persons in business or the church. (See Annex E for RDC private sector representatives in the covered areas.)

The following section gives the various recommendations for institutionalizing NGO participation in planning and policy formulation.

Recommendations for strengthening participation of NGOs in planning and policy making:

1. NGOs SHOULD STRIVE TO IMPROVE THEMSELVES AND FORM EFFECTIVE NGO NETWORKS IN THE REGION.

Their participation in planning and policy making will be meaningful if they bring with them their particular expertise and know-how of organizing and planning projects with the people, improved through a system of interaction and sharing with other NGOs.

Some of the factors indicating NGO effectiveness are years of operation (at least 5 years to show that they have continued to exist despite changes in government), regional area coverage (which shows their capability as well as acceptance by the people and local officials), staff size (at least a core staff of 10 which shows capability to deal with many concerns) and involvement in several subsectors (to show capability to manage as well as technical know-how).

2. THROUGH THE NGO NETWORK COMPILE AND REGULARLY UPDATE AN NGO DIRECTORY FOR THE REGIONS THAT SHALL GIVE INFORMATION ON THE VARIOUS GROUPS PRESENT. NON-GOVERNMENT DEVELOPMENT ORGANIZATIONS OR NGDOs, WHICH ARE GROUPS SPECIFICALLY WORKING WITH THE GRASSROOTS ON SOCIOECONOMIC DEVELOPMENT PROJECTS (AS CONTRASTED WITH THE MORE SOCIAL GROUPS SUCH AS THE LIONS CLUB OR THE ROTARY CLUB) SHOULD BE IDENTIFIED IN THE DIRECTORY.

3. THE REGIONAL DEVELOPMENT COUNCIL SHOULD INCREASE THE PRESENT PROPORTION (1/4) OF ITS PRIVATE SECTOR MEMBERSHIP AND INVITE MORE NGDOs TO BE IN THE COUNCIL.

The general participation of NGOs in the RDCs is assured by the provision of apportioning 1/4 of the RDC membership to the private sector. However, if the participation of a specific type of NGO - the NGDO - is to be increased, then this proportion of 1/4 should be increased to 2/4 so as not to crowd out the other types of NGOs in the Council. NGDO participation is important because these are the groups that know the real situation in the rural areas and are in a position to contribute useful information and suggestions for planning purposes.

The Medium Term Philippine Development Plan for 1987-1992 provides for the modification of the internal structure of the RDC so as to allow a more "balanced" participation of elective officials, head of regional offices, and private sector representatives. (The RDC membership is limited to 40 members.)

(NOTE: Within the same period that the PSSC-RPP roundtable discussions were taking place, the Regional Development Coordinating Staff of the NEDA was also holding consultations with the RDCs. As a result, the NEDA Board issued Resolution No. 6 in 1990 covering proposed guidelines for the selection of the new set of private sector representatives to the RDC. Although the resolution still retains its proportion of 1/4 for NGO representation in the RDC, the revised procedures and criteria aim at allowing for more active and substantive participation of the NGOs. For example, it suggests an information drive of at least one month before the selection of the representatives, a uniform procedure of nomination giving importance to the organization making the nomination (which takes care of the concern expressed in recommendation #1 about effectiveness of NGOs) as well as to the person being nominated, a review or pre-screening of the nominees, and convening of all heads of private sector representatives in the region to choose their representatives from among the pre-screened nominees. The success of this attempt, it should be noted, largely depends on how successful the NGOs organize and strengthen themselves, as recommended in #1.)

4. ATTENDANCE AT RDC MEETINGS SHOULD BE MADE EASIER FOR NGOs AND NGDOs THROUGH A SYSTEM OF PROVIDING THEM WITH SOME FUND ALLOWANCE FOR TRANSPORTATION AND PER DIEM.

The roundtable discussions brought out a complaint of NGO representatives that they had to travel much to attend the RDC meetings and spend their own money. Certain incentives are needed, therefore, to sustain their interest in participating.

(NOTE: Memorandum Order No. 195 issued by the Executive Branch in 1990 attends to this need by authorizing the payment of honorarium to representatives of NGOs in the RDCs in recognition of their efforts and to compensate for expenses incurred to attend meetings. Each NGO member is paid P500 for each month during which they attended at least one meeting of the RDC.)

5. NGO AND NGDO REPRESENTATION SHOULD NOT ONLY BE ENCOURAGED BUT REQUIRED IN THE SUBCOUNCIL LEVELS (I.E., THE BARANGAY DEVELOPMENT COUNCIL, MUNICIPAL DEVELOPMENT COUNCIL AND PROVINCIAL DEVELOPMENT COUNCIL.)

It is assumed that if they participate in these lower levels of planning and policy making, their contribution will be greater.

### Strengthening Collaboration between NGOs-GOs-Social Scientists

#### Activities

The second sub-goal of the Forum Series on Development was to strengthen the collaboration between NGOs, GOs and social science practitioners (some of whom work closely with NGOs). The mechanism for arriving at recommendations to accomplish this was also the series of roundtable discussions mentioned in the previous pages.

In addition, not only recommendations for stronger collaboration were aimed for but also the actual experience of collaborating in discussing selected social issues and problems. The mechanism for doing this was the series of seven public forums.

This section of the report, therefore, will consist of two main parts -- (1) recommendations to strengthen collaboration and (2) recommendations on selected problems or social issues as results of collaborative discussion. The first part concerns recommendations to improve working relations; the second part, recommendations to solve specific problem areas of development.

The first roundtable discussion was held in the National Capital Region and dealt with the general idea of working together. (Annex F gives the status of collaboration in the country, and Annex G gives the opinions of three NGOs on the issue.)

The second NCR roundtable discussion picked up the issue of military and NGO relations in countryside development efforts which was aired during the first session. Invited from the military was the late Colonel Oscar Florendo, Deputy Chief of Staff for Civil-Military Relations, and it was hoped that certain guidelines would be arrived at to manage such incidents (see Annex H for examples of encounters). This objective was not reached, however, because the one afternoon session was spent in more general information and exchange of experiences. (Annex I and Annex J are transcriptions of the military view and the more impartial view of a social scientist on the issue as given during the discussion.)

#### Recommendations to Strengthen Collaboration

1. GOs AND NGOs SHOULD TRY TO AGREE ON A COMMON DEVELOPMENT FRAMEWORK AND A MASTER PLAN FOR REGIONAL DEVELOPMENT.

Before there can be successful collaboration, there should be a common framework to guide development activities and projects. Initial discussions should include this, most probably led by social scientists who occupy an "in-between" position but who are aware of the various debates going on in the country.

2. FIND AREAS OF POSSIBLE COLLABORATION THROUGH REGULAR DIALOGUE. USE THE DEVELOPMENT COUNCILS TO DISCUSS COLLABORATION STRATEGIES.

The possibilities of collaboration become clearer when based on specific projects, built around the general principle that GOs and NGOs have their own linkages with like bodies; that GOs have access to funds and have the authority to initiate changes in policy and operations while NGOs have the capability of working directly with the grassroots and organizing or mobilizing them for action.

3. ESTABLISH NGO DESKS IN ALL GOVERNMENT AGENCIES TO FACILITATE CONTACT BETWEEN GOs AND NGOs.

4. ESTABLISH AND CONTINUOUSLY UPDATE GUIDELINES OF COLLABORATION.

The guidelines will include basic principles to promote harmonious relations (e.g., mutual respect, transparency, an open and healthy attitude toward criticism), as well as certain operating procedures to facilitate coordination and cooperation. Some examples of these procedures are: a) Simplify certain procedures such as cash liquidation and accounting of GOS when applied to NGOs; b) Set up viable channels of communication between GOS and NGOs, such as an NGO desk in a GO.

5. SOCIAL SCIENTISTS SHOULD SPONSOR WORKSHOPS OR SEMINARS ON RESEARCH UTILIZATION FOR GOS AND NGOs.

The expertise of social scientists lies in their ability to do research and suggest the uses of research findings for policy and plan implementation. There should be a regular dissemination of these more academic activities to government and NGO planners. Development councils should be linked with qualified social scientists in the community.

6. LOCAL GOVERNMENT SHOULD INITIATE VIABLE WAYS OF MEETING WITH THE AFP IN THE REGION TO THRESH OUT NGO-MILITARY PROBLEMS WHEN THEY ARISE.

Collaborative Discussion of Selected Social Issues and Problems

Activities

The seven public forums on selected issues or problems were planned to complement the roundtable discussions on strengthening collaboration between GOS, NGOs and social scientists. Actual collaboration was, in a sense, put to a test, directed to specific situations and recommended solutions or improvements.

Although the public forums had been planned before submission of the package to the NEDA-TDI, more specific planning was done by a small RPP Working Commission. This is a small group composed of social scientists and representatives of the NGO partners which meet more regularly to discuss activities and policies.

Each public forum had a speaker or a panel or speakers representing the GOS, NGOs and social science to present an overview of the topic. They gave their views of the social issue or problems and suggestions for improvement or solutions. They were followed by presentation of cases or experiences of others. An open forum followed for the audience to react to

the speakers and suggest other directions. At the end of the session, the moderator summarized the important points that were taken and called for further questions.

Many of the public forums provided an opportunity for the grassroots who attended to take up their actual problems with the GO directly involved in providing relief or solutions. For example, urban squatters informed a representative of Senator Joey Lina about their situation in Mandaluyong which legislative action could take care of. Farmers from Negros Occidental referred a problem of land reform to then DAR Secretary Miriam Defensor Santiago. Thus, the series of public forums not only provided actual situations for collaboration of GOs and NGOs, but also much awaited opportunities for dialogue between GOs and POs or the un-named targets and beneficiaries of the programs.

The original plan was for the public forums to be held in different places near Metro Manila to allow as many people to participate, but this did not prove feasible because the partner NGOs in the RPP reasoned out that the type of collaborative activity chosen which involved GOs, NGOs and social scientists, was best carried out in the NCR or Manila where these representatives work or reside. A second reason given was that such opportunities for multi-sectoral dialogues are not enough in the NCR and therefore the PSSC-RPP Forum Series would help fill the need.

Table 2 presents a profile of the public forums -- when held, the topic discussed, and the participants.

Table 2: Profile of the Public Forums on Selected Issues

Date/ Social Issues or Topics	Participants
26 January 1989	Total attendance: 41
People's Initiatives in Cooperative Work:	Presenter: "Overview of Cooperatives in the Philippines" Myron Gauigawen - Cooperatives Foundation Philippines, Inc.
	Case study presentors:
	1. Leonora Abante - Baclaran Vendors Development Cooperative, Inc.
	2. Teresita de Leon - National Confederation of Cooperatives, Inc.
	3. Renato Quinto - Assistant Director for Supervision and Examination Section, Central Bank of the Philippines
	4. Joey Pareja - Forum for Rural Concern
	5. Cecilia Cahusa - PHILDHERRA
	6. Florangel Rosario Braid - PSSC



Date/ Social Issues or Topics	Participants
	<ul style="list-style-type: none"> <li>3. Vicente Mariano - U.P. College of Public Administration</li> <li>4. Cora Valdez Fabros - Pro-Life Movement, Philippines</li> <li>5. Sylvia Estrada-Claudio - GABRIELLA</li> </ul> <p>Other participants: Representatives of the Knights of Columbus, Billings Ovulation Method, Philippines, DSWD, ERDA, HED, Population Center Foundation, Holy Family, Miriam College, Commission on Family Life, PROCESS, NSO, NEDA, NEDA-TDI FMO, PSSC-RPP</p>
17 August 1989	<p>Total attendance: 78</p> <p>Presentors: "Ancestral Domain and Self-Determination: The People's View (Cases)"</p> <ul style="list-style-type: none"> <li>1. Tony Lumandong - LUMAD-KAMP (Maguindanan)</li> <li>2. David Umali - Mindoro Mangyan</li> <li>3. Rudy Bulatao - Zambales Ita</li> </ul> <p>Reactors:</p> <ul style="list-style-type: none"> <li>1. Mercy Ferrer - Tunay na Alyansa ng Bayan sa Katutubo</li> <li>2. Ponciano L. Bennagen - Ugnayang Pang-Aghamtao</li> <li>3. Inez Basaen - NGO project holder</li> </ul> <p>Other participants: Representatives of Cooperative Education Center, Danay Likha, KAMP, OTRADEV, ESDEC, PAFID, LRC, PNC, LFS, DENR, NEDA-TDI, PRFM, NCCP-FACT, OXFAM, La Consolation Convent, St. Scholastica's College, De La Salle University, PSSC-RPP</p>
13 October 1989	<p>Total attendance: 100</p> <p>Presentors:</p> <ul style="list-style-type: none"> <li>1. Aber Rotor - Senate Committee on Agriculture and Food "The Philippine Fisheries Code"</li> <li>2. Flor Lacanilao - Chief, Southeast Asia Fisheries Development Center-Aquaculture Department and Professor, U.P. Marine Science Institute "The Situation of Philippine Fisheries"</li> </ul>

Date/ :  
Social Issues :  
or Topics :

Participants

- :  
: 3. Lito Anonuevo - U.P. Los Baños Dept. of  
: Economics and Chairperson,  
: TAMBUYOG  
: "Economic Policies and Fisherfolk"  
: 4. Marilyn Cepe - BATAS  
: "Legislation Affecting the Fisherfolk"  
: Case studies:  
: 1. Rodolfo Henasca, Sr. - Laguna Lake fishermen  
: 2. Quirino Cruz - Laguna Lake fishermen  
: 3. Noel Ordeza - Bulacan fishermen  
: 4. Bernardo Brudo - Pangasinan fishermen  
: Other participants: Representatives of Pamalakaya,  
: CALARIZ, BATAS, BFAR, Tambuyog, National Coalition  
: of Fisherfolk, Navotas, OTRADEV-Laguna Chapter,  
: PFI, CPAR, La Salle, UP Third World  
:

17 November 1989: Total attendance: 70

Presentors:

Urban Land :  
Reform for :  
Economic Rights :

- : 1. Atty. Agripino Morga - Head, Legislative  
: Committee on Constitutional Amendment,  
: Revision of Codes and Laws and Special  
: Assistant to Sen. Joey Lina  
: "The Lina Bill"  
: 2. Jaime U. Nierras - U.P. School of Urban and  
: Regional Planning  
: "Urban Planning Policies and Urban Land  
: Reform"  
: 3. Pastor Cruz - The Center for Housing and Human  
: Ecology Development Foundation and its  
: Experiences in Providing Housing for the  
: Poor  
: 4. Angel Sadang - Tawi-Tawi, Pasig  
: "A Squatter's Experience"  
: Other participants: Representatives of the SAMA-KO,  
: Novaliches, NASSA, SPPUPA, AUPA, MSK, TUPA,  
: KEUUPA, MNAI, AKKAY Ass., FULTRA, SPSS,  
: Residents of Tondo; Tawi-Tawi Pasig, Libis,  
: NEDA-TDI, PSSC-RPP  
:

Date/ Social Issues or Topics	Participants
23 November 1989:	Total attendance: 119
	: Presentors:
The Prospects of:	1. Miriam Defensor Santiago - DAR Secretary
the PARCODE in :	2. Edcel C. Lagman - Chairperson, Committee on
the Context of :	Agrarian Reform, House of Representative
the Present :	3. Luzviminda B. Cornista - Director, Institute
Agrarian Reform :	of Agrarian Studies, U.P. Los Baños
Program :	: Reactors:
:	1. Rodolfo Sambajon - Chairperson, CPAP National
:	Consultative Council
:	2. Trinidad Domingo - KABARA-CPAR
:	3. Rafael Mariano - KMP-CPAR
:	: Other participants: Representatives of ICSI, CASA,
:	KASAMA, SBSF, PRRM, NASSA, AMA, KAMPI, PAMALAGI,
:	AMA, ANIHAN, TABAK, People Center for Development
:	Inc., FIIIDHARRA, FAKISAMA, Farmer's Negros
:	Oriental, Mindanao Farmers Resource Center, LAKAS,
:	NFSW, ANGOC, FIND, OSCI, Ateneo de Manila, U.P.,
:	AIM, GOMBURZA, BATAS, DA, DSWD, Philippine Peasant
:	Institute, NEDA-TDI, PSSC-RPP
:	:

The next section gives brief composite reports of each public forum, consisting of a situation and the problems that were brought up, a discussion of the efforts of NGOs and GOs to deal with the situation, and recommendations for policy and action.

## Composite Reports of the Public Forum

### Public Forum on: PEOPLE'S INITIATIVES IN COOPERATIVE WORK

#### I. Situation

Although the first cooperative enterprise was established in England it was the American cooperative experience that influenced the development of cooperativism in the country at the turn of the century.

The 1960s saw the organization of two types of cooperatives. The first type covered cooperatives that were greatly influenced by the Americans and channeled mostly through official agricultural and electric cooperatives, while the second type covered cooperatives that were initiated by independent church-related movements, mainly credit or union cooperatives carried out mostly by NGOs.

Since the early 70's the Philippine government has declared its policy to strengthen farmers cooperatives as part of its Masagana 99 program. This program reflected the interest of government to do something about rural poverty through mass based participation and cooperativism.

However, such national efforts have not been successful. In reality the principles that should govern cooperativism were not operationalized. Most decisions were from the top or policy makers. Members of primary or secondary cooperatives became mere implementors. Thus, a study conducted on the Masagana 99 cooperatives system revealed generally poor performance and that the main factor involved was its top-down approach.

The post EDSA period ushered in a new movement of further strengthening and consolidating fragmented cooperatives. As a result, two Cooperatives Bill were signed into law. Republic Act No. 6938 and 6939 seek to promote the viability and growth of cooperatives "as instruments of equity, social justice, and economic development.

Specifically, RA No. 6938 provides a Cooperative Code of the Philippines while RA No. 6939 creates the Cooperative Development Authority (CDA), which will look into cooperatives development and restore the coop loan fund and marketing program to the coop movement and grant exemption from taxes for all coops for a period of 10 years.

Since 1986 it became clear to NGOs that there is a need to learn from the experiences of the 1960s in developing cooperatives. The participation of grassroots communities is to be encouraged for people empowerment, but they should also be equipped with management skills and other technical know-how to run coops successfully. The principles of establishing cooperatives should run parallel to democratic processes wherein self-reliance and active participation of members are given top-most importance.

## II. Government and NGO Efforts

The cooperatives Bill embodies an attitude of government reform in the cooperatives movement and an acceptance of initiatives of NGOs in cooperatives as the best alternatives to growth and development. The efforts of government in providing financial support are now channeled through cooperatives established by NGOs or people's organizations.

However, there are only a few cooperatives initiated by NGOs that can be truly considered established or organized except for some credit cooperatives which have successfully and effectively made use of their organizations as entrepreneurial support mechanisms. An example of this is the Bacclaran Vendors Development Cooperative (BVDC) which started with "a meager P32,421.00 funds which grew to over P36M by 1988." (See Annex K.) The tremendous acceleration of its income, according to one BVDC official, could be attributed to leadership, service-orientedness and business management of the cooperatives staff.

Based on experience, business credit cooperatives are more likely to survive the difficulties of funds management and self-reliance that are often the causes of failures of agricultural coops. The farmers cooperative unions have shown ineffective performances largely due to the nature of the economic situation in the rural areas that affects the stability of funds and self-reliance component of cooperatives. NGOs' support is needed along this line to help train and develop self-reliance in rural-based cooperatives.

## III. Recommendations for Policy and Action

1. SUPPORT THE COOPERATIVES DEVELOPMENT AUTHORITY'S PRINCIPLES OF PROMOTING COOPERATIVES THROUGH GOVERNMENT INCENTIVES, RECOGNITION OF THE ROLE OF THE PRIVATE OR COOPERATIVE SECTOR FOR THE INSTITUTIONAL DEVELOPMENT OF COOPERATIVES AND NON-RESTRICTION AND NON-CONDITIONALITY OF GOVERNMENT ASSISTANCE TO COOPERATIVES.
2. ASIDE FROM ENSURING DEVELOPMENT AND CONDUCT OF TRAINING PROGRAMS, THE GOVERNMENT SHOULD ENCOURAGE PROFESSIONALISM AND COMPETENCE AMONG COOPERATIVE MEMBERS AND STAFF. TRAINING PROGRAMS FOR MANAGEMENT AND OTHER RELATED TECHNICAL SKILLS WILL HELP TOWARD THIS GOAL.
3. PROVIDE FUNDS AND TECHNICAL SUPPORT FREE OF INTEREST TO NEWLY ESTABLISHED COOPERATIVES.
4. COOPERATIVES SHOULD BE ORGANIZED ALONG TWO MAIN PRINCIPLES: SELF-RELIANCE AND MEMBER PARTICIPATION.

Annex L presents some of the papers read during this public forum on Cooperatives.

Public Forum on:

CREDIT FOR SMALL FARMERS

*(NOTE: This forum was originally set up to cover credit and marketing for small farmers. Unfortunately, the main resource person for Marketing, Dr. Eulogio Castillo from U.P. Los Baños, got sick on the day of the public forum, and it was too late to invite another one to take his place. Thus, the discussion centered only on credit.)*

I. Situation

Small farmers need credit to meet their cash flow requirements of production (e.g. fertilizer and pesticides) and household expenses. Their need for credit varies according to the season for planting and harvesting. They do not benefit from rural banks and credit subsidies of government, most of which tend to serve the needs of the better-off farmers. They also are not adequately informed about government programs intended for them. They depend mainly on informal credit sources (e.g., individual lenders or paluwagan groups), or on cooperative credit unions, of which there are not enough.

II. Government and NGO efforts

Government-sponsored credit programs have been reoriented away from what used to be several special credit schemes and specialized financial institutions to the consolidation of funds for loan guarantee. With this new direction, banks will be more willing to lend out money to farmers because the government guarantees their payment in case of default. This simplifies the borrowing process and is intended to benefit more farmers than before.

On the other hand, social scientists tell us that small farmers effectively use the informal credit sources not only because these are more available to them but also because they are culturally comfortable to the small farmers (i.e., banks follow formal procedures, while borrowing from an individual lender or participating in a paluwagan or in a credit union is non-threatening).

Some NGOs who work with the small farmers have tried integrating credit services in their programs to promote self-reliance among the rural folk. Since 1986 when "people empowerment" became an important goal of development efforts, programs in rural development have been designed with this as an important component.

Thus, credit programs of most NGOs are "in process," meaning, the principles governing the programs and the mechanics of implementation are still being worked out by the people's organizations with whom the NGOs work as partners, inasmuch as the principle of "participatory planning and implementation" is invoked. The Rural Development and Democratization Program of the Philippine Rural Reconstruction Movement (PRRM) is an example, of which the credit component is a part (refer to Annex M).

Although the credit component is deemed as a powerful mechanism for bringing out people's empowerment, it is integrated with the whole program package and has basic assumptions which the other components in the program share. The people themselves, not the NGO working with them, determine the credit delivery scheme that they wish to have.

### III. Recommendations for policy and action

A. It is recommended that more credit sources be opened up for the small farmers (1) by strengthening credit cooperatives and the rural banks and (2) by seeking effective ways of mutually linking up credit cooperatives and other informal credit sources including NGO-sponsored programs (if they wish), with the more formal banking system.

The specific recommendations to bring this about are the following:

1. DEVELOP AN ATMOSPHERE WHICH IS SUPPORTIVE OF COOPERATIVES BY PASSING INTO LAW THE TWO BILLS THAT PROVIDE FOR A COOPERATIVE CODE AND THAT CREATE THE COOPERATIVE DEVELOPMENT AUTHORITY.
2. HELP SUSTAIN CREDIT COOPERATIVES AND OTHER SIMILAR GROUPS THROUGH THE TRAINING OF THEIR MEMBERS FOR BETTER MANAGEMENT AND PROCEDURES OF ACCOUNTING AND AUDITING.
3. FIND MORE WAYS OF PROVIDING LOAN GUARANTEE PROGRAMS SO BANKS WILL BE MORE WILLING TO LEND OUT THEIR MONEY TO SMALL FARMERS.
4. EXPLORE WAYS WHEREBY SOME CREDIT COOPERATIVES, BECAUSE OF LOAN GUARANTEE PROGRAMS, MAY OPERATE AS "BANKS" AND EXPAND THEIR LENDING SERVICES TO INCLUDE NON-MEMBERS.
5. LIKewise, EXPLORE WAYS WHEREBY NGO PROGRAMS OF CREDIT AND SELF-HELP MAY, BECAUSE OF THE PRESENCE OF LOAN GUARANTEE PROGRAMS, BE EFFECTIVELY LINKED UP WITH CERTAIN BANKS AND BENEFIT MORE GROUPS OR PEOPLE.

B. Certain pre-conditions are also recommended to make the first set of recommendations above possible. These are:

1. CREDIT COOPERATIVES MUST MONITOR THEIR OWN RANKS AND SEE TO IT THAT THEY CONTINUE TO OPERATE ACCORDING TO THE HIGH STANDARDS OF EFFICIENCY AND HONESTY SET BY ITS MEMBERS.
2. THERE SHOULD BE EFFECTIVE INFORMATION CAMPAIGN ABOUT THE PROGRAMS TO REACH THE SMALL FARMERS.
3. REGULAR DIALOGUE BETWEEN PEOPLE'S ORGANIZATIONS, THE NGOs AND GOVERNMENT AGENCIES WHICH ARE INVOLVED IN CREDIT PROGRAMS SHOULD TAKE PLACE TO GET FEEDBACK WHICH WILL BE USEFUL IN INTRODUCING IMPROVEMENTS OR MODIFICATIONS.

See Annex N for the main paper delivered during the forum.

Public Forum on:

THE CONTINUING DEBATE ON POPULATION POLICIES:  
THE PERSPECTIVE OF NGOs, GOVERNMENT AND  
SOCIAL SCIENTISTS

I. Situation

Important shifts have marked the Philippine population policy since the country adopted a population program in 1973. At that time, the policy was that "the State shall achieve and maintain a population level conducive to national welfare." The level set was an average annual population growth rate of 2.6 percent by 1975. The program, using the non-coercive approach, promoted family planning clinics to distribute contraceptives which would achieve the population level that was set.

In 1978 after a review had been made of the population program, there was a slight shift from the expressed main objective of maintaining a desired population level to promoting family planning to improve the welfare of the family. Of course the objective of maintaining a desired population level remained (i.e., an average annual growth rate of 2.2 percent by 1987), but the change was in response to criticisms that population control was the overall objective of the program and that there was subtle coercion in promoting certain methods of fertility control.

In 1987 another review of the program was made. At that time of the review, a very strong anti-contraceptive movement was launched by the Roman Catholic Church, led by the Pro-Life group (see Annex D for this position). This group had succeeded in including as a provision in the new Constitution the duty of the State to protect the life of the unborn from the moment of conception. Viewing certain contraceptives as abortifacients, the group demanded that natural means of fertility control be promoted by the Philippine population program.

Thus, one issue of debate is the promotion of natural versus artificial means of fertility control.

A second issue, also tied up with church beliefs, has to do with how population growth or over-population is viewed - whether it is related to a nation's socioeconomic growth. The Catholic view as exemplified by the Opus Dei group believe that it is not, and because it is not then there is no need to set population level targets.

The official policy of the Philippine population program remains the same as the one after the 1978 review - that the program is aimed at obtaining a population level as well as the improvement of family welfare. It continues with the non-coercive approach and equally promotes all types of methods both natural and artificial. However, among key government officials starting with the President, there are big differences of personal opinion. What they say adds to the debate, for how can an alleged official policy be commented upon (or not commented upon) and have different interpretations from those who are supposed to support it?

## II. Efforts of Government, NGOs and social scientists

Government has done much in attempting to integrate population and development planning in the country. These efforts became more organized and coordinated in 1981 with the implementation of the Population and Development Planning and Research (P DPR) project. The P DPR dealt with the barriers to integration such as institutional linkages, technical know-how and information use, and set up a system of organization and management in the National Economic and Development Authority or the country's planning ministry. The success of these efforts has been shared with other ASEAN countries wishing to learn from the Philippine experience of integrating population and planning.

NGOs have also helped in the population program, such as the Family Planning Organization of the Philippines (FPOP). With the objective of contributing to the improvement of the well-being of each and every Filipino, it has been active since 1969. Projects such as service delivery on maternal and child health and family planning in several provinces form the bulk of its program.

Other NGOs actively advocate more projects or reforms in mother and infant health services, which inevitably include family planning. Examples of such groups are Women's health, Inc. and GABRIELA.

Social scientists, on the other hand, contribute through their teaching and research finer analyses and understanding of the linkages between factors involved in population growth and national development, including national health.

## III. Recommendations for policy and action

1. THE DEVELOPMENT PROGRAM OF GOVERNMENT SHOULD FOCUS ON THE PEOPLE'S WELFARE, AND ITS POPULATION AND FAMILY PLANNING PROGRAMS SHOULD BE IN THE CONTEXT OF THE ACTUAL NEEDS OF THE BENEFICIARIES, ESPECIALLY THE MOTHER AND CHILD.
2. THE FAMILY PLANNING PROGRAM SHOULD INCORPORATE THE CAFETERIA APPROACH TO FERTILITY CONTROL AND PROVIDE A CLIMATE OF FREE CHOICE WHICH WILL ALLOW WOMEN TO CHOOSE THE METHOD THEY FEEL MOST COMFORTABLE WITH.
3. REGULAR DISCUSSIONS ON THE TOPIC OF POPULATION AND FAMILY PLANNING SHOULD BE HELD TO CLARIFY ISSUES AND COME UP WITH MORE APPROPRIATE POLICIES AND ACTION.
  - a. BRING THE DISCUSSIONS TO THE GRASSROOTS.
  - b. CONTINUE DISCUSSIONS AMONG GOs, NGOs AND ACADEME.

Annex P presents some of the important papers of the forum.

Public Forum on:

**INITIATIVES OF INDIGENOUS COMMUNITIES ON  
ANCESTRAL DOMAIN AND THE RIGHT TO SELF-  
DETERMINATION**

**I. Situation**

Based on linguistic, cultural and social criteria, there are 108 ethnic groups in the Philippines (Fox and Florty 1974). The biggest groups are the Cebuano, Tagalog, Ilocano, Hiligaynon, Bicol, Waray, Pampango and Pangasinan. They represent some 85 percent of the total population. The remaining 15 percent constitute the ethnic minorities or indigenous communities. While they constitute only 15 percent, they represent about 80 percent of the total number of ethnic groups in the country.

Indigenous communities have a history of neglect. The succession of governments, all the way from the Spanish regime to the present, have isolated and have kept them from various programs and services of the state.

There are laws also which inadvertently facilitate the systematic looting of ancestral lands and which lead to the displacement of tribal communities.

The indigenous Filipino cultural communities have not been spared from the encroachment of settlers and big mining and logging companies on their ancestral lands. Even though the 1986 Constitution recognizes the existence of these ancestral lands, majority of the people remain "economically poor, socially downtrodden, politically cast aside, uneducated, underprivileged, minoritized and most despicably landless."

The latest data available showed that in 1987, about 11,000 cases concerning land rights involving thousands of ethnic minority families were still pending with the Bureau of Lands. Majority of these cases involve complaints concerning encroachment into ancestral lands, forcible displacement of cultural minorities from the traditional homelands and in many instances, outright landgrabbing. With the implementation of the Comprehensive Agrarian Reform Law (CARL) the ethnic indigenous communities will be further displaced. They have been unwitting victims of agrarian laws enacted by government leaders who do not have a clear perspective of the implications of these laws on the people's survival and economic activities. These land conflicts stem from the fact that the largely uneducated populace of these indigenous communities are still not aware of the government's present system of titling lands which would enable them to claim ownership of the lands they are tilling.

**II. NGOs and GOs Efforts**

The Constitution provides for the creation of autonomous regions (the Philippine Constitution, Article X Section 15-21). Before these autonomous regions can be created, Congress should pass an Organic Act for each possible autonomous region with participation from multi-sectoral

representatives appointed by the President. Only after the people approve it in a plebiscite will the Organic Act become effective.

For the indigenous people, regional autonomy appears to be the solution to the age-old problem of what they refer to as "national oppression" and discrimination. Contrary to this, however, when RA 6766 (known as Organic Act for the Autonomous Region in the Cordillera) and RA 6734 (known as the Organic Act for the Autonomous Region in Muslim Mindanao) were presented for approval in a plebiscite the people substantially if not totally rejected them. The Cordillera people, in fact, resisted the idea even before the Organic Act was formulated. (Refer to Annex 0 for a critique of the Cordillera Organic Act.)

In Mindanao some 500 Bangsa Moro Ulama, traditional leaders, professionals and laymen held a conference and adopted the Omnibus Resolution petitioning the incorporation of special provision granting autonomy to the Bangsa Moro in the Constitution of 1986. From the beginning it was the Moro National Liberation Front that consistently and persistently demanded autonomy in Mindanao. When the Constitution was finally ratified, its provision for the creation of autonomous regions was a positive sign for them. The enactment of RA 6734, however, resulted in a campaign for a "No" vote or the stand of boycott. Like their counterparts in the Cordillera, the Bangsa Moro found the Organic Act full of contradictions and flaws.

NGOs prove important in providing support for cultural minorities to voice out their problems on ancestral lands. Such NGOs like Alyansa ng Bayan sa Katutubo (TABAK) conduct investigations and other studies and present their finding through dialogues with the concerned government agencies.

Other support components of most NGOs working with cultural minorities consist of their organizing scheme that ensures a process of education and making the people aware of their issues and problems.

### III. Recommendations for policy and action

#### 1. RE-EXAMINE THE POLICY OF LAND STEWARDSHIP AND LAND CLASSIFICATION SCHEMES WHICH RUN COUNTER TO THE CLAIM OF INDIGENOUS PEOPLE TO THEIR ANCESTRAL LANDS.

The indigenous groups want a return to the old concept of land. They want this concept respected because land, to them, is "God's gift" to everyone.

#### 2. SOCIAL SCIENTISTS SHOULD HELP ESTABLISH COMMON OBJECTIVES AND DEFINITIONS BETWEEN THE GOVERNMENT AND INDIGENOUS GROUPS CONCERNING DEVELOPMENT.

Social scientists are in a position to do this with their understanding of the impact of development on indigenous cultures.

3. CONDUCT INFORMATION CAMPAIGNS AMONG GOVERNMENT OFFICIALS ON ALL LEVELS CONCERNING THE INDIGENOUS GROUPS AND THEIR CULTURES.

Government needs to be sensitive to the special needs and aspirations of these groups.

4. EDUCATE THE INDIGENOUS GROUPS TO HELP THEM UNDERSTAND THEIR SITUATION VIS A VIS THE LARGER SOCIETY AND HELP THEMSELVES REALIZE THEIR ASPIRATIONS.

I. Situation

At the coming of the Spaniards and later, the Americans, fishing as an economic activity characterized coastal life in the archipelago. At this early period the colonists noted the rich aquatic resources of the country, and the Americans initiated endeavors geared towards further exploration of the local marine potential.

Various agencies and programs were organized to protect the country's fisheries resources. When the Philippines became a Republic a College of Fisheries was instituted at the University of the Philippines to become the training and research institution for the fisheries program.

Laws and decrees were passed to encourage, promote and conserve national fishery resources for the stabilization of the national economy. In 1975 the Fishery Decree, PD 704, consolidated all laws and decrees affecting Philippine fisheries. It declared the "policy of the State to accelerate and promote the integrated development of the fishery industry and to keep the resources of the country in optimum productive condition through proper conservation and protection."

When the government instituted the Fishery Industry Development Council (FIDC) to formulate policies for the diversification of export products and markets to enable the fishing industry to contribute positively to the growth of the national economy, the Philippine fishery industry had become an enterprise under intense competitive conditions. A fast modernizing, export-oriented business venture developed and inevitably shaped and influenced the rapid deterioration of the local marine ecology. Furthermore, operators have been allowed to exploit our marine resources, causing tremendous destruction to our coral reef and marine life. The use of dynamite, cyanide and other toxic chemicals, cayacas, muro ami and trawl fishing have added to the destruction.

The country's fishing industry is declining at an alarming rate. A huge 70 percent of the country's 44,000 square kilometers of fishing grounds have been destroyed.

When translated into jobs the 160,000 metric tons of fish lost every year could mean 130,000 fishermen losing their jobs annually.

Moreover, our local fishermen are suffering from stiff competition from Japanese fish exporters. Japanese investors have maintained a profitable business in commercial fishing to the detriment of local fishery households. The small fisherfolk have been isolated from the very source of their livelihood. Their use of traditional gears is no match to Japanese and other foreign operators' sophisticated method of fishing.

In no less than ten years the widespread poverty in the countryside of the small fishermen has grown to a distressing state and has consequently compelled them to engage in other income generating activities such as carpentry, palay farming, retail store, buy and sell.

## II. NGOs and GOs Effort

Government has assured the fisherfolk through consultations that there are attempts to help them, but the fisherfolk feel that these consultations do not really work because after the dialogues or consultations are held, they are not given any information on the results.

Research, organizing and building cooperatives are some of the efforts of both the GOs and NGOs working with fisherfolk. The Department of Environment and Natural Resources through the Bureau of Fisheries engages in research and technology development for community-based projects. Laws concerning fishery resource base conservation are promulgated. Most of the efforts, however, are not implemented effectively. The difficulties in economic livelihood of the fisherfolk are caused by five factors: 1) inadequacies of government, 2) lack of implementation, 3) development framework that does not benefit the poor, 4) control of resources by a few and 5) absence of a comprehensive assistance program. Through regular discussions with NGOs and information the fishing communities have formed organizations where they can articulate the issues affecting them and their demands as a group. NGOs act as mediator or link between government and fishermen organizations.

Social scientists study the relationship between environment and culture and man's place in this relationship. They also help formulate development objectives that will benefit fishing communities.

## III. Recommendations for policy and action

1. ORGANIZE FISHERMEN'S COOPERATIVES WHICH WILL PROVIDE SERVICES AND BENEFITS FOR THE MEMBERS AND THEIR FAMILIES. MORE GOVERNMENT SUBSIDY USING COMMUNITY-BASED PROGRAMS WILL HELP IMPROVE THE QUALITY OF LIFE.
2. ADOPT A DEVELOPMENT FRAMEWORK THAT WILL FOCUS ON AND PROTECT SMALL FISHERMEN INSTEAD OF FAVORING BIG BUSINESS.
3. MODIFY LAWS THAT AFFECT SMALL FISHERMEN, SUCH AS EXPANDING THE AREA AFFECTING MUNICIPAL FISHERIES FROM 15 TO 20 KILOMETERS.
4. DEVELOP A COMPREHENSIVE PROGRAM FOR FISHERIES THAT WILL INCLUDE THE REDUCTION OF WATER POLLUTION AND THE REHABILITATION OF WATER RESOURCES.

Annex R presents a summary of the presentations made by the speakers at the forum.

I. Situation

Landless and homeless people live in Manila and other urban centers of the country. In Manila alone, 1/3 of the population is made up of squatters. Coming from the rural areas, they move to the cities with hopes of a better life but encounter only high prices of lots and housing, forcing them to squat on idle public and private lands and building shanties of flimsy materials along esteros and even under bridges. Consequently, the prospect of demolition and eviction is a constant threat to them.

While most of them find irregular and low-paying employment, even the more fortunate ones with regular jobs fall below the poverty line (in 1987, 63.4 percent of Filipinos were below the poverty line), their economic rights very insecure.

Despite this dreary situation facing them, squatters continue to flood the cities and propagate their way of life through succeeding generations of squatters.

Middle income families are also affected by the high cost of housing and land values. They and the urban poor families need to be helped through a better program of urban land reform.

II. Government and NGO Efforts

Government seeks to halt the large scale movement of people from the rural regions to the cities through countryside development programs. However, the results are slow in coming about and cannot keep up with the needs of would-be rural migrants. Government also has programs targetting the urban poor. Two of its housing programs are the programs of the National Housing Authority (NHA) and the Community Mortgage Program (CMP).

The NHA is the lead agency in implementing the housing program through slum upgrading, relocation of squatters, development of sites and services, and construction of core housing units.

The CMP allows beneficiaries in blighted areas to organize themselves to buy collectively the land they occupy. The land is then subdivided into homelots. With ownership of land, the poor will have easier access to credit for home development and related needs.

The Marcos regime attempted to institute urban land reform through the Area Priority Development (APD) program. About 244 sites were identified as private areas for development on government land or on private property undergoing litigation. Squatters already residing on these lands at the time the APD was launched cannot be told to vacate the area.

NGOs complement government efforts by assisting groups of urban poor to organize and avail of community mortgage schemes, such as the efforts of the Center for Housing and Human Ecology Foundation or the CHHEd (please refer to Annex 3 for a description of CHHEd work).

It would seem that with government and NGO efforts, the situation of the urban poor should not be as bad as depicted in research and the mass media. But the situation is bad partly because there are serious problems in implementing the programs. As one urban planner put it, we may have well-planned programs for the urban poor but not enough well thought-out policies and guidelines to implement the programs. Another reason is the presence of loopholes in certain programs. For example, in 1974 squatter families in Tondo were given a chance to own housing lots for which they would pay a monthly amortization within affordable range. Despite a ruling that it was forbidden, most of them sold their land to wealthy Chinese businessmen (who offered tempting prices for the land) due to their inability to pay the regular amortization. They have returned to squatting on government land.

Related to this are limitations in the anti-dummy law which allow foreign investors to come in and cause land values in the city and outlying areas to spiral beyond the reach of the average Filipino.

### III. Recommendation for action and policy

1. SUPPORT THE PASSAGE OF THE LINA BILL OR SENATE BILL 234 - "AN ACT TO DECLARE A NATIONAL POLICY OR PROGRAM ON URBAN LAND REFORM AND HOUSING, ESTABLISH THE INSTITUTIONAL MACHINERY FOR THE IMPLEMENTATION."

To benefit from this bill will be the under-privileged homeless and those residing in areas for priority development (APD).

2. RECONCILE ALL THE FUNCTIONS AND ROLES OF AGENCIES WHICH ARE INVOLVED IN URBAN LAND REFORM INTO ONE GENERAL BODY WITH CORRESPONDING POWERS FOR BETTER COORDINATION OF POLICIES AND EASIER ACCESS TO THE PEOPLE.

NOTE: The Lina Bill will give the National Housing Authority (NHA) expanded powers and rename it into the National Urban Land Reform and Housing Administration.

3. TO MAKE INVESTMENT PROGRAMS BENEFIT THE POOR:
  - a. PASS ADEQUATE LAWS DISALLOWING FOREIGN INVESTORS FROM PURCHASING REAL ESTATE IN MANILA AND OTHER URBAN DEVELOPMENT SITES.

Inflationary land values are caused by foreign investors who serve only the needs of upper income Filipinos by developing housing communities, shopping centers and the like.

- b. REVIEW THE VARIOUS INVESTMENT PROGRAMS IN THE COUNTRY AND ENCOURAGE THOSE WHICH WILL GIVE JOBS TO THE POOR, SUCH AS WELL-PLANNED FACTORIES.
4. IN VIEW OF THE SCARCE FINANCIAL RESOURCES AVAILABLE TO HELP THE POOR, CAREFULLY STUDY WHAT THEY REALLY NEED SO THAT THIS CAN BE PRIORITIZED PROPERLY AND THE RESOURCES ASSIGNED TO THE MOST IMPORTANT NEEDS.

For example, should we be providing them with jobs first before houses (because we cannot afford to provide them with both at the same time)? The Tondo experience has shown also that they cannot pay their amortization without steady jobs.

5. PROVIDE ADEQUATE AND CLEAR GUIDELINES FOR IMPLEMENTING POLICIES AND PROGRAMS FOR THE POOR.

Demolitions, for example, may be legal or illegal, depending on the specific situations involved. For legal demolitions, guidelines are needed when they should be done (they should be done only when a relocation site is available; they should not be done when the weather is bad).

See Annex T for a summary of the presentation of the forum speakers.

Public Forum on:

THE PROSPECTS OF THE PEOPLE'S AGRARIAN REFORM  
CODE (PARCODE) IN THE CONTEXT OF THE PRESENT  
AGRARIAN REFORM PROGRAM

I. Situation

The 1980 Census of Agriculture served to reinforce the claim that the land distribution existing in the Philippines is unjust. More than half of the farms occupy only 16 percent of the total farm land while less than 4 percent of the farms occupy 25 percent. A very high proportion of the land cultivators are tenants, not landowners.

Thus, in 1986 when the Comprehensive Agrarian Reform Program (CARP) was launched, it was described by Pres. Aquino as the "centerpiece" of her Administration. People took her statement to mean that the implementation of the CARP would have the support of government because it is a program of social justice. It shall distribute land to two million farmers, almost half of them landless, and provide economic returns. It shall also provide the base for wider rural development and industrialization.

The implementing law of the CARP is the Comprehensive Agrarian Reform Law (CARL) or RA 6657. It was passed after bitter debate and discussions, an alleged "watered down version" of the original program. Both peasant beneficiaries and landlords have criticisms against the CARP.

There is opposition among the landlords of the CARP, especially on the part of small and medium-scale landlords who see their big landed counterparts as being more favored by the exemption provisions. They complain that the compensation scheme for land taken away from them is unfair. They also complain about the principle of land use conversion.

On the part of the farmers, they have grave doubts that the program will be implemented in their favor due to what they perceive as loopholes, such as the provision allowing stock-sharing which virtually exempts landlords from land distribution. Many of them are not pleased that they will have to pay for land they acquire under the CARP.

Despite all this, there are sincere efforts to implement the CARP and give it a chance to work.

The Department of Agrarian Reform (DAR) is the government agency tasked with implementing the CARP. Implementation, which is done in several steps or stages, is potentially marked by specific problems, such as difficulties of identifying CARPable land, the refusal of landowners to allow the DAR access to their land, missing or slow process of ascertaining identity and parameters of land. The most contentious issues are land valuation and land conversion due to inadequate guidelines. (See Annex U.)

## II. Efforts of government and NGOs

Not only the DAR but other government agencies such as the Department of Agriculture (DA) and the Department of Environment and Natural Resources (DENR) inform the public about the CARP. The DENR is in a special position because some of the upland areas which are under their jurisdiction are also subjected to land reform, thus, the DENR performs more than just the information function of land reform.

Aware of the various criticisms against the CARP, both government and NGOs alike are proposing that certain changes be made. Government is for amending portions of the CARL, while a large organization of peasants is for replacing the CARL with an alternative program.

Congress is proposing an Omnibus Amendment to the CARL based on dialogues with farmer groups, the DAR staff and other interest groups. One group of amendments for example, deals with the tricky issue of conversion of land from agricultural to non-agricultural use. Other amendments to be proposed are clearer definitions of terms, such as "just compensation" to landlords who have to give up their land.

Among the NGOs actively involved in agrarian reform, the Congress for People's Agrarian Reform (CPAR) is probably the most visible. It has its own alternative program called the People's Agrarian Reform Code (PARCODE) which, they claim, is different from the government CARL in the sense that the PARCODE shall implement genuine agrarian reform. For example, it has been claimed that the PARCODE will be more helpful to the farmer beneficiaries than the CARL because of the PARCODE provisions for interest-free amortization payments, for the listing of actual tillers of abandoned land as beneficiaries, and for more extensive support services. The CPAR has been advocating that government support the PARCODE instead of the CARP.

## III. Recommendations for action and policy

### 1. IMPROVE AND STRENGTHEN CERTAIN PROVISIONS OF THE CARL BY:

#### a. INCLUDING THE FOLLOWING SALIENT POINTS OF THE PARCODE IN THE PROPOSED OMNIBUS AMENDMENT:

1. LIST ACTUAL TILLERS OF ABANDONED LAND AS AGRARIAN REFORM BENEFICIARIES.
2. INTEREST-FREE AMORTIZATION PAYMENTS OF FARMER BENEFICIARIES.
3. APPROPRIATE TECHNOLOGICAL TRAINING FOR AUXILIARY AGRICULTURAL ACTIVITIES PROVIDED TO WOMEN, AS WELL AS DAYCARE AND OTHER SERVICES.
4. COLLATERAL-FREE LOANS ON AGRO-INDUSTRIAL TO SMALL LAND OWNERS.

5. PREFERENTIAL RIGHTS IN THE UTILIZATION OF COMMUNAL AND AQUATIC RESOURCES FOR SUBSISTENCE FISHERMEN, INCLUDING SEAWEED FARMERS. ADEQUATE PARTICIPATION IN POLICY MAKING.

b. PASSING THE OMNIBUS AMENDMENT INTO LAW.

Inasmuch as these suggestions accommodate some of the provisions of the PARCODE, it may be said that the blending of the two programs, albeit partially, demonstrate that there are prospects of the PARCODE being incorporated into the Agrarian Reform Program of the Philippines.

2. SECURE THE HELP OF INDIVIDUALS OR FARMER GROUPS WHO NEED THE PERSONAL ATTENTION OR INTERVENTION OF THE DAR SECRETARY TO FACILITATE ACTION BY DRAFTING THE ISSUE OF THEIR CONCERN IN THE FORMAT OF AN ADMINISTRATIVE ORDER, WHICH THE DAR SECRETARY CAN SIGN AFTER CONSULTATION WITH HER OWN STAFF.

NOTE: This was the suggestion of Miriam Defensor-Santiago who saw it as a way of responding quickly to such requests. She mentioned that she thought of it after the issue of the cutting down of coconut trees was brought to her attention only after so many trees all over the country had been cut down by owners wishing to escape agrarian reform coverage.

3. RESPOND TO THE DAR SECRETARY'S ANNOUNCEMENT THAT SHE WAS GOING TO SET ASIDE WEEKLY A 30-MINUTE SLOT IN HER SCHEDULE TO MEET WITH INDIVIDUALS OR GROUPS WHO WISH TO BRING CERTAIN ISSUES OR PROBLEMS TO HER ATTENTION.

Miriam Defensor-Santiago set aside 30 minutes every Monday morning for this purpose because she said this was also the time when she met with all the undersecretaries and sometimes even regional secretaries who would be able to help her decide on action to be taken.

4. REMEMBER THE LESSONS BEING LEARNED IN THE ATTEMPTS TO IMPLEMENT THE CARP - THAT ANY PROGRAM THAT LOOKS GOOD ON PAPER SHOULD BE "ADMINISTRATIVELY FLEXIBLE AND TECHNICALLY POSSIBLE."

The PARCODE, while appearing to be better than the CARL, may suffer from this deficiency. PARCODE advocates, therefore, should subject their proposed program to this question and find out if the provisions can, indeed, be translated into action.

The PSSC-RPP General Assemblies

Some discussion of the two general assemblies which opened and closed the Forum Series will be given before ending the report.

The first general assembly was held on October 28, 1988 before the Forum Series swung into full gear. The main objective of the assembly was to set the general theme of the Forum Series. A panel discussion on "The Role and Participation of NGOs/POs, Social Scientists and Government in Development" developed the theme, which was discussed further in the open forum that followed. Annex V presents the main paper delivered during the panel discussion.

The second general assembly took place on January 31, 1990 after the last activity in the Series. The recommendations that had been given for each activity were taken up. Annex W presents these recommendations.

Also taken up during the second general assembly were recommendations for further action and follow-up.

Grouped under the three areas of the PSSC-RPP activities, the recommendations for follow-up are the following:

Popularization of knowledge	Research and Consultancy	Social advocacy
1. Disseminate the status of selected legislative bills.	1. Focus on the following topics: a. agrarian reform b. cooperatives c. ancestral domain	Address the problem of exploiting indigenous culture and the looting of cultural artifacts.
2. Translate the program guidelines for agrarian reform and cooperatives into the local dialects.	2. Monitor legislative and executive decisions on the above issues.	
3. Give regular update on NGOs.	3. Extend research and consultancy services to programs on the above issues.	
	4. Study the state of the art of development in the country.	

A final recommendation that was given in view of the importance of the subject is for the PSSC-RPP to maintain regular dialogue among NGOs, GOs and the military to clarify issues and relationship.

## Conclusions and General Recommendations

The Forum Series on Development accomplished the following:

1. Through the roundtable discussions, the various agencies in government, the private sector and academe came together to share information on each other's work as these are related to development. Such an exchange has been fruitful in making them aware of commonalities and differences in their approaches.
2. Also, through the roundtable discussions, initial attempts to arrive at mechanisms of working together were made, albeit tentative. While there is expressed willingness to work together, many of the details of such a relationship remain abstract.
3. Through the public forum series, people's organizations were exposed to a type of activity where a specific issue or problem is discussed by representatives coming from government, NGOs and the academe. This proved to be a new experience to many of them and was appreciated, as shown by their attention during the forum and their requests for more similar activities. They were made to see the complexity of many problems and the need for joint efforts to solve them.

Moreover, it afforded certain opportunities for direct contact between the people and the government agencies which are concerned with the issues.

The objectives of the forum series were two: to arrive at recommendations for choosing "the right" NGOs to be members of the Regional Development Council and to recommend ways of strengthening GO and NGO collaboration.

The forum series disclosed the importance of distinguishing NGOs in general and NGDOs (non-government development organizations) when considering private sector representation in the RDC. While both work with the private sector, NGDOs have more exposure to the grassroots and consequently have a greater appreciation of development objectives and problems. The other NGOs may be service organizations, social clubs or business clubs. The NGDOs must therefore be identified in the regions and invited to be members of the RDC.

Moreover, NGOs and NGDOs may proliferate, and it is important for them to know each other and to keep in touch about each other's work.

A peculiar problem affects NGDOs in remote areas of the country who may come into contact with the Philippine military on anti-insurgency work. These contacts can result in potential conflict and be a detriment to NGDOs if the military suspects them of being part of the insurgents. (The problem was brought up in the roundtable discussions in the NCR based on field reports of NGDOs to their Manila offices, and in Bacolod, Davao and Zamboanga.)

With respect to the second objective of coming up with recommendations to strengthen GO and NGO collaboration, the forum series disclosed an initial doubt on the part of a few NGDOs, specifically those working with rural farmers, that collaboration will work. On the whole, however, there is an initial willingness on the part of both NGOs and GOs to collaborate for they have the same goals of developing communities and improving people's lives. There are certain principles to be observed if collaboration is to work, mainly an assurance that NGOs will maintain their independence and not be swallowed up in the bureaucratic procedures of GOs. The specific nature of collaboration will depend on the activities or projects to be launched.

A comment on collaborating with NGDOs must be made. Because they work under informal and unstructured circumstances, they tend to be quite flexible in their observation of time schedules and certain formal procedures. This can be disruptive at first to other sectors such as social scientists who are used to organized and prompt meetings, or to GOs who have fixed schedules to observe. It is not practical, therefore, to expect NGDOs to attend planning meetings at a time decided by others and far from their immediate offices. It will be more effective to meet with them where and when it is convenient.

The public forums dealing with specific social issues of development showed that one kind of collaboration can inform the people by being more wholistic and analytical in looking at problems.

In general, the following recommendations to enable NGOs to participate in RDC are the following:

1. *Encourage and assist NGOs to form viable networks and compile NGO directories.*
2. *Identify NGDOs from the NGOs and include them in the consideration of private sector representation in the RDC. Let them choose from among themselves who will sit in the RDCs to insure accountability to their peer.*
3. *Increase the proportion of NGO representation from 1/4 to 2/4 to allow for more NGDOs in the RDC.*
4. *Facilitate the attendance of chosen NGOs members in RDC meetings by giving them transportation and per diem.*

(NOTE: Earlier in the report, on page 7, it is mentioned that these recommendations are already taken care of by the NEBA Board Resolution No. 6 and Memorandum Order No. 195 released by the Executive Branch which were both released in 1990. It is clear that these recommendations were not only given at the PSSC-RPP roundtable discussions but also at the various consultation sessions held by the Regional Development Coordinating Staff with the RDCs.)

The general recommendations to strengthen GO-NGO collaboration are:

1. *Work towards a framework of development which is acceptable to both GOs and NGOs.*
2.
  - a. *Hold regular dialogues between GOs and NGOs to understand how each works.*
  - b. *Bring some of these dialogues to the grassroots for helpful feedback.*
3. *Establish an NGO desk in all government agencies to facilitate contact with NGOs.*
4. *Work out areas and guidelines of collaboration within the RDC based on specific activities or projects.*
5. *Hold research utilization workshops led by social scientists to incorporate their findings in planning and policy formation.*
6. *Through the initiatives of the local government, find viable ways of meeting with the local officers of the AFP to thresh out NGO-military problems when they arise.*

# ANNEX A

## ANNEX A

### Post EDSA Revolution: Emergence of Strong NGOs

After the EDSA Revolution the clamor for people empowerment intensified. Non-government organizations (NGOs) proliferated and have since won recognition from the government as well as from international bodies.

As early as September 1986 then newly installed President Aquino met with several sectoral representatives of different People's Organizations (POs) to discuss their agenda. Likewise NGOs and other support groups redirected their efforts at revolutionizing social development and took the upsurge of people empowerment as their main concern.

The National Economic and Development Authority (NEDA) in their Medium-Term Philippine Development Plan for the years 1987-1992 included NGO participation as a strategy for achieving government's developmental goals. The Plan states that the government will seek a closer collaboration of efforts with NGOs to be able to provide essential services to the large number of families who live at the subsistence level. (Medium-Term Developmental Plan 1987-1992 chapter 10 p. 259) Further, the NEDA Plan states that regular consultations and institutionalized participation of the NGOs in the planning, implementation, monitoring and evaluation of programs for the poor shall be effected. NGOs shall be encouraged to create coordinative mechanisms among themselves to facilitate and systematize coordination with government, thus, foster good relationships.

A parallel development in the international scene placed the Philippine NGOs in more challenging roles. For example, foreign groups such as the British Overseas Development Administration (ODA) gave to our local NGOs. An amount of 1.3 billion pound equivalent to US\$2.30 billion was allotted for Third World assistance projects.

The Philippines is one of the beneficiaries of this huge amount. ODA has emphasized the involvement of NGOs, the officials of ODA keenly aware of the need for official development spending to reach the poorest sector of society.

Paris government, in the year 1989 committed a total of P3.44 billion for community sustaining projects although was not specific as to NGOs role in the use of the funds. The Japanese private sector groups are now also gearing to channel their assistance in the form of technical know-how and financial grants to business chambers and NGOs in a major bid to reach out to the needy in the countryside in the light of the present political and social environment.

As early as October 1988 the Canadian Embassy in Manila allocated some P 8.83 million (Canadian \$500,000) per annum for NGOs to use for small community projects under the CANADA Fund (formerly known as the Mission Administered Fund). The purpose of the Fund is to provide financial support for small innovative/cost effective projects with high developmental impact on the local community and grassroots organizations. Even the Asian Development Bank had aired their interest in tapping NGOs. In an interview with Geuther Schulz, ADB official by the Philippine News and Features (PNF) he stated, that the ADB has to bring their projects closer to the people to enhance the bank's role in poverty alleviation. However, Mr. Schulz added that they have to deal with the government as their counterpart and it sometimes happens that some government's may have very good ideas but these do not work out in reality. He concluded that NGOs may hasten the process of disbursing many millions which the government was slow in tapping due to concomitant problems of bureaucracy.

Asiawide, NGOs have emerged as a major force for development particularly in the Asia-Pacific region and have been recognized by national governments, development agencies and institutions.

NGOs want a bigger say in development projects funded by multi-lateral agencies and other donor countries. This was the consensus among participants from Asia (of which the Philippines was one of the representatives), Africa, Latin America, North America and Europe. Held in Manila in June 1989 the inter-regional consultation was sponsored by the Committee on International Development Institute on the Environment of the United Nations.

These developments clearly show that the role of NGOs becomes even more pronounced because of their accessibility and acceptability to people's organizations and donor agencies.

Some NGOs have shown a capacity for sustaining economic and social development. However as this development progressed favorably for NGOs the huge funds are still not in the hands of NGOs. A clear-cut mechanism as to its availment is not provided yet by any executive order or mandate. If the present existing mode of linkage will be considered, only a few NGOs will benefit because there are various NGOs who maintain an independent if not critical stance of NGO-GO collaboration. Knowledge of the existence of such funds in the government could possibly remain unknown to these NGOs, much more of the actual use of these funds.

Prepared by the PSSC-RPP Secretariat

## ANNEX B

### WORKING PAPER

#### A PROPOSAL PROVIDING THE PRINCIPLES AND MECHANICS FOR INSTITUTIONALIZING THE PARTICIPATION OF NON-GOVERNMENTAL ORGANIZATIONS (NGOs) AND PEOPLES' ORGANIZATIONS (POs) IN GOVERNMENT POLICY FORMULATION AND PLAN IMPLEMENTATION

##### I. Brief Background

The National Economic and Development Authority (NEDA), in coordination with other government ministries, agencies and private institutions, after being mandated by the present administration to draw-up a 5 year Economic Plan for the country, is currently in the process of finalizing the first draft of the said plan to be presented to the President and her Cabinet.

NGOs and POs were invited to work with other government ministries and agencies in Technical Working Groups (TWGs) which would formulate and draft the chapters of the medium term plan. As an NGO contribution, this paper would like to focus its concern on Chapter 10 entitled: Development Administration and Plan Implementation.

Chapter 10 states two major development issues and problems which require a greater degree of NGO and PO involvement and which must be addressed during the new Plan period. They are:

1. The need to further improve institutional processes for formulation, implementation and monitoring
2. The need for greater decentralization

In the same chapter, two of the objectives set to address the problems stated above and which again concern NGO and PO participation are the followings:

1. To make governmental institutions more democratic by multiplying and broadening the avenues for citizen access to power and participation, and by making agencies both more responsive and responsible to the people; and
2. To develop political and social awareness, concern and commitment among all sectors of society and promote their active and meaningful participation in the development process.

Also, Section 6.1 of Chapter 10, entitled Harnessing the Participation of the Private Sector, Non-Governmental Organizations and all other sectors of society in Development, elaborates further on the primacy of NGO and PO participation in development efforts. It states that

The government recognizes that development efforts can only be truly meaningful and effective if these efforts reflect the genuine aspirations, interests and participation of the people. As a general policy, the government shall harness the participation of the greater portion of the populace in the formulation and implementation of policies, plans and programs, and the monitoring and evaluation of their contributions to the pursuit of the development goals of the country.

Furthermore,

Through an appropriate non political subdivision or instrumentality of the government, the government shall actively encourage the formation of private sector groups, non government service organizations and other people's organizations, and implement programs that will help develop their capabilities to participate in the policy and plan formulation and implementation processes. It shall also actively seek the establishment of development councils or similar umbrella organizations to coordinate the efforts of the various sectors involved in the participatory decision-making process.

## II. Statement of the Problem

While NGOs appreciate the sincerity of government to include them in policy formulation and plan implementation, as evidenced by the policy statements of Chapter 10 of NEZA's Medium Term Plan, there is still a great need to first, define NGOs and POs, second, establish certain guiding principles which NGOs and POs believe in and adhere to in relating to government which government must seriously consider and third, evolve a mechanisms for effective NGO and PO participation from the principles mentioned thereof.

## III. Definition of NGOs and POs

Section 1.2 of the draft on the Proposal Agricultural Outreach Desk for NGOs/SFOs designed by a Task Force in the Ministry of Agriculture, gives a fairly comprehensive definition of NGOs and SPOs (Small Farmers Organizations which for our purposes refer to POs).

The said draft states that, NGOs, also known as private volunteer organizations, social development agencies, alternative professional, support or cause-oriented groups, aside from common characteristics such as their non-stock, nonprofit legal corporate identity, have shifted in their orientation and approach in addressing poverty and rural development issues. The experience and lessons of the past two development decades, 1960 and 1970, have taught NGOs much about

appropriate technology, non-formal education or conscientization programs, participatory research, community organizing and Integrated Area Development (IAD).

A distinction must be drawn between NGOs who provide services to POs at the grassroots level and the POs themselves. POs refer to small farmers and fishermen organizations, landless rural workers cooperatives, women's groups, urban poor organizations and the like.

Services offered by NGOs range from community organizing, research, training and education to credit, cooperatives, technology development and transfer, health and nutrition, etc. NGOs deliver their services by drawing from their own resources/personnel or by accessing other NGOs. Some offer IAD types of programs while others combine any number of services depending upon internal capabilities, experience and available funding.

#### IV. Guiding Principles for NGO, PO and Government Collaboration

It is clear then that NGOs and POs, being different in nature and orientation, in development thrusts and processes, have their own set of principles, concepts, and philosophies from which they base their methodology, mode of practice and framework of action. These apply to the proposed collaboration between the government and NGOs/POs in policy formulation and plan implementation, the guiding principles of which are enumerated below.

##### 1. Autonomy of NGOs/POs

NGOs and POs believe in maintaining their identity and independence, free from domination, control or interference or any group on their internal and external processes and functions. While NGOs/POs may be very willing to collaborate with government, they would insist on preserving their autonomy even if they come under the sphere of development councils or umbrella organizations.

##### 2. Primacy of basic sectors

NGOs believe that people's participation mean involving POs in identifying problems and their root causes, in planning and acting on any given set of problems as an organized force. POs that represent the basic sectors, such as the women's group, youth, labor, farmers, small fishermen, labor, urban poor and tribal Filipinos, must therefore play the primary role in development efforts that will affect them.

##### 3. NGOs and POs must be given a substantial role in decision-making

NGOs and PO's presence in government development councils or bodies of that nature will be utterly useless if they are not given the power to influence decision-making. NGOs believe that

POs must make the final decision in programs and policies which will be beneficial to them. It is therefore imperative that they be given an equitable representation in governing bodies.

#### 4. Wide representation of NGOs

NGOs proliferate in many parts of the country and they can be found even in the most far-flung areas working with the people. Local government officials must take stock of the NGOs operating in their locality and ensure the latter's representation in any council or policy-making and plan-implementing body.

#### 5. Observance of democratic processes

NGOs and POs are very sensitive and strict in the observance of democratic processes. Policies and programs before they can be passed, must first go through a series of consultations or group discussions with the people. Planning must be a bottom-up approach and not the traditional top-down or technocratic approach. Even meetings and other fora must take into consideration the level of awareness and education of the people, their culture and language most conversant with. These must be ensured in any NGO, PO and Government collaboration to prevent alienation of the people from traditional politicians and government technocrats.

### V. Mechanisms Towards NGO and PO Participation

#### 1. Regional/Provincial Development Councils

As part of the government's decentralization efforts, the medium-term plan provides a section which expands and strengthens Regional Development Councils (RDCs), giving them a more influential and substantive role in regional policy and decision-making. NGOs and POs must be represented in this council in order to actualize people's participation.

The composition of the RDC includes elective officials of the provinces and cities comprising the region, and regional directors of agencies operating in the region. The NGOs and PO proposed that, in order for them to have a substantial role in decision-making, RDCs must also consist of one sectoral representative from the women, youth, farmers, small fishermen, labor, tribal Filipinos and urban poor groups. Added to these, there should be one NGO representative from each province in the region.

Each basic sector will choose its own representative to the RDC. This would therefore mean a coming together of all POs in the particular sector to agree on their representatives.

The same principle holds true for NGOs. A regional network of NGOs has to be formed first so that representatives can be elected to the RDC.

Once sectoral and NGO representatives are already in place in RDC, their respective sectors and networks would serve as consultative bodies thereby installing a feedback mechanism and ensuring greater people's participation for programs, plans and policies being formulated by the RDC.

The same type of structure is proposed for Provincial Development Councils (PDCs) except that it is recommended that the number of sectoral representatives must be proportional to the demographic distribution of the sectors in the province. For instance, if in a particular province, the majority of the people engage in farming, then there must be a corresponding increase in farmer representatives to the PDC.

## ANNEX C

### PROPOSED STRATEGIES FOR NEDA-NGO JOINT EFFORT TO INSTITUTIONALIZE NGO PARTICIPATION IN DEVELOPMENT COUNCILS

#### I. RATIONALE

There are two reasons for institutionalizing NGO participation in government policy-formulation and plan implementation. Firstly, NGOs, because of their innovative and effective approach to development efforts, deem it necessary to be consulted by government or to directly participate in any government program formulation and implementation. Secondly, the government in its medium-term economic plan, has specifically given primary role to the participation of the social development agencies or NGOs in social development.

Thus both the NGO sector and the government sector have expressed their willingness to collaborate in the formulation and implementation of the country's development program. There are, however, certain complications that need to be dealt with in this undertaking. For one, most government agencies are not familiar with NGOs-their nature, principles, orientation and style of work. Similarly, NGOs have little experience in and knowledge of government bureaucratic functions and processes. There is thus a need to familiarize with each other first.

Perhaps the most difficult part is constructing a mechanism that would involve NGOs in government planning or as in this case, in regional, provincial, municipal and barangay development councils. NGOs operate at different capacities in a wide range of areas nationwide. They are of different sizes and serve a vast array of grassroots sectors such as farmers, fishermen, tribal communities, women, urban poor, and workers.

The purpose, therefore, of this paper is to present an integrated program to institutionalize NGO participation in RDCs. The National Economic and Development Authority (NEDA), the Philippine Social Science Council-Resources for People Program (PSSC-RPP), and the Non-Governmental organizations (NGOs) sector are the main participants of the activities mentioned in the program.

#### II. STRATEGIES

##### A. *Roundtable Discussions with NEDA*

As an initial step, PSSC-RPP shall facilitate and conduct roundtable discussions of NGOs with NEDA. This activity has the following objectives:

1. to establish principles and guidelines for NEDA-NGO working relations;
2. to familiarize NEDA with the NGO approach to development;

3. to familiarize NGOs with government organizational functions and processes; and
4. to draw-up a program of activities directed towards the consolidation of NGOs in the regions, the production of a directory of NGOs and POs, and the actual involvement of NGOs in Development Councils.

These roundtable discussions should be done with different levels of NEDA which means starting at ministerial level to the regional/bureau director's level.

#### *B. Preparation of a Directory of NGOs and POs*

PSSC-RPP shall also supervise the preparation of a nationwide Directory of NGOs and POs that will identify potential participants to the development councils. This is an essential precedent to the actual involvement of NGOs and POs in development councils because of data base is needed in order to determine the mechanics for representation of NGOs in the said councils.

The NEDA medium-term plan states that the Ministry of Local Governments can be tapped as the lead agency for this activity, however, it is our firm belief that an activity of this kind and nature should be a private initiative. NGOs know their own and are thus able to move more easily within their sector. A proposal for this Directory is annexed with this paper.

#### *C. Consultation-Seminars*

As a simultaneous activity to the preparation of a directory, PSSC-RPP can convene consultation seminars for NGOs/POs in different regions. The objectives of the consultation seminars are:

1. to facilitate formal networking of NGOs in a region;
2. to map out strategies and policies in relation to the Regional Development Councils (RDCs); and
3. to determine NGO representation to the RDC.

It is worthwhile to mention the initial efforts being made by the Agricultural Outreach Desk for the Ministry of Agriculture and Food to institutionalize NGO-GO partnership in development projects. In the organizational set-up of the Outreach Desk, a Regional Consultative Body composed of representatives from the government, NGO and the government shall be established to screen projects at the regional level. This Regional Consultative Body will have a legal identity as a private body. Thus the consultation-seminars conducted by PSSC-RPP, through the facilitation of networking among NGOs in the regions, can assist in the formation of the Regional Consultative Bodies described by the Outreach Desk.

#### *D. Meetings of NGOs with Government*

After the consultation seminars, it is expected that there is already an existing networking of NGOs at the regional level. This network should have mapped out strategies and policies in relation to RDCs and are therefore ready to sit down with government representatives in the development councils.

PSSC-RPP at this stage shall then facilitate preliminary meetings of NGOs with government in the development council before this council begins its function. The objectives of the meeting are:

1. to familiarize the government representatives with NGOs in the development council; and
2. to set-up guidelines for NGO-GO partnership in the development council.

#### *E. Monitoring and Evaluation*

PSSC-RPP, in coordination with NEDA, shall monitor and evaluate the effectivity of NGO participation in the development councils. This activity can provide the basis for any change in structure or strategy of NGO-GO partnership in the development councils

## ANNEX D

### *PUBLIC FORA*

The PSSC-RPP will join hands with non-government organizations in discussing approaches to urban and rural development. The topics will be organized around the theme "Promoting Collaboration and Cooperation among Social Scientists and the NGOs".

Each forum will have an overview paper to discuss general concepts and social science analysis of the selected topic. This will be followed by actual case studies showing activities and efforts of NGOs to work with government agencies and other groups in meeting the needs of target clientele.

The topics for discussion in the public fora are as follows:

#### 1. Cooperatives and Development

In line with the Community Employment Development Plan, the role of cooperatives assumes more significance. The forum will discuss the CEDP in general; the concept of cooperatives, and the reasons for success and failure in the past through case studies. Suggestions on how NGOs can contribute to the CEDP through cooperatives organizing will be discussed. For example: Additional business and non-business concerns can be attended to by organizing appropriate units under the federation such as banking, marketing or research and training. As the cooperatives mature and expand, service organizations can be established to take over service functions provided by the government, thus starting the process of transferring the locus of decision making to the people's organization themselves.

#### 2. Population, Health, Environment and Migration

A forum on the issue of population policies and how these tie-up with selected factors of health and nutrition, environment and migration. Case studies of NGO efforts through relevant programs.

#### 3. Credit and Marketing Strategies for Rural Farmers

The forum will discuss how NGOs may become more effective in helping farmers with marketing strategies, such as availing of credit, dealing with middlemen, and dealing with price fluctuations.

4. Indigenous Communities Outside the Autonomous Regions: Mangyans, Negritos, Tagbanuas and Lumads of Mindanao

Safeguarding of the people's right to determine their socio-political development is, at present, biased in favor of groups in the soon-to-be autonomous regions, namely, the Cordillera people and the Muslims. Other groups outside these regions do not have the same privilege of self-determination.

The forum will examine ways of maximizing NGO work among other groups such as the Mangyans, Negritos, Tagbanuas and Lumads of Mindanao in determining, prioritizing, planning, programming and managing their identified interest/projects/activities in a non-directive way.

5. Economic Rights as Human Rights: The Case of Urban Land Reform

The forum will emphasize economic rights (e.g. righteous claim to decent living) as basic human rights of all Filipinos. Urban land reform and the case of demolitions and employment opportunities will be discussed.

Through the NGO, actual experiences and dilemmas of urban dwellers in the implementation of government's urban land reform will be presented. While the social scientists on the other hand, will help in formulating measures for an effective program by which problems could be alleviated.

6. Agrarian Reform and Industrialization

There can be no agrarian reform without industrialization. Researches and studies of social scientists on agrarian reform and industrialization strategies will be presented, with the NGO role in achieving participatory economic development.

In line with industrial dispersal, the social scientists and the NGOs will also seek ways toward effective policymaking and mechanisms to disperse industries concentrated in the urban cities to rural areas.

ANNEX E

LIST OF PRIVATE SECTOR REPRESENTATIVES TO RDC

Region V

Dr. Ofelia S. Vega	Albay
Marte P. Vinzons	Camarines Norte
Joaquin A. Oliloquit	Camarines Sur
Elmer Abad	Naga City
Milagros Z. Duana	Catanduanes
Dr. Antonio A. Chang	Masbate

Region VI

Cecilio C. Abeto	Antique Federation of Coop. and Credit Union, Inc.
Atty. Stephen C. Arceno	Capiz Development Foundation
Rene D. Enriquez	Federation of Farmers and Fishermen of Aklan
Leonardo J. Gallardo, Jr.	Negros Economic Development Foundation
Jose A. Hernandez	People's Economic Council
Miriam B. Montelibano	Hope Volunteers Office
Steve C. Tajanlangit	Taytay San Kauswagan
Atty. Guillermo Villasor	Integrated Bar of the Philippines
Engr. Ramon Hechanova	RAFC
Manuel Lim, Jr.	AFON
Manolita Acevedo	AFNGO

Region IX

Ruben Cad	Dapitan City
Manuel Urquiaga	Dipolog City
Pastor Serato	Pagadian City
Hadji Abdulmoin Lakihiul	Sulu Province
Romeo Taup	Tawi-Tawi Province
Jose Cabanal Tiu	Zamboanga City

Region XI

Dr. Eduardo Araral	RECORD
Amelita Ralisalisa	Alternate Resource Center
Lourdes Mamaed	Eastern Mindanao Area Research Consortium
Fr. Antonio Samson, S.J.	Davao Association of Colleges and Schools

## ANNEX F

### STATUS OF NGOS AND GO/NGO COLLABORATION IN THE PHILIPPINES

#### 1. Definition of NGO

NGOs or non-government organizations literally refer to all organizations initiated by the private sector and not by the government. There are some cases though where certain government agencies/persons have initiated the setting up of their NGOs, e.g. Nutrition Center Foundation.

Diversity of the term: NGOs range from self-help groups to large institutions. For our purposes, however, we define NGOs as private, non-profit voluntary organizations committed to the task of what is broadly termed as development and established primarily for civic/service, religious, charitable or social welfare purposes.

#### 2. NGO Classification: according to organizational concerns:

2.1 Resource agencies - those organizations which provide either financial/material assistance to target participants or beneficiaries.

2.2 Implementing NGOs - organizations which develop and implement programs.

- a) welfare, socio, civic organizations
- b) religious, professional and business organizations
- c) developmental organizations
- d) research/training
- e) issue-oriented/advocacy

- sometimes, these organizations overlap

2.3 People's/Grassroots Organizations - autonomous community, sectoral or multi-sectoral organizations; either indigenous, self-help and people-initiated or, as the usual case, formed with the help of and supported by NGOs

2.4 Networks - joining together or partnership, whether formal or informal, of various organizations for a common need, issue or vision.

#### 3. Role/Involvement of NGOs in Development

NGOs play a significant role in the development process. This is particularly true because of their accessibility as well as acceptability to grassroots groups and organized communities, and their ability/adeptness at innovating and trailblazing.

NGOs are involved in almost all fields of development such as education, health, social, welfare, industry, agriculture, trade, ecology, research. The country's basically agricultural economy has pushed NGO involvement in appropriate technology, agricultural production/marketing, agricultural credit and finance, as well as of course agrarian reform.

NGOs' target participants/beneficiaries are likewise varied: farmers and fisherfolks, tribals, women, youth, children, urban poor, landless farm workers, laborers etc.

#### 4. NGO-GO Collaboration

4.1 The present government's Policy Agenda for People-Powered Development specifically states that the private sector shall be the engine of growth under the new dispensation. The government promised to promote greater involvement of people in the decision-making process thru NGOs. Section 23 of Article II i the 1987 Philippine Constitution declares: "the State shall encourage the formation of non-governmental, community based or sectoral organization that promote the welfare of the Nation."

#### 4.2 Mechanisms

There have been a number of efforts by government at various levels (executive, legislative and local government) to further GO-NGO collaboration. Several government agencies have set up some mechanisms to institutionalize this collaboration e.g. Outreach Desk (Department of Agriculture and DENR), People's Economic Council (TDI).

#### 4.3 Guiding Principles

At the Second Consultative Meeting on government sector-NGO collaboration held on 30 September and initiated by NEDA, the NGO representatives expressed their views on the basic principles needed to guide/govern the relationship between GO and NGOs. These principles included:

- partnership
- mutual respect
- NGO autonomy

The Code of Ethics drawn up by 2 networks, PHILDHARRA and PHILSSA has a section covering principles on NGO-GO relations.

Prepared by

Tina Liamzon, PHILDHARRA  
for the 1st Roundtable Discussion  
PSSC-RPP Forum Series

## ANNEX G

### FORUM ON NGO-GO COLLABORATION

Forum for Rural Concern  
Respondent: Joey Pareja

Although they often work for the same goals, non-government organizations (NGOs) differ from government organizations (GOs). They usually lack the resources that the government enjoys but many NGOs go about their grassroots oriented work marked by integrity, creativity and independence.

As a result, the government has shown interest in NGO participation, attracting and inviting them to collaborate in programs that are well funded and well-promoted.

The growing trend and prospects for NGO-GO collaboration poses a basic question which, when answered, offers far reaching implications both to the NGO and GO sector -- that is, whether or not NGOs are open to collaboration with GOs. Generally, three views prevail among NGOs: (1) there are NGOs who are open to collaboration with GOs; (2) there are some who do not favor collaboration; and (3) there are those who signify interest but require some basic and well-laid out criteria to be satisfied.

The PSSC Social Science Information (SSI) interviewed three non-government organizations to explore these views. Respondents who shared their perception on NGO-GO collaboration were Tina Liamzon from Philippine partnership for the Development of Human Resources in Rural Areas (PHILDHRRRA), Joey Pareja from the Forum for Rural Concern (FRC) and Sr. Annie Abion from the Council for Housing and Human Ecology Development (CHHED).

*SSI: What are the specific activities of your organization?*

**FRC:** FRC is a peasant support organization doing advocacy work for peasant issues among middle sectors especially in urban Manila. FRC came out in 1985 as a result of a consultation conducted by the Luzon Secretariat for Social Action (LUSSA). The participants saw the need for a group that will concentrate on advocacy work for peasant issues among the middle sectors. Since then, FRC has supported peasant campaigns in Metro Manila and even outside. Among these are lowering of the cost of fertilizer, breaking down of the coconut monopoly, and the relentless campaign for genuine land reform.

It also waged a campaign for food and freedom at the height of the hunger in Negros, joined the peasants in their camp outs and pickets or rallies for land reform, against militarization, the LOI, increase of prices of rice, among others.

It has also organized alone or with others symposia or fora on problems and prospects of countryside development. To date, it also publishes children's magazines apart from pro-peasant monographs or pamphlets or primers.

The organization has several desks namely the education group, the human rights desk, the youth program and *Damay LIKHA* which handles children's magazines.

*SSI: How would you define an NGO?*

**FRC:** I look at NGOs as bodies or entities that come out as a response to a particular concern or issue, or they may also have a long range objective or mission. All NGOs, however, are born out of private initiatives of individuals or groups sharing the same vision and they are normally non-profit, non-stock organizations. FRC concerns itself with the peasant issues and as long as there are peasants, FRC will focus its energies on peasant issues and genuine countryside development.

*SSI: How would you assess the trend towards NGO-GO collaboration?*

**FRC:** There are attempts at GO-NGO collaboration but these are at the lower levels. Collaboration can function and is possible at the lower levels. Some individuals from the government feel that if it is difficult in higher levels then they can do it on their own. But this collaboration, more often than not, is through individual initiative or capacity and this being so, one cannot make commitments as these have to be referred to the higher ups.

I think that there are facets of NGO-GO collaboration and these presuppose openness, willingness and sincerity. However, if the present system prevails where the policy is silent about it or when there is no policy at all, efforts will just go to naught. Ideally, collaboration must mean working at all levels and not only at the lower ranks.

Definitely, there is really a need for NGO-GO collaboration. The Constitution encourages private initiative. The government really needs the private sector and the NGOs. There are resources in terms of manpower, facilities and capabilities that the NGOs have and at the backdrop of limited government resources, not to mention, problems, the government needs all available help. At the start of the new administration, Pres. Aquino promised transparency and NGOs felt that this was a good sign.

Lately, we see her veering away from this promise and NGOs really feel bad about this development for they see it as a gradual insulation or isolation from the people.

*SSI: Are you open to NGO-GO collaboration?*

**FRC:** Our collaboration at present is only on the level when there is a need for speakers or resource persons in fora but as far as specific activities are concerned, we do not have any collaboration with GOs.

We had sad experiences of collaboration and maybe, it will take sometime before FRC opens up again. Previous experiences with GO collaboration showed that GOs are lacking in sincerity. We feel that

they only pay lip-service and at times, are just grandstanding. However, FRC is open to NGO-GO collaboration on these specific areas: human rights, genuine land reform and non-chemical-based farm inputs, environmental protection, eradication of graft and control of our affairs, be they economic or political.

*SSI: What are the factors that hinder NGO-GO collaboration?*

**FRC:** Problems are at the higher levels. First, there is bureaucracy. Second, people on the top do not sometimes encourage collaboration. Third, there is the "red scare" which hinders us in many ways. Aside from outright opposition, we are not able to move in some areas. There is really a need for the government to be sincere and to change their attitude and perception of NGOs as leftists or CPP-NPA fronts if they would want to collaborate.

*SSI: Do you think that there should be principles that must govern NGO-GO collaboration and what could be the mechanisms to be adopted in the process of NGO-GO collaboration?*

**FRC:** I think that there should be principles that must govern NGO-GO collaboration. We are in a democratic country and the Constitution says that it respects pluralism. We have to respect this pluralism. I don't think that the government has the monopoly of good ideas. The private sector has equal rights to such ideas and has the equal right to bring them out. The government must be thankful that ideas are brought out so that they can initiate corresponding measures or anticipate problems.

Initial steps to be undertaken are hard to pinpoint although there have been avenues such as dialogues and consultations. But these must be sustained and people must see results. There is a need to institutionalize consultation with a clearcut mechanism. Since we are a pluralist society, transparency should be institutionalized through consultation.

*SSI: If there will never be NGO-GO collaboration, will NGOs still be effective?*

**FRC:** Definitely the NGOs will be affected in the sense that government participation will not be present. It is true that the NGOs and the GOs both work for development but sometimes, in terms of objectives, concentration and strategies, they differ. As I see it, some NGOs are having a hard time because funding is limited and local resources are very scarce. Moreover, they are branded as leftists which, as we have witnessed, make them targets of harassment, intimidation and even deaths. With more NGOs joining the undertakings of the GOs, efforts and resources available will be maximized while at the same time complementing the scarce resources of both.

Center for Housing and Human Ecology  
Respondents: Sr. Annie Abion

*SSI: What are the specific activities of your organization?*

CHHED: CHHED is a non-stock, non-profit organization whose aim is to serve Filipinos who live below the poverty line by helping them obtain their own houses and lands and by helping in efforts towards balanced ecology in the country.

With the present state of natural resources and the problems on pollution brought about by the improper processes of industrialization. CHHED initiates ways for people to avoid sickness and illness. It also implements projects in order to preserve natural resources. In our housing projects, we help people achieve security of land tenure, aid them in transferring to relocation sites and assist them in the home mortgage finance under the social housing program.

*SSI: How would you define an NGO?*

CHHED: CHHED as an NGO has a deep commitment. We have no bureaucracy and this enables us to respond to the needs of the people in a speedy process. We try to respect people's participation -- that they are free to accept or reject a project, that the decision on a project must come from them and that they should participate while making the plans for the program.

*SSI: How would you assess the trend towards NGO-GO collaboration?*

CHHED: There is still a need to maximize it. On my point of view, NGOs and GOs have the same objectives in the broad sense that we serve the people. With this, there should be no room for competition between GOs and NGOs. We acknowledge the possibility of collaboration but we still stand that we have some criteria to follow in the collaboration process. In short, collaboration should be community based with people's participation.

*SSI: Are you open to collaboration with GOs?*

CHHED: Yes, we are. In fact, we have collaboration with some GOs. However, we follow some criteria with regards to GO-NGO collaboration: first, the collaboration with GOs must be for human development; second, it must be community based; and third, people must participate. When we say participation, we mean participation in the conception of the program, in its implementation stage until its evaluation and monitoring stage. We are open to activities that are more or less liberating to the people in terms of socio-economic condition, cultural conditions as well as political conditions. If in the collaboration process, people's decisions are just manipulated then we would opt not to enter into such.

We have collaboration with the Community Mortgage in the social housing project of the HUDCC. We also have collaboration

with the PFR in terms of organization and funding. In fact, we were included in the making of guidelines in their community mortgage program.

*SSI: From your point of view, what are the basic problems that hinder a successful NGO-GO collaboration?*

**CHMED:** I think that the GOs have limited flexibility because they have the "higher ups" to consider. They have their implementing guidelines and more often, the program is planned at the top. Furthermore, projects cannot be implemented because of so many criteria. To add to this, there is indeed a need for commitment and honesty on the part of the GOs.

We are also hindered by the "red scare" in some ways but we do not consider it as hindrances as long as we have the sincerity to help the people. As Helder Camera said, "When I was giving food to the poor they told me that I was very good, I am really a Christian and I am very kind. But when I start asking why there are poor, they say that I am a Communist, I am a subversive."

*SSI: What should be the basic principles that must govern NGO-GO collaboration and the mechanism to be adopted in order for GO and NGOs to collaborate successfully?*

**CHMED:** There should be no principles governing it; it must be open. If we put some principles that must be adhered to, there is a risk of losing the creativity of the NGO. It should be open-ended in terms of the relationship. However, in terms of specific programs, principles may be applied. Like consultation and dialogue. A continuous dialogue and consultation may be adopted as a mechanism. With this process, NGOs will understand the guidelines of the government and subsequently NGOs will be understood too by the GOs.

Philippine Partnership for the Development of Human Resources in Rural Areas (PHILDHRRRA)

Respondent: Tina Liaozon

*SSI: What are your activities?*

**PHILDHRRRA:** PHILDHRRRA stands for the Philippine Partnership for the Development of Human Resources in Rural Areas. It was formally set up in 1984 and presently, it has 47 members. PHILDHRRRA is a national network of rural development organizations, or social development organizations. Its major programs are: (1) Resource accessing which tries to identify funding sources and training services that can be accessed by the members. For example, PHILDHRRRA is a member of the Philippine Development Assistance Program (PDAP) with five other major NGOs and networks that accesses Canadian NGOs to better service the beneficiary groups/target groups. (2) Institution building program which tries to build up the capacities of NGOs to better service beneficiary groups/target groups. (3) Field operations which initiate particular programs with "tripartite" partnership on

agrarian reform and rural development implementation involving GOs, NGOs and POs for implementation in Antique, Bukidnon and Camarines Sur. Under the program, we are also servicing a national federation of farmers' groups called the Pambansang Kilusan ang mga Samahang Magsasaka (PAKISAMA). (4) Research and advocacy particularly advocacy in the areas of agrarian reform and rural development on NGO legislation in Congress and Senate. (5) Communication and publication of various development issues. We have a newsletter every two months called PHILDHARRA Notes.

*SSI: How do you define an NGO?*

**PHILDHARRA:** Our definition of an NGO is limited to social development organization or what some call private voluntary organizations (PVOS). We don't really include socio-civic clubs, church groups or primary organizations. We also distinguished NGOs from the cause-oriented groups. We try to limit this definition to the intermediary social development organizations and to development organizations which provide service that are community based or servicing basic sectors.

*SSI: How do you assess the trend towards NGO-GO collaboration?*

**PHILDHARRA:** I think it is a trend that will, in fact, expand and increase because there is increasing recognition of government that NGOs play an important role and provide valuable contribution to the development process. At the same time, NGOs also recognize that they can probably do a better job if they coordinate/collaborate with government by having access to resources for the implementation of their programs. So both ways, there is an increasing realization of the advantages of GO-NGO collaboration.

However, there is a need for a few steps that need to be taken to effect this like the need for understanding what each other is doing. Right attitudes are important. There must be openness to talk to each other first and explore areas of collaboration.

*SSI: Are you open to NGO-GO collaboration?*

**PHILDHARRA:** We are open to "critical collaboration". In areas where collaboration is possible and both parties are willing to explore working together, it is all right. We have some members who are not really enthusiastic about collaboration because they believe that it is difficult due to the bureaucracy and it is difficult to let government understand what they are actually doing so we do not necessarily force the issue. We try to encourage collaboration where it is possible. We do not also agree in some government programs.

Right now, we are on the level of conducting dialogues although at the lower levels, our members have practical working collaboration with GOs. Our role as a network is facilitative. What we do is facilitate in exchanges/interaction between Government and NGO.

*SSI: What do you think are the factors that hinder NGO-GO collaboration?*

PHILDHARRA: If there is no willingness to listen to each other, no openness, and no basic sincerity, it is going to be difficult. If NGOs perceive that government is hopeless and not worth talking to and if government thinks that NGOs are so small and not worth talking to, there is really no basis for trying to collaborate.

The lack of information on both sides and attitudinal problems serve as hindrances.

There is also a common government perception that they only want NGOs to help out in the implementation, in the monitoring and evaluation of their projects. But NGOs do not want to be just considered as implementors and service contractors. They want to be a part of the planning and conceptualization process. It is important that the government gets to accept that NGOs want to play a bigger role and that they (the NGOs) can contribute in providing inputs from the conceptualization of the projects to possible implementation, management and evaluation. These types of attitudes and the tendency of government especially the military to see the NGOs as subversive serve as constraints to NGO-GO collaboration.

*SSI: Do you think that there should be principles that must govern NGO-GO collaboration? What should be the mechanisms to be adopted in the collaborative relationship?*

PHILDHARRA: We are them in our code of ethics and these principles guide our relationships with GOs. As for mechanisms, we have been always suggesting to government that they identify liaison persons in each government agency -- some persons who the NGOs know they can talk to, who really know the NGO community, who take time out to understand what NGOs are doing and at the same time some persons whom the NGOs can approach in case of problems. So far, a few agencies have done that and what we'd want to see is that each of the government agencies and even the military adopt this attitude.

Government people must also conduct more dialogues with NGOs and POs at all levels, regional/national.

*SSI: If there will be no collaboration, will NGOs still continue to be effective?*

PHILDHARRA: Since we are talking here about NGO and government as theoretically having the same agenda, which is to serve the public/basic sectors, I don't see any reason why they shouldn't collaborate towards the fulfillment of this common agenda. I think that this is a matter of "turf" or lack of understanding to the extent that collaboration is not explored to the detriment of the development scene. Government has a lot of resources, NGOs have limited resources. These resources should be for the service of the people because government is ours and it is every Filipino's right to be able to have access to government.

If collaboration is not explored, we will be missing out on substantial resources. However, if there are many constraints, it will be difficult so we must be able to take away such constraints.

## ANNEX H

### The Case of Military Harassment

**NOEL KINTANAR:** In the letter given to us by the PSSC, we were asked to define our project in operation, identify the positive and negative experiences with the military today, if any, and propose recommendations based on these experiences. Before we go further, let me give a brief background about the Philippine Rural Reconstruction Movement or PRRM. PRRM is one of the older NGOs in the Philippines, set up in 1952 by a joint effort of Filipino professionals. Dr. James Yen, a Chinese scholar, also helped in the rural development work. Back in the 50's PRRM was involved in rural reconstruction programs to help improve livelihood, health, education and self government. In the 70's, PRRM dove-tailed with some government programs and attained its identity as an NGO. In 1985 Mr. Horacio Morales, current president, initiated some reactivating activities in the PRRM.

Presently we are trying some new approaches to rural development within the context of people empowerment. Our programs have been operational in 6 provinces in the country: Negros Occidental, Bataan, Ifugao, Camarines Sur, North Cotabato, and Nueva Ecija. During the sugar crisis in Negros Occidental in 1986, PRRM undertook programs for the displaced sugar farmers by providing immediate food relief, livelihood assistance and a food and nutrition program. Later, a more comprehensive program was developed called the "rural development and domestication program" aimed at enhancing the capability of existing people's organizations (POs) to self reliance. To enhance organizational and leadership capabilities of POs, PRRM set up livelihood programs, savings and credit groups for financing livelihood and provides primary health care support through advocacy and campaign. We do not provide health services directly to the people but we help organize groups at their level so they can address their problems better to government.

In the implementation of its programs, PRRM also experienced militarization. In March 1988 one of our staff members while doing a routine check in a demonstration farm (this is a joint project of the PRRM and the International Institute for Rural Reconstruction) was stopped by members of the military and the Alsa Masa in Negros Occidental. He was interrogated by the military without legal basis. Our branch manager in Bacolod called on Captain Calzado, head of the 339th PC Company, to discuss the incident, but the captain appeared indifferent to the issue.

Another case involved one of our partner organizations, KAPAG, in Escalante, Negros Occidental. Its officers were detained in the municipal jail for a week on suspicion that they were members of a sparrow unit, but no formal charges were made.

Still another case involved people from the Department of Agriculture (DAR) who had requested us to facilitate their visit to some occupied areas in Negros. Riding in a government car, the group was stopped by CAGU men. In the group was Deputy Secretary Gerry Bulatao of the DAR. Upon identifying themselves, the group was told, "Anong DAR? Wala kaming alam na DAR." (What DAR? We do not know DAR.)

The last example affected our distribution of food to typhoon victims in Negros Occidental and Sorsogon. Despite the necessary signatures of the military in our permit to do this, the food was confiscated on the charge that it was intended for the NPA. These are examples of our experiences involving the military.

**ATTY. SAMUEL NATUNOG:** We are faced with three difficult problems. First, a segment of the government is not ready and willing to be subsumed by the rules despite our agreement. It is the duty of the government to ensure that people will learn to organize themselves otherwise, the government will be saddled with having to provide for their economic and social welfare. We have said that if we have to liberate the country from poverty, the people must liberate it. Second, from our experience during the dictatorship, and even now, militarization is still apparent as part of the law of the state. The third concern is the social transformation of the people, of organizations including the military and all sectors to transform themselves to attain a participatory and democratic society.

The military has to learn to transform itself and be democratic and learn to live in a society where criticism is a right and not a privilege. There is a problem of ideology here. What is really the operating ideology of our Armed Forces? What are they teaching their soldiers, our soldiers? What guides them in their work? Of course we know that they are trained to fight, but they must also be taught when to stop fighting. What do we really gain by fighting our own people? What do we preserve in the end?

I once tried to help a young woman in Cagayan province. She was detained without a warrant of arrest. I told the military that I wanted to speak with her in private, and that this is a right under the law. They did not allow me to speak with her alone. So I told the Colonel, "Paano naman ito? If your methods are no different from those you are fighting, why should people choose your methods? If there is no significant difference between following you and following the other side, di na lang kami pupunta rito. If the rules do not operate here, we better abolish those rules."

So I would like to clarify your statement, Prof. (Hernandez), when you said that there is a problem among the NGOs on how they will situate themselves so that they will not be affected by the operations of the military.

I think the only rules that we should follow are the ones that are found in our laws and in our Constitution. For instance, our Constitution said that no one can be arrested because of political beliefs and aspirations. If one is declared communist in this country, as long as he is not carrying firearms and does not kill people, he cannot be subject to arrest. And even if one organization is truly a communist front so long as there is no proof that it is supporting the other side in this fight, under the Constitution members cannot be held.

As mentioned by Noel Kintanar, people's empowerment and people's participation in government activities are very worthy endeavors but there is a problem in our structure which limits this participation. Presidential decree 1850 has disfranchised most of our people and has allowed military abuses. For instance, a colonel in uniform who was on a fact finding mission was nearly shot by a member of the CAFGU. In this case there are clear criminal liabilities but the decree does not allow us to file criminal charges against offenders of the military. We can only file criminal cases before the appropriate section of the Armed Forces. And we filed several cases there already and nothing happened. The only way you can escape that is go to an ordinary civilian court which is a better procedure because civilian courts are spread all over the country. In the last 3 years I know only of 2 cases where the president allowed jurisdiction on a criminal case before an ordinary civilian court. These are the cases of Dr. Prudente and Atty. Alfonso Surigao.

I do not believe that we are at cross purposes. I have the firm belief that our government, our NGOs, our people, and even the military component of our government are working towards one goal. But it is necessary that we lead and learn to live together under one set of rules. I have very serious reservations about this Lambat Sitag program because the first component of this program is search and destroy operation. And I think the government has spent so much money in dropping bombs on villages and several alleged camps of communists without hitting them or maybe just scaring people. If the cost of one bomb is sent to support our work, to support the work of PRRM, to support the work of MAG we will have a greater chance of achieving peace.

If the military is really serious in allowing us to make our criticism on this program and reorganizing this program with people's participation, then I think this so called "problem of collaboration" will be solved. But so long as this program is beyond the reach of people's organization and NGOs there is no way people will respond positively to this collaboration.

## ANNEX I

### The Military View of NGOs

*COL . FLORENDO:* Thank you very much. Whether you believe it or not I like this although of course I am surprised about certain "facts" which you have been citing. To me, they are not yet "facts". Let me tell you -- I saw a painting once in a book or a display. It was a painting of a very big and long pipe, and the title of the painting was "This is not a pipe." Well, it was up for everybody to imagine what it was.

As Deputy Chief of Staff for Civil Military Operations, I told myself that the most important work I can do is to make people in the Armed Forces of the Philippines (AFP) aware of the nature and the dynamics of the so-called war that we are in. From the point of view of many people, "this is not the pipe." What I'm saying is that the points of view of the people working with the Mangyans, those people working with the fishermen, those working with the urban poor -- those do not give the whole picture; they are not the pipe.

I was invited to this roundtable discussion on the work of NGOs, and what I will say here might answer some of your questions.

First, under what rules and regulations or under what framework are we operating? Well, there should be no question about this -- the Constitution is very clear. As mandated by the Constitution, NGOs have the right to exist, to organize and to function for socioeconomic development. The government, including the military recognizes the need albeit urgently for the works of the NGOs. NGOs are not at cross purposes with the government; rather they work together for development.

However, there is no perfection in things. I remember about three weeks ago there was a group from Minnesota, and one of them said, "Mr. Secretary, I am a lawyer. I just found out that there are 6 lawyers who have been killed because they are lawyers. What are you doing about it?" I raised my hand and said, "Ms. Lawyer, I would like to inform you that in the Philippines, there is an insurgency situation. And there are 11 Filipinos dying everyday because of this. And you are telling us to protect these lawyers just because they are lawyers? What will the other Filipinos ask from us? What will they say about us?"

I think that is the basic thing we should accept, that there is a communist insurgency here. If there is no insurgency in Mindoro, no army people will be there. You know, this reality is there. And while we look at it from the point of view of protecting this duly constituted government, it is being called militarization by others. This is a subject to be discussed between NGOs and military.

The other point that I'd like to make is that, the military is composed of 90 to 95 percent coming from the farmers, jeepney drivers, teachers, professors. In other words, the military is composed of a representation of Philippine society. When we say that there are 75 percent of the Filipinos below the poverty line, we can also say that 75 percent of the people in the military come from that sector. Maybe 1 or 2 come from the sector of Zobel or Ayala. But still, this is a manifestation of the composition of the society. Therefore the armed forces is the society. So I do not really find any justification in asking what is the military teaching their military? I do not see that point. But you are all invited to find out what we are teaching, what we are doing about the morality of the soldiers, how the soldier should look at God, people and country. We have a program where the soldier is taught to be "maka-diyos, makabayan, makatao (God-loving, love for country, love for fellowmen)." Of course we are not there all the time to look over their shoulders in the same manner that other teachers cannot look over the shoulders of their students all the time.

Before my 15 minutes is over I would like to narrate this story about a TV program. An Italian was interviewed on the situation 20 or 25 years ago. He said they have a similar problem as the Philippines but they did not come out with special laws to solve their problem. He said "People at a certain point wake up, and ask what are we doing fighting each other?" That is the question we in the military have been asking a long long time ago. Why are we fighting each other? We cannot solve this insurgency problem by shooting at each other. We must address the basic roots of this insurgency, which are poverty, injustice, and lack of education. And that is why we agree that the NGOs have a big role. There is no need for us to pick on each other. I will not say that the cases mentioned by others earlier did not happen. I do not think that the military should not be charged if they commit crimes. You can go to the civil courts and charge them there. The only time the courts will not accept the cases is when the crimes are committed in the line of duty, and the courts decide that, not the military.

The subject that was given me for this roundtable discussion is on the rights of the NGOs to self-organization, and I think that can be answered in one sentence. Definitely this right is guaranteed by everyone, guaranteed by the Constitution, guaranteed by our laws, guaranteed by the whole government. Not only guaranteed but supported by NEDA, Dept. of Agriculture, DSWD. It seems to me that base on the examples earlier, it is only the military who does not seem to be supporting it on the ground. I do not know but I worked on the ground, and I had no problems with the NGOs or with any of the organizations in La Union and Isabela. I worked in La Union for 12 1/2 years and in Isabela for almost 4 years. There was harmony and cooperation although there were times when we did not see eye to eye but it did not mean we did not support each other. Just like I said you cannot have everything perfect.

This statement gives me the opportunity to show the big picture but my time is up. It will take more than 15 minutes to do that and I do not want to violate the rules. Thank you very much.

## ANNEX J

### A Social Scientist Speaks on the Right of NGOs to Self-Organization

Dr. Carolina G. Hernandez

I am not going to present the social science perspective on the selected topic for discussion because there is no social science view on anything. Rather, what I'm going to present are views of a social scientist on the right of NGOs to self-organization. I will discuss this in relation to what is happening to our society. This particular right to self-organization does not exist in a vacuum but rather it is something that must be rooted in the experiences that we are going through, in goals that we are trying to reach, on processes that we are undergoing. The transformation from an authoritarian to a democratic system propelled by people power is a process that needs to be sustained. The transition is really fundamental because of the fact that there are so many things that need to be re-assessed and re-taught in terms of what we want our society to become in the future. I can say, as a social scientist, that one way of sustaining the process of people making inputs towards social transformation can be done through the NGOs. Unfortunately our society is also undergoing certain security problems or problems of stability. There seems to be misconceptions among the military and in the government that some NGOs are being used by the extreme left in advancing their objective. At the same time there are NGOs that are legitimately operating in order to assist in delivering services which the government is not prepared to deliver in remote areas of the country. If government agencies, including the military, are not facilitating the work of the NGOs at this level, the construction efforts that are being undertaken by the NGOs will not be pursued. This is going to be tragic for the country because there are NGOs that are really capable to do substitute work in areas where government cannot be visible. In our society the most difficult problems are: first, how do you really discriminate between NGOs? Second, how will NGOs situate themselves? Third, are there guidelines that we can come up with so that they will know how to behave or adjust themselves? In some fora we have heard complaints coming from our NGO colleagues. According to them, they are not being informed about the schedule of military operations. Hence, they do not know how to situate themselves. On the other hand the military says, "Well, we are conducting this security operation, how can we publicize these things?" This is the reason why we are conducting this series of roundtable discussions to find out in what way the two organizations, government as well as NGOs, can work together to reach common goals. The delivery of health services is a very important function of some agencies in the government, but there are also non-governmental organizations that are involved, like the Medical Assistance Group, or MAG. The organization goes to remote areas to treat whoever is sick regardless of his ideology because for them this is a professional obligation. Despite this, they are mistaken as sympathizers of the CPP/NPA/NDF. On the other hand, I understand the concern of the military because I know for a fact that there are many groups that are being used as conduits by the NDF in order to advance certain objectives. So how do you reconcile these problems?

How do you get those who are involved to meet so that they can approach the problem of assisting in the delivery of health without this constraining aspect of the environment?

I see a general trend taking place in the country where, when the government cannot respond, the people take over the responsibility together with the NGOs. On the other hand, we in political science are concerned because apparently the government has become irrelevant in our society. As social scientists committed to serving society, it is our task to help the government in the delivery of services to the people. Through collective organization of NGOs and the people we can attain genuine democracy, where people can actively participate in attaining development goals and not by merely casting votes during election. In a sense, the role of every individual citizen and the role of NGOs are equally important as the role of government in addressing the need of all sectors of Philippine society. In this task we should all be working together rather than working at cross purposes. This is the reason why the PSSC has been interested in bringing NGOs and government agencies together to sort out some of the operational problems on how they discharge their own respective responsibilities.

It is important that I articulate at this point something that I think is very relevant to the topic. The Armed Forces of the Philippines with its lambat bilag strategy for counter insurgency looks at the problem from a total war approach. This concept is very much misrepresented in many sectors who interpret total war approach to mean the government will bring out all the firepower available to crash the insurgency. The total war approach seeks to address the roots of the insurgency by engaging socioeconomic and political institutions. There are four stages in the program: the first step is clearing, the second is holding, the third is consolidating and the fourth is developing the NGOs' participation which is very important in the consolidating and developing aspects. For the strategy to succeed you have to hold to some sort of modus operandi with the NGOs so that they will know how to situate themselves in this particular scheme of things. You cannot involve them if they don't understand what is going on, if the relationship is not clear from the beginning.

I hope that what I have presented can be a starting point for discussion. Thank you.

## ANNEX K

### The Experience of the Baclaran Vendors Development Cooperative Inc.

Mrs. Leonora Abante

The Baclaran Vendors Development Cooperative, Inc., was organized in November 1976 in Baclaran, Paranaque with the help of former Assemblyman Luis Taruc. It was later registered with the Department of Agriculture on January 25, 1977, with a starting capital of P34,000. There were 250 members.

For the first year, increasing the capital was very slow because some of the member-vendors were driven out of their business areas. With the efficient leadership of the officers and management staff and full support of the members, the cooperative grew as years passed by. The growth of BVDCI in brief, is reflected in the following figures:

<u>Year</u>	<u>Capital</u>
1976	P 32,421
1977	66,650
1978	107,396
1979	228,616
1980	715,253
1981	2,023,590
1982	3,573,963
1983	5,322,932
1984	11,211,234
1985	18,520,138
1986	23,008,733
1987	33,450,000
1988	36,800,000

The objective of the cooperative is to increase the income and purchasing power of the members; to pool the resources of the members by encouraging savings and promoting trips to assimilate capital formation for the developing activities. Another is to extend loans to the members for provident and for productive purposes. Third is to advance the cooperative movement as a technique for improving the economic and social status of the people. Last is to cooperate with the government of the Philippines and its instrumentalities in the execution of government policies. This really redound to the benefit of the general public.

In 1986, we were able to build our own three-storey building at Taft Avenue, Baclaran. As of now we have around 2,000 members. Delinquency among the officers is one of the problem of the cooperative.

BVDCI was organized accidentally. As members we did not know what cooperatives were. If not for the incident when most of us were being driven out from our stalls by a rich Chinese merchant we would have not thought of forming our cooperative. It was initially a strategy during Martial law to prevent suspicion from the government. We approached Ka Luis Taruc, and he was the one who advised us to form cooperative.

In three years the cooperative did not grow. We lost a certain amount because the loans were not paid. In the fourth year the cooperative started to improve at a much faster rate. We never expected that we would reach the success we are enjoying now. We have loaned an amount of P70 million to our members the other year and has reached P93 million last year. We can fight usury and other exploitative financing institutions in Baclaran. This is perhaps the biggest lending by a cooperative in Baclaran and also in the entire Philippine since Baclaran is the center of ready-to-wear garments, bags and shoes. Baclaran is now the trading center for merchants from Davao, Visayas and Luzon.

One the the difficult task of cooperatives is to support the growth of small-income members. In BVDCI we also help the sidewalk vendors. It can be concluded that BVDCI is one of the cooperatives that is difficult to manage. The member-vendors come from the different parts of Luzon, like Pasig, Bulacan, Batangas, Taytay, Binangonan and Manila. These people would only congregate on Sundays and Wednesdays. It is easy for the members to neglect their responsibility.

Baclaran is fast becoming a center for trade so much so that a one-meter bench could command P10,000 to P15,000 for the right of space. This is how competitive the business has become. There are already several institutions complaining about the congestion in Baclaran.

## ANNEX L

### Overview of Cooperative Movement in the Philippines

Myron Gaugawen

Cooperatives Foundation Philippines, Inc.

I was asked to present a paper on the overview of Philippine Cooperatives, however, I would like to make it clear that my paper has something to do with the view from the non-government organizations. Cooperatives were introduced in the Philippines at the turn of the century or about half a century after the first recorded cooperative enterprise were established in England in 1840's. Today, after nine decades, cooperatives of various types are found in rural and urban areas in almost all municipalities of the Philippines.

Europeans and American Cooperative experiences exert influence in the development of cooperatives in the country. Consumers' cooperative had its origin in the growth of cooperatives society of England. The credit cooperative or credit union was patterned after the Right Faizas cooperatives of Germany. American Cooperative experiences, on the other hand, had influenced our agricultural cooperatives and electric cooperatives. The manner or approach by which this experience came in or was introduced into the country is worth looking into. European cooperative experiences were introduced by Roman Catholic missionaries as part of their Christian Ministry. Their purpose was to organize their flock by introducing them to some form of self-government. As it turned out, this approach was close to what we now know as the "bottom-up approach." Over the years until now, this approach has been employed by the private sector in closing of force with the church. In the 1960s, European foundations which have programs in the Philippines or cooperatives continue to strengthen this bottom-up approach. On the other hand, American cooperatives experiences were introduced largely through official development assistance. America and later on, our government considered cooperatives as instruments or means of carrying out government programs and policies. The manner employed is what we now call the "top bottom approach." These two approaches are still being employed by various organizations and agencies in our country today.

Cooperative enterprises are supposed to adhere to the principle of cooperation as initiated by international cooperative alliance. Records show, however, that not all cooperatives adhere to these principles. Some have been found to have been organized for other purposes. Leaders of consumers' cooperatives and credit cooperatives, the two most successful types of cooperatives in terms of business performance, claim that the major reason for their success is their adherence to the principles of cooperation.

Government role in the cooperative development particularly in the developing countries is a continuing debate. During Martial Law, the Philippine government declared its policy to strengthen the cooperative as a movement of its own farmers. By 1986, however, the reality of the movement was far from the policy deliberation. The government declared the cooperative or dictated the cooperative program to be implemented. In addition, it created four agencies with varying policies and programs to be their implementors of the cooperative program. The result is of course very obvious; fragmentation rather than cooperation in the movement. Because of government interference in cooperatives, some progressive non-government organizations during martial law took the cudgels to plan and implement a cooperative program for the less privileged. This effort is now being continued and also is now being strengthened by a good number of NGO's today.

A study prepared in 1987 on the past performance of cooperatives assisted by the government and other agencies has this to say: The growth and the development of the cooperative movement in the Philippines has had a checkered history. Simply stated, those cooperative sectors which have been the beneficiaries of the greatest amounts of financial and technical assistance from the government/donor agencies such as the agricultural and electric cooperatives have registered the poorest performance. Aside from this fact, both agricultural and electric cooperatives have been generally organized with a top-down approach which always carries with it the potential risk of high-failure rates.

After the EDSA uprising, cooperative leaders gathered to propose measures to unify the already fragmented cooperative movement. The leaders proposed the consolidation of all existing cooperative laws into one law and likewise proposed this establishment of one government agency. As a result, two bills are now pending in Congress for the creation of a cooperative development commission and the enactment of Cooperative Code of the Philippines. The leaders also saw the need to develop stronger small farmers' base cooperative programs for marketing and finance.

The development of cooperatives since 1986 shows signs of genuine cooperative development. Since then it became clear to the NGO's that their task for cooperative development should be anchored in two thrusts or directions. One thrust is to introduce reform into the existing cooperative movement now in place. It has its structure from the village to the national level, it cannot be ignored or neglected despite its setbacks. In fact, it can be reckoned with given a new progressive direction. Analysis of the movement shows that its membership and leadership is dominated by members from the middle income sector whose interest is incompatible with the interest of members from the lower income sector. In addition, government interferes in its growth and development. The objective of cooperative reform is to transfer decision making power from the middle income to the majority of the lower income members and to build a true autonomous movement. The other thrust is to involve the poor in the organization and development of genuine cooperatives. This thrust is anchored in the reality that genuine development must have preferential option for the poor who comprise more than 60 percent of the population and who live below the poverty line. In short, these two thrusts of reform in the cooperative development of NGO's are for people empowerment.

People empowerment is realized through the organization of rural institutions, and one of these rural institutions is the cooperatives which serves as the economic arm of the poor. To carry out these twin thrusts, mechanisms or strategies have been evolved. Some of these are the following: Cooperatives are democratic and autonomous people's organizations and should be recognized as such. Government should play its role of facilitator through policy initiatives and should nurse and nurture them to play their full role as peoples' organizations. Giving and receiving of assistance whether financial, managerial or otherwise is not an infringement of autonomy provided it is done on mutually agreed upon terms. Promotion, organization and development of cooperatives should lead towards empowerment of the poor, not only in their empowerment as individual members, but their empowerment as groups. Empowerment per se leads to nowhere and should be tied to social and political power. Cooperatives are organized by or with existing peasant associations and with all community organizations, and this will ensure sustained leadership and organizational strength.

Cooperatives should be organized along two main principles: the principle of self-reliance and the principle of member participation. Self-reliance is the principle that governs the external relations of the cooperative whereas member participation is the principle that governs the internal relations of cooperatives. For the above mechanism and strategies of cooperative development to be effectively carried out, the NGO must evolve its own intervention mechanism and must make very clear. There are eight intervention mechanisms, one, outside assistance for that matter should be temporary, it should complement the resources of members and it should aim for strong cooperative unity. We should consider cooperative first and foremost as an organization of some help and not a channel for distribution of assistance of a charitable measure. Second, the cooperative should be socially valuable, those means members must recognized it as theirs. It is owned by them, it is managed by them, and the members should join the cooperative on a voluntary basis. Third, economic motive forms the most solid basis for common action. Fourth, the objective of the cooperative should be determined by the members in dialogue with non-government organizations, or government organizations. The objective should not be imposed from the outside. Fifth, cooperatives should be allowed to develop at their own pace in harmony with the members' capacity for self-management and self-relevance. Sixth, cooperative members should be given the opportunity to develop their own rules and pattern of organization in agreement with the cooperative principles equality of members and status of members and equitable division of benefits and burdens. Seventh, management of cooperatives should be from the very start be in the hands of local members-leaders. And lastly, internal control by members should be complemented by external supervision to ensure the equitable distribution of benefits and to prevent misuse of powers by leaders or executive staff.

In brief, the basic principle that runs through all the above eight points like a continuous thread is that of participation. By this, we mean participation in decision making on what is to be undertaken and its participation, execution, and control. And participation in decision making with regard to the division of the benefits and tasks among the

members. Genuine cooperatives are thus the results of peoples initiatives and not the result of impositions through programs and policies. Programs and policies whether of government or non-government organizations should aim to enhance rather than stifle these initiatives. The initiatives of various people's organizations started since the 1970's and assisted by NGO's are starting to bear fruit now. In name, these initiatives are not called cooperatives but are called other names such as Savings and Loans Associations, Community Business Club, Marketing Association, etc. If the non-government organizations will continue to sustain their support to peoples' organizations this initiative may well form the foundation of a movement comprised of members from the poorest sector, the small farmers, small fisher folks, workers, urban poor, among others.

### Cooperatives and the Role of Social Scientists

Dr. Florangel Rosario Braid  
President, Philippine Social Science Council

and

Board Member, Cooperative Foundation Philippines, Inc. (CFPI)

I appreciated the inputs of all our presentors. Myron, who is a co-member in Cooperatives Foundation of the Philippines, gave the overview of cooperatives which showed the role of government and the principles governing cooperatives. Baclaran Vendors Development Cooperatives is of course very popular because of its success as shown by their track record. With NATCCO I had a lot of opportunities working with them during seminars and with VICTO which is a part of NATCCO. We have been involved in the planning and evaluation of projects in the Visayas where I had the chance to work with them. Mr. Quinto of the Central Bank presented successful models abroad, such as Germany's model, which I believe are helpful for us if we can learn from them. In Spain they have Mondragon; Sweden, Taiwan, Japan, China and Netherlands all have success stories. All of these countries have shown that cooperatives have worked and have become the backbone of their society.

I remember a representative of the bank in Japan whom I had the chance to talk to, and he said that their cooperative bank is the 11th largest in the Far East, and the biggest in Japan so far. So in terms of beneficiaries, we could see here that cooperatives are not just successful instruments for micro economic development but also the backbone of macro economic development. In our country cooperatives development is enshrined in the constitution. What else is the better model of rural enterprise or community organization but cooperatives that could provide the best instruments for achieving social justice.

As a social scientist I'll start from constitutional values which espouse the concept of social justice, a just and humane society. Private initiatives and the role of the government as facilitator and regulator and the NGOs working towards participative democracy are the very hearts of cooperativism--empowerment. One cannot have a successful cooperative unless every participant is empowered. The concept of coordination and self-initiatives are the best illustration of the concept of subsidiarity--what a small group can do in a larger society. One of the priority bills in the Congress is for the establishment of a cooperative development authority. Unfortunately, we were overtaken by concerns like UZis and cars. I don't know if this is deliberate to divert us from working on it but we have to push harder to get Congress to act on Cooperatives Development Authority or CDA. CDA is exactly what we have been talking about. The government's role will be that of a primary initiator, provider of the conducive environment and climate. The initiative will come from the NGOs and the people. It has to be a bottom-up approach. However, let us not forget about the failure of Samahang Nayon and FACOMAS. We should learn from them. One lesson is that the government should not dip its fingers into cooperatives because anything it touches, especially in this field, does not turn out right. We have to learn from our experience of heartaches and frustrations.

What then is the role of the social scientist? The social scientist can look at the past and provide its historical perspective. To document the lessons of success and failures.

I was not engaged in the cooperatives at first; my coming into cooperatives was purely accidental. I married a cooperator who has been working in this area for more than five years and somehow I learned by informal education. So I began to imbibe the concepts of volunteerism and cooperative, and pushed this in the Constitution. It was really difficult for the failures of the past could not escape the minds of many commissioners. But I fought hard to show it should be in a different perspective.

I would like to link this with the role of social scientists. We document and give a sound analysis to identify where and why we failed. We convinced the body to approve the CDA and be given a second chance, and with the private sector it might work. We documented success stories like Baclaran, Parakaque, San Simon, Livestock in Batangas, Negros Oriental Multi-Purpose Cooperative. These are not run by government agencies but are successful enough. Therefore, the role of social scientists in providing research and development should be a continuing support; studying the conditions for successful cooperatives and learning from the experiences of other countries that can be adapted to our culture. The social scientist, the sociologist, provide what makes for successful adaptation. Another is the continuing study for policy makers. We are doing this by providing documentations to congressmen and senators. The political scientist can undertake the role of examining cooperatives as an ideology. We are in search of an ideology because for a while we lack national philosophy, and ideology or guiding principles of nationhood. Some of us who studied the principles of cooperatives feel strongly that cooperatives have their germ of Filipino ideology. Free enterprise or capitalism has guided us in the past, and free market has guided our

economic philosophy. We did not succeed as much as we wanted to. The rich became richer and the poor became poorer. The poor did not profit from competition. The weak and those who have less access should be assisted to some degree without making them really helpless. But the government has a role to play -- what we call preferential option for the poor. Not dole out but by providing them the environment for better access to capital and better tariffs. So this is why we are struggling for a centrally planned economy or socialism and free enterprise capitalism. Cooperative as a model for this focuses on initiative and spirit and profit to be shared by everybody. It is in cooperativism that profit is equally distributed. One man's share is one vote. Participation in decision making is democratic. Maybe the social scientists can help flesh out this germ of ideology and help toward the building of an ideology that comes from below. Social scientists can also help in training and education. Everyone has the right to education, and the right to enjoy the benefits of development. We need continuing education to make us aware of our rights so that we can fight for them. Along this line social scientists can help promote conscientization work to encourage cooperativism through sharing of power. The highest moral values should be a commitment to achieve for cooperativism. These values are reflections of love, humility, openness, transparency, and sensitivity. These values are so important in cooperatives if they are to thrive. Without these values, the result is the death of cooperatives. When I talked to successful cooperatives and observed their behavior, I found out that there was a great deal of openness, love and affection among them. And I know that they are successful because of these values. They are not rational values.

Then, we have to have very firm commitment to these values in cooperatives than our work. We cannot go on teaching cooperatives without moral values as one aspect. This is the very heart of cooperativism. We hope therefore that we can get the interest of our psychologists, sociologists, our communication scientists to dwell on the art of human dialogue. I hope our social scientists would approve of the present political framework. If the political framework is not acceptable we might make the same mistake again and drift back to centralization of power and resources in a few. The constitution also provides an alternative form of ownership which is communal cooperatives in addition to private enterprise. This is with a different framework from a free market place economy and we hope that the Congress will begin to look at this because new political order is needed to support cooperatives. Through this form cooperatives are made to compete with larger enterprises. The government should come in support.

I would like to see also some studies on the relationship of Kalakalan 20 to cooperatives. I believe Kalakalan should link with cooperatives and not compete with them. Let's prevent "Kanya-kanya" value system. Social scientists have roles to play to help create the necessary environment.

Lastly, as chairman of PSSC, I would like to thank you for your time spent because I know this is very precious time. But you have come here because I think deep down, you feel that cooperatives are an answer to many of our difficult problems today.

## The Experience of a Cooperative Federation

Teresita de Leon  
National Confederation of Cooperatives, Inc.  
(NATCCO)

I would like to introduce first what NATCCO is. NATCCO is a tertiary level organization with operations at the national level. It is not a primary cooperative based on a certain locality and has individuals as members. Secondary level of cooperatives are based in the regions. As a tertiary level cooperative, NATCCO has five regional development centers, and one mutual aid organization called CLIMES, which aims to provide cooperative insurance. With regards to NATCCO cooperative affiliates, we have around 400 members and half of them are credit cooperatives with savings and lending functions. A quarter of these cooperatives are multi-purpose cooperatives, engaged in buying and marketing the produce of members and providing agricultural inputs or merchandising of consumer goods for the members. Before, we used to have only 15 percent of multi-purpose cooperatives. Because they are growing bigger, giving more services, and are also lending business financing they have increased tremendously.

There are two types of cooperatives in terms of coverage of membership. One is the community type of cooperatives, wherein a member should come from the community where the cooperative is based. Another type is the institutional cooperative in which membership is given only to the employees of the institution, such as the Bureau of Post Cooperatives.

NATCCO has about 80 percent community types cooperatives/membership as of December 1987, totaling around 790. Apparently, these types are expanding. We don't have increase in cooperatives that are just starting. To break down individual membership by sex among cooperatives affiliates of NATCCO, the female are more dominant by 57 percent. NATCCO, was organized using the bottom-up approach. It was formed through the pioneering efforts of the private operators specifically in Mindanao where a credit union initiative was carried out by a parish priest. This brought about the primary cooperative in the 1960's and up to 1970's in the three regions. The primary group saw the need to establish service institution, thus, training centers were established in Cagayan, Cebu and Rizal. Other development centers followed in Agono and Baguio. They realized that if members would pool their resources, the services needed for the national organization could be provided. The move gave birth to NATCCO in 1977. From 1977 up to 1984 NATCCO had only one staff members who was the general manager. He would go around looking for expansion areas. Priorities would start with volunteers and later professional managers and other staff would be hired. At the moment, NATCCO has a staff of 22. NATCCO was originally established for the education and training of officers, members and staff of member affiliates. The need for training and education was realized to inculcate the values and principles of cooperative work. With proper cooperation any problem would be solved despite limited resources.

This would normally become the motivating ground for cooperatives training. Even at the start of the cooperatives the focus would be on the motivational and/or ideological content. The philosophical background is necessary. Cooperatives need democratic process in order to flourish. There are many cooperatives in the Philippines that are multi-millionaires with assets ranging from P1 M to P20 M. Cooperatives at this stage need more sophisticated technical training.

A socially balanced approach to social and economic aspects of the organization is necessary to enhance participation. Technical training includes bookkeeping, records keeping, etc. Other multi-purpose cooperatives are engaged in rice-milling. NATCCO provides training for rice milling operation. To strike a balance between the technical and social values aspects of the cooperatives is one of the NATCCO's main concern. To maintain an atmosphere of democratic control rather than corporate system or thinking makes the training developmental.

The growing needs of the affiliates other than training paved the way for other service program development. Through the regional development centers services like consultancy, audit, community organizing, accounting system, and others have been offered. These are considered factors for external control. At the 1980's services include research assistance and feasibility studies. These services could provide answers to questions such as why other cooperatives are successful and others are not. We also render services which fall under business functions. We have a central fund that actually is an inter-lending program for growing cooperatives. Cooperatives which plan to go into rice mill operation need millions of capital. Some have surplus funds which instead of depositing in the bank are made available for loans. This is the beginning of the central fund or interlending programs. There are also what we call inter-cooperative exchange program. There are consumer affiliate cooperatives that are non-producers which can exchange their products for other goods, like rice from producers cooperatives affiliates. Other cooperatives affiliates have engaged in processing business. This is the program we call small scale industry program for cooperatives where main activities include rice milling and corn milling operations. The last is Coops Insurance Promotion which is a mutual aid organization we hope to convert into a full-fledged insurance company. This is envisioned to respond to the needs of affiliates. So with the limited staff of NATCCO, it is faced with the problem of meeting all the demands of the member affiliates. The demand for training had outgrown the basic ideological inputs. Needs have become more technical in nature. This requires more technical know-how on the part of the staff. Since cooperatives also vary in terms of development we often meet difficulty in providing financial assistance to small cooperatives and technical assistance to big financed cooperatives.

## ANNEX M

### The Philippine Rural Reconstruction Movement's Rural Development and Democratization Program

Rose Nierras, PRRM Staff

The credit program of the PRRM comes within an integrated package of intervention. The credit program is informed and influenced by the specific approach attached to the implementation of the rural development program itself.

This being the case, I think it is very important to explain some basic elements of the integrated program which we have put together and within that, contextualize the credit delivery system that we are actually about to launch soon.

The program is called "The Rural Development Democratization Program" or the RDDP. It leads to the empowerment of the rural poor to work for a more comprehensive and meaningful development of the Philippine rural population. The program builds itself on an analysis of the problems of the Philippine country side as structural. It address problems regarding structures which impede a more egalitarian sharing of wealth and decision-making. The intervention package of the program hinges on the empowerment model of rural reconstruction operationalized through a paradigm for building democracy.

The components of the RDDP are the following:

1. Identifying partner POs and helping to enhance their capabilities.
2. Building up the capabilities of PO members to meet their socioeconomic needs.
3. Democratization of access to credit sources and resources.
  - a. reduction of dependence on traditional or usurious sources of credit.
  - b. establishment of self-reliant, self-sustained credit groups that can form core of credit unions, acceleration of capital formation and mobilization.
  - c. development of appropriate attitudes toward credit, savings and capital build-up
4. Building up the capability of partner POs to respond to basic primary health care requirements and manage their own health care program.

With respect to its credit component, the following principles are discussed in the field:

1. need for strong participation from program beneficiaries themselves
2. need for very clear definition of who credit beneficiaries will be (define specific income and savings levels that characterize beneficiaries)
3. need for setting up a program that is both efficient and responsive to the needs of both target beneficiaries of POs and of particular institutions that are in the process of being formed
4. need for consciousness--raising among participants within the credit program itself
5. desirability of local resource and savings generation to match the credit delivery system
6. importance of the role of grassroots organization within the credit program itself
7. to provide credit to those who only want it.

The RDDP credit program is seen as a powerful mechanism for bringing about empowerment of people. It remains to be seen whether it will work or not. Perhaps in 6 months or one year - or more - the PRRM will be able to tell more about its experience in improving credit services to the rural people.

## ANNEX N

### COOPERATIVE AS INSTRUMENTS OF DEVELOPMENT: THEIR STATUS AND FUTURE DIRECTION\*

by

GILBERTO M. LLANTO AND RAIKE R. QUINONES\*\*

#### Introduction

Cooperation has long been a part of the Filipino people's way of life. This is best exemplified in the much-cherished "bayanihan" (or mutual-help) spirit which, time and again, has united entire communities to come in aid of their less fortunate neighbors. This spirit of the bayanihan seems to have thrived successfully in informal and unstructured settings. However, attempts to institutionalize cooperation as a strategy to improve economic and social conditions have not been very successful, notwithstanding the series of legislations and financial support by the government. The experience is not very encouraging. Among these laws are the followings:

- (i) Act. No. 2508 (1915), known as the Rural Credit Act, which sought to help the farmers in their credit needs through the establishment of rural credit cooperatives. The law, however, provided that the credit cooperatives loanable funds should come from members contributions and savings, themselves.
- (ii) Act No. 2818 (1917), which provided for an appropriation of one million pesos for rice and corn production to members of rural credit cooperatives. The law was passed after the self-financing scheme (as featured in Act No. 2508, above) did not work well <sup>1/</sup>.

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<sup>1/</sup> Ocampo (1987) observed that Act No. 2818 may have signalled the beginning of a pattern in government's cooperative development programs, i.e. government providing credit to members of cooperatives, and farmer-members regarding membership in cooperatives as related to or pre-requisite for availing of government financing.

- (iii) Act No. 3425 (1927), or the Cooperative Marketing Law, which aimed at organizing the farmers into marketing cooperatives to help them market their products efficiently;
- (iv) Commonwealth Act No. 565 (1940), which provided incentives to cooperatives through tax exemptions;
- (v) Republic Act No. 821 (1952), creating the Agricultural Credit and Cooperative Financing Administration (ACCFA) which extended agricultural loans to farmers at liberal terms and organizing them into Farmers Cooperative Marketing Associations (FACOMAs); and
- (vi) Republic Act No. 3844 (1963), known as the Agricultural Land Reform Code, which provided marketing and production incentives to member-farmers as direct support to land reform <sup>2/</sup>.

In addition, there were other legislations passed which placed responsibility for the promotion of farmers cooperatives in various government agencies (e.g. the Philippine Tobacco Administration for tobacco farmers; the Philippine Coconut Authority for coconut planters). Supervision of cooperatives was, therefore fragmented as this was exercised by various government agencies at one time or another.

Against this backdrop, the government undertook a re-examination of its approach to cooperative organization to redirect cooperative development strategies within the country. In 1973, the government came up with a new system designed to correct the inherent flaws of previous cooperative legislations. This system was legally put into effect with the promulgation of Presidential Decree 175 entitled "Strengthening the Cooperatives Movement".

#### PD 175

This law superseded all previous cooperative laws by consolidating them into one to provide a truly systematic cooperative program. This program had for its objectives: the development of cooperatives into viable and self-reliant institutions; the organization and development of grassroots level cooperatives; and the federation of different types of cooperatives into business and non-business organizations; and, ultimately, the establishment of an integrated Philippine Cooperative System.

To achieve these objectives, the program provided for the following stages of development for cooperatives:

- Stage I - organization and development of Barrio Associations or Samahang Nayons;

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<sup>2/</sup>Previous to this, RA No. 2023, also known as the Non-Agricultural Cooperative Law, was passed which called for the promotion, organization and supervision of non-agricultural cooperatives.

Stage II - organization and development of Kilusang Bayan or full-fledged cooperatives and the development of the Samahang Nayon-Area Marketing Cooperative-Cooperative Rural Bank (SN-AMC-CRB) triangular linkage;

Stage III - The establishment of consumer cooperative markets in key urban centers; and

Stage IV - The integration of cooperatives into a system to establish the necessary linkages and coordination of the various components of the cooperative movement.

### Agriculture Cooperatives Structure

PD 175 established the Samahang Nayon (SN) or village cooperative as the base of the agriculture cooperatives structure. Apparently to correct for flaws in previous cooperative legislations which made ill-prepared farmers assume management of municipal-based, full-fledged cooperatives, the village-based Samahang Nayons were not allowed to engage in business activities. Instead, SNs were used as training ground on cooperativism for farmers and thus, had to assume three (3) non-business, but basic, activities: education, savings and discipline. The education process consisted of attending and training with various courses offered by the Bureau of Cooperatives Development (BCOD).<sup>3/</sup> The savings process consisted of the establishment of the Barrio Savings Fund (BSF) and the Barangay Guarantee Fund (BGF)<sup>4/</sup> to capitalize full-fledged cooperatives and to guarantee the loan amortization payments of land reform beneficiaries<sup>5/</sup>, respectively. The discipline process consisted of imposing penalties levied on erring members.

The accumulated BSF and BGF funds of various SNs were then used to capitalize the provincial-based Area Marketing Cooperatives (AMCs) and Cooperative Rural Banks (CRBs). The AMCs and CRBs served as the marketing arm and financial arm of SNs, respectively. These full-fledged cooperatives were deliberately organized at the provincial levels on the premise that the capitalization of these cooperatives would need the pooled resources of at least ten (10) SNs).

At the national-level, the government organized the Cooperative Marketing System of the Philippines (CMSP) which served as the national or apex marketing structure supporting and centrally coordinating the operations of AMCs all over the country.

Figure 1 shows the linkages between the SN, AMC, the CRB and the CMSP.

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<sup>3/</sup>Then under the Department of Local Government and Community Development, later, transferred to the Department of Agriculture.

<sup>4/</sup>The BSF was raised from the five percent (5 %) deduction from the production loans of members; the BGF, from the one (1) cavan of palay, per hectare, per season, contributed by each member.

<sup>5/</sup>The government made it compulsory for land reform beneficiaries to become members of Samahang Nayons.

## Philippine Cooperative Structure

The issuance of PD 175, which made the BCOD the sole regulatory body of cooperatives elicited negative reactions from other sectors. Eventually, separate Presidential Decrees were signed returning the regulatory powers over electric cooperatives to the National Electrification Administration (PD 501) in 1974; the sugar cooperatives to the Philippine Sugar Commission (PD 775) in 1975. EO 898 was issued in 1983 putting transport cooperatives under the Office of Transportation Cooperatives of the Ministry of Transportation and Communications (Tersa, 1987).

The above laws, therefore, led to what is now termed the fragmented state of the Philippine cooperative system. The system may be divided into four (4) major sectors:

- (i) Cooperatives under PD 175 (i.e. agricultural, credit, consumers, industrial and service)
- (ii) Electric cooperatives
- (iii) Sugar cooperatives
- (iv) Transport cooperatives

An example of the fragmented state is the present tax treatment of cooperatives. The cooperatives registered under PD 175 do not enjoy the income and sales tax exemption previously given by PD 175. This exemption was withdrawn by Executive Order 93 issued this year per recommendations of the Fiscal Incentives Review Board (FIRB).

Of the three which broke away from the coverage of PD 175, only the electric cooperatives were given back their previously-enjoyed exemption from all taxes by the FIRB. According to a RIR opinion sugar cooperatives will not qualify for income tax exemption under the National Internal Revenue Code, as amended.

Over the years, those cooperatives that fell under the coverage of PD 175 were able to organize federations involving agricultural and non-agricultural cooperatives at the regional and national levels. The apex body, the Cooperative Union of the Philippines (CUP) which was organized in 1980, aims to take over some of government's functions (e.g. promotion, training and audit of cooperatives) when it shall have generated sufficient resources for this plan.

The structure that developed turned out to be complex, multi-layered and specialized (TEAC, 1983). It consisted of various types of cooperatives (credit, consumers, marketing, producers, service, multi-purpose) classified by stage of development (pre-cooperative, primary,

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<sup>6</sup>/As explained by Mr. D. Sy, Fiscal Incentives Division, National Tax Research Center, September 17, 1987. He further expressed doubts regarding the tax exemption of transport cooperatives.

secondary, regional federation and national federation) and supported by numerous institutions with specialized functions and funds. The KCOD, constrained by limited budget and personnel, supervises this huge and complicated structure which naturally created monstrous monitoring and audit problems.

Figure 2 shows the internal linkages established by cooperatives under PD 175.

#### Auxiliary Programs

The following institutions/facilities were established by government, at one time or another, to provide specific services:

- (i) Cooperative Development Loan Fund (CDLF) - created by LOI 23, was used to extend loan assistance to cooperatives.
- (ii) Cooperative Insurance System of the Philippines (CISP) - established in 1973, provides insurance cover to members of SNs.
- (iii) Management Training and Assistance Program (MTAP) - established in 1974, provides subsidies for the hiring and training of professional managers to manage selected cooperatives.
- (iv) Cooperative Marketing System of the Philippines (CMSP) - serves as the national or apex marketing structure supporting and centrally coordinating the operations of AMCs all over the country.
- (v) Samahang Nayon Support Project (SNSP) - provides loans to farmers for the purchase of construction materials for multi-purpose warehouse and light farm machineries.
- (vi) Cooperative Marketing Project (CMP) - the fund under the disposition of the CMP is used for: (i) loans for AMCs and CMSP; (ii) expanding the equity base of cooperatives; (iii) guarantee loans extended to cooperatives under the project; and (iv) financing technical assistance commodities to develop AMC management capabilities and technical expertise.

#### Current Status of Cooperatives

As of December 31, 1986, there were 20,404 registered cooperatives in the country with an estimated active membership of at least 2.8 million; paid up capitalization of at least P345.5 million; and total resources of at least P6.0 billion (Table 1). The current status and performance of each of these cooperatives are as follows:

Samahang Nayons. Of the 17,000 registered SNs, two-thirds are inactive or dormant. However, the SNs were able to establish 29 cooperative rural banks and 56 area marketing cooperatives, through the RSF and BGF funds, respectively.

A nationwide survey conducted by the private Economic Development Foundation (EDF) for BCOD found out that as of December 31, 1985 total funds held by SNs reached P41.7 million while SN investments in full fledged cooperatives and some rural banks totaled P32.6 million (Table 2). All in all, the total funds generated by the SNs primarily from the forced BSF and BGF collections, reach P74.3 million.

The SNs, however, reportedly failed to guarantee the payments of land amortizations of its member-land reform beneficiaries and to serve as an effective base of the cooperative system for one basic reason noted by Terso (1987) members' lack of motivation to participate in the affairs of their local SNs members. The lack of motivation is, in turn, traced to the non-business orientation of SNs. Without any concrete or perceived direct economic benefit in return for their BSF and BGF contributions, the members' participation and interest in their SNs dwindled particularly when BSF and BGF contributions were made voluntary in the late 1970s.

#### Area Marketing Cooperatives (AMCs)

As of December 31, 1985, BCOD reports that of the 64 AMCs established since the start of the program, only 47 are still operating; the rest have either closed shop or remained inactive. Total paid-up dead or inactive. Total paid-up capital of the AMCs reached P21.7 million during the same period, with a membership of 3,047 SNs or 132, 229 individual SN members.

The SN-AMC linkage which entails the sustained capitalization of AMCs, reportedly did not work well (Bonifacio, 1987). The AMCs complain that SNs do not actively support their operations. On the other hand, SNs claim that their waning interest in AMCs only reflects their dissatisfaction with the AMCs' services and performance.

It should be noted that AMCs operate on a province-wide basis and given their limited resources, difficulties in serving the marketing needs of the scattered, village-level SNs should be expected. What compounds the AMCs' difficulties, however, is the stiff competition posed by the private traders who also offer, aside from competitive prices, other critical services such as credit and cash payment for the farmers' produce. When SNs likewise began to start their own marketing activities, they, themselves, became a threat to the viability of AMCs considering that the former are the only source of the latter's business and equity capital. These developments accelerated the demise of many AMCs.

#### Cooperative Rural Banks (CRBs)

The CRBs, likewise, are organized at the provincial level and are responsible for the financing of production and other credit needs of members which include the SNs, AMCs and other full-fledged cooperatives. Presently, there are 29 registered CRBs, owned by 4,946 SNs and 171 other cooperatives representing more than 240,000 individual investors (Quintana, 1987). The BCOD reports that as of December 31, 1986, the CRBs had total resources of P 290.1 million and a total net worth of P 76.3 million. Generally, the CRBs are deemed to have performed better than the AMCs. This observation can probably be traced to the CRBs relatively bigger capital base and to their use as conduits of government credit programs

which particularly benefited an undetermined number of SN member-borrowers. The CRRs are not without problems, however. In fact, 4 CRRs are presently considered by the Central Bank of the Philippines to have serious financial difficulties. The CRRs most apparent operating constraint is similar to that which afflicts the AMCs, i.e. too-wide geographical area of service coverage with mass ownership of a relatively small paid-up capital base. Furthermore, the inaccessibility of CRBs to most of their clients does not permit an efficient system of lending, monitoring, loan collection and savings mobilization.

Other problems include: (i) inadequate loanable funds, considering the credit requirement of its numerous individual SN members; (ii) huge past due loans, the bulk of which may never be recovered as the CRB's loans are mostly non-collateralized; (iii) incompetent management and staff; and (iv) capital impairment, owing to the inability of SNs to infuse additional share capital into the CRBs and the increasing incidence of past due loans.

### Credit Cooperatives

Credit cooperatives are considered to be the most viable among all types of cooperatives in the country. A report prepared by the Cooperative Union of the Philippines shows that, as of December 31, 1986, credit cooperatives accounted for almost half of the total number of full-fledged cooperatives registered under PD 175 (excluding SNs) and based on a survey, owned the greatest amount of cooperatives resources (Table 3). In terms of average amount of resources, however, the Cooperative Rural Banks owned the most, although, in terms of network as a share of total resources, credit cooperatives appear to be most solvent (Table 4).

The success of credit cooperatives has been explained by the cooperatives' relative simplicity of operations, the importance of its services to the members' everyday life and the cohesiveness of its membership. Its strength is said to lie on the members' willingness and ability to sustain the internal generation of funds and the continuous training and education of its membership.

Like other types of cooperatives, the credit cooperatives also have their share of problems. They also have an inadequate loanable fund base vis-a-vis the credit demand of the members; a high rate of delinquency; management problems; and competition from private moneylenders, among others. <sup>Z/</sup>

### Consumers Cooperatives

From a total number of 1,921 registered consumers cooperatives during the years prior to 1972, these cooperatives rapidly declined in number during the 70s primarily due to insolvency problems. By year-end 1985 only 854 survived. Of these, 200 were considered active while only 100 prepared

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<sup>Z/</sup>CRBs need an initial capitalization of P500,000.00 as against the P 100,000.00 of AMCs. In addition, a government counterpart equivalent to the initial paid-up capital is provided in the form of preferred shares. Moreover, in 1980, the Land Bank of the Philippines invested P1 million to each of 26 CRBs.

regular business reports. Most of the active consumers cooperative belong to the institutional type (i.e. cooperatives organized in schools, offices, etc) (Terso, 1987).

The most common problems encountered by these cooperatives, includes (i) inadequacy of capital due to the failure of its members to pay their capital subscriptions; (ii) lack of members' patronage owing to the higher prices of cooperative commodities, limited supply of commodities, poor location and poor service; (iii) management inefficiency; (iv) high account receivables; (v) inadequate internal control, among others.

### Sugar Cooperatives

The Sugar Cooperative Development Institute of the Philippines (SCDIP), which is involved in the development of sugar cooperatives through management assistance, training and research, reports that in 1977, 43 sugar cooperative marketing associations operated in the country. As of 1986, the number has decreased to 31 representing 20,000 individual sugar planter-members, with a total capitalization of P50.3 million.

Compared to cooperatives in other sectors, however, sugar cooperatives are considered to have shown better performance. Until the severe recession which struck the sugar industry in the early 1980s, there has been fewer incidence of failure among sugar cooperatives. The probable explanations for this phenomenon are the subsidy given by sugar centrals to sugar cooperatives and the economic status of the planter-members, who usually are among the better-off citizens of many communities.

The problems currently faced by sugar cooperatives only reflect the difficulties encountered by the entire sugar industry. For instance, Quintana (1987), noted that when sugar trading was made a monopoly of the Philippine Sugar Commission in the 70s until its dismantling in 1986, the viability of sugar cooperatives and the industry in general, was threatened by the monopoly-controlled sugar prices. Thus the decrease in the number of operating sugar cooperatives from 43 in 1977 to 31 in 1986 only reflects the depressed state of the Philippine sugar industry.

### Electric Cooperatives

As of year end 1986, there are 125 electric cooperatives all over the country, serving a total of 2.6 million households in 1,222 municipalities and 18,218 barangays (or about 30 percent of all Philippine households, 30 percent of the total number of municipalities and 44 percent of the total number of barangays).

The extensive outreach of Philippine electric cooperatives was encouraged by the government's rural electrification program. These electric cooperatives provided services to clients facilities maintenance and collection of service fees. In return, the government granted substantial benefits which included investments totalling P5.1 billion or about P40.8 million per cooperative. This explains, according to Quintana (1987) the unique characteristic of electric cooperatives: they are not capitalized by members and a given person, by merely paying a nominal amount of P5.00 immediately becomes a member of the cooperative.

Electric cooperatives are supposed to be among the most viable of all types of cooperatives since the service they provide are basic to most households. However, the four years of severely depressed economic conditions (1983-1986) adversely affected the financial viability of many electric cooperatives. Likewise, charges of irregularities in funds management by some electric cooperatives prompted even the Commission on Audit to call for the public audit of the entire system. As of June 1986, the electric cooperatives were reported to be P400 million behind in their loan amortizations to the National Electrification Administration, the government agency responsible for the organization, registration, supervision and financing of electric cooperatives (Terso, 1987).

### Transport Cooperatives

Terso (1987) reported that as of 1986, there were 80 registered transport cooperatives, 42 in the Metro Manila area and 38 in the provinces and other cities in the country, representing 17,222 drivers and operator-members. Transport facilities operated include 8,053 minibuses, taxis and tricycles.

The transport cooperatives are reported to have been successful in rationalizing the transport system, benefiting the members of the cooperative and the riding public as well (Bonifacio, 1987). This performance was traced to the condition imposed by the cooperatives among their members: that management of units owned/operated by members should be transferred to the cooperative. Management of these units include the determination of routes, scheduling of trips, registration of vehicles and overall supervision of the units.

### Summary of Performance

Government investments in cooperatives, particularly agricultural cooperatives, during the period 1973-1986 (i.e. post PD 175) is claimed to have been substantial; yet success stories are few (Steenwyk, 1987). In contrast, private sector investments in non-agricultural cooperatives may not have been as large as that of government, but the privately organized and inspired cooperatives growth in number and resources had generally been steady. The relatively poor performance of government-initiated cooperatives maybe explained by Ocampo's earlier observation that farmers have somehow associated membership in cooperatives with credit access such that when the cooperatives fail or cannot sustain to serve that purpose, members' interest in their associations is lost. Nevertheless, the most noteworthy accomplishment of the cooperatives during the said period concerns the establishment of the national and regional federations. In 1986 the major sectors of the cooperative movement (PD 175 cooperatives, sugar cooperatives, electric cooperatives and transport cooperatives) in recognition of the need for inter-sectoral cooperation, organized the Supreme Cooperative Council of the Philippines (SCCP) and held the first National Cooperative Congress during the same year. The SCCP, representing 23,000 cooperative organizations with 18 million members, aims to assist government in rationalizing existing cooperative programs and policies to bring about an environment conducive to the growth and development of cooperatives.

## Future Thrusts

The Philippine government has recognized the futility of "legislating" the development of cooperatives. Decades of such exercise had only bred among some sectors in the movement a dependency on government support but which, as experience had shown, cannot be sustained in the long run.

Thus, the Department of Agriculture, through the Bureau of Agricultural Cooperatives Development (BACOD)<sup>B</sup>, has correspondingly redirected the thrusts of the cooperative development program from the active promotion and organization of cooperatives to the conduct of trainings, audit and general supervision. The Department of Agriculture has de-emphasized through BACOD, borrowing by the agricultural cooperatives to fund various activities in favor of savings mobilization and internal generation of resources to sustain these activities.

Government policy, thus, has changed from direct intervention in the organization and financial affairs of cooperatives to a policy of "benign" neglect by (i) recognizing the capability of people to perceived whether a cooperative is the right type of organization for their economic activities and (ii) assuming only a supportive and secondary role in their formation and growth and instead, allowing the unhampered self-interest of private individuals to determine and decide whether a cooperative type of organization will help the individuals concerned attain their perceived goals.

Thus, the areas where government will intervene have to be redefined. Presently this would call for the rationalization of the various cooperative laws and regulatory bodies affecting cooperatives aside from the above-mentioned training, audit and supervision activities. Certainly, the cooperatives will still need government support even in the medium-term scenario, but the areas where government ought to intervene need to be re-defined. In recognition of government's role in cooperative development, the New Constitution of the Philippines called for the creation of a Cooperative Development Authority to rationalize government policy on cooperative development.

Government likewise, recognizes the vital role cooperatives will play in the implementation of the proposed Comprehensive Agrarian Reform Program (CARP). What exactly will be the powers and the limits of these powers which may be given to the proposed Cooperative Development Authority and the manner by which cooperatives may help facilitate the implementation of the CARP - these are the issues which make cooperatives relevant more than ever to the future of our country.

September 18, 1967

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<sup>B</sup>/Previously the Bureau of Cooperatives Development (BCOD).

## ANNEX 0

**Atty. Cora Valdez Fabros (Pro-Life Movement in the Philippines):** Pro-life Movement in the Philippines is a civic educational institution and is a church-based mandated organization. I will just read our position on the population issue. Actually, most of this are not new anymore. We have been repeating and emphasizing this whenever we are being asked regarding our stand. I think it will be much better to read this for this is a product of the women's forum held this year. This is a forum on population issues spearheaded by pro-life women.

First, we agree that there should be a state population policy. We don't have any objection here. Second, we also admit that there is an urgent problem of poverty which must be attended to through social justice, welfare and development programs. Third, the state should safeguard the family rather than attack it with burdensome laws. (What we are trying to say is, the claim for maternity leave benefits is, for example, only up to 4. This is with the tax exemption benefits. We want to scrap this for this is discriminatory against people who decide to have more children. When the family is assured of security then they will accept planning of their family. The state should provide socio-economic conditions for families.) Four, the families should be provided with safe, morally acceptable, effective and affordable methods of regulating fertility, protect health of mother and child. Five, population problems are better met on local levels. Government does not have to assume all responsibility for dealing with family planning. There are individuals and organizations which are capable of helping people along this line. Six, the high rate of birth is due to over population. Family planning should assist couples to develop responsible reproductive behavior in achieving their desired family size. Value-oriented natural family planning aims at responsible reproductive behavior. Artificial contraception and sterilization do not. Their only aim is to avoid child birth or population control. Seven, the state through education and development program should teach the basics for the basis of couple decision. They should make public any information on male and female fertility, responsible parenthood and responsible community participation. Eight, and we would like to emphasize this, the government should not be the marketing agency of contraceptives being produced by multi-national companies. They should assist couples to be self-reliant, following fertility awareness instead of their dependence on chemical and other contraceptive and surgical methods. How long can our government provide contraceptives to the people? Contraceptives will always have to be bought or imported and are expensive. The long term socio-demographic effect of sterilization should be foreseen (as we can see from the experience of China with its -- one child policy). Nine, contraceptives enter into the country tax free while other basic drugs and commodities are taxed. The cost of tax exemption and free distribution of contraceptives are placed on the shoulders of the rest of the public, even the non-users. Ten, policies claim no coercion, but specifying targets will always lead to

coercion and psychological pressures. Eleven, demographic policies touch upon human life and its value, transcending all political, social and economic aims. If population policies destroy basic human values then they fail in this regard, no matter how quickly and effectively they lower a country's population growth rate. Twelve, large percentage of foreign or local aid should be put into development and family welfare programs, not into population control. Foreign donors should not exert pressure on government to lower population as condition for loans and grants. This makes their motives suspicious. Thirteen, the new Constitution of 1984, upon deleting the article on the right of the state to maintain population levels conducive to national welfare, repeals all population directives including the requirements for population education on all school levels, tax exemption on contraceptives and others. Fourteen, contraceptives that have abortive action (and we would like to say here depoprovera, and TU9) and reaction of pills should be labelled such in order to respect the moral decision of those wishing a family planning method according to their conscience. Fifteen, we should examine government deals with multi-national companies that allow distribution of their contraceptive products without licensing (depoprovera and some IUDs).

This is what we have produced in the forum. I would like to make a reaction to what our friend here shared regarding the Population Program. We would like to express our objection and we are questioning their motivation. Why do we really have to train 3,856 health professionals in specialized skills? If this is a skills training on how to sterilize then we really have strong objections.

## ANNEX P

### Presentations at the Forum on Population

*Ducar Escobar*

Deputy Executive Director, Population Commission

Thank you very much, Cora. You almost did not have any paper presenter, considering the fact that I was informed that I should come and represent the office, I think, 10 minutes before 1 o'clock. Well, after I was informed, they handed me not a paper but a series of transparencies which I think we will be both seeing for the first time. But nonetheless, I will do justice to the assignment given to me.

I shall go straight to the Philippine Population Program... how we grew from less than 20 million to 60 million which is our present population today. In 1970 our growth rate was something like 3.5 percent and at present, our population growth rate has somehow been reduced to something like 2.44 percent.

Allow me to give you a short historical perspective on the program. In 1967, then President Marcos with 17 other heads of state signed the UN Declaration on Population. The document stressed that the problem of population has to be recognized as a principal element of long range national planning if governments are to achieve their economic goals and fulfill the aspirations of their people in a way that is lasting and meaningful. In 1971 the Philippine Congress passed RA 6365, or the Population Act. It created the Commission on Population as the central policy making, planning and coordinating body for the program. In 1973, the Marcos Constitution gave the responsibility to the state, and I quote "to achieve and maintain a population level conducive to national welfare." In the recent years of the program it has become a contraceptive oriented program. The effort of the program personnel then (I'm speaking of the field workers of the implementing agencies) and the provisional services were largely clinic-based, which means there were family planning clinics both of the NGOs and government. Primarily they recruited acceptors and provided information service and contraceptives and supplies.

In 1975 to 1977 we came out with what we called community-based, also known as Total Integrated Development Approach. This meant the establishment of a head office under each Local Government, which we called City as well as Provincial Population Offices. It was jointly assisted by POPCOM but primarily was under the Local Government for the purpose of coordinating all population activities at the local level. As a result, volunteers were called. The barangay officials formed officers for the purpose of giving information and free supply of various kinds of contraception.

By the year 1980, there was something like 45 thousand BSPOs all over the country. There was practically at least one or two BSPOs in every barangay. Aside from the 45 thousand BSPOs, they also fielded something like 2,500 full time outreach workers.

As I was saying earlier, these were paid people under Local Government both at the provincial and city levels. In 1978 the POPCOM Board Commissioners adapted the recommendation of the Special Committee that reviewed the population program to broaden the program so as to fully integrate it in development plans in the country. The response of the POPCOM Board, as indicated in the shift towards the formulation of a family planning policy within the context of family welfare objectives, implied the establishment of the democratic and welfare aspect of population. And this was manifested in the approval of the Medium Term Plan for the Philippine Population Program which had to study and monitor all the development factors. That meant relating the population program with income, employment, health, education and other development factors, as it further related to fertility, population size, structure and distribution. This was also manifested on the policy level when they revised 6385 by strengthening the POPCOM at that time through PD 70. All these revisions and shifts reflected POPCOM's concern on issues raised about the program and its attempts to operationalize further insights on close interrelationships between demographic and socioeconomic variables. The change in government in 1986, (this was due to people power revolution and the ratification of the 1986 Constitution) brought about significant changes in Government's population policy.

Let me now talk more on the medium term plans. In 1987, the Philippine Population Policy was passed by the Board of Commissioners. The Medium term Plan was finally approved by the Board sometime in 1988 (I think this was around this time last year). Ten days ago, the Technical Committee, (this is the thinking arm of the Board of Commissioners) just passed the Directional National Plan of the Medium Term Plan, which means that once this is approved by the Board, hopefully by June 7, we will operationalize all the activities in the coming months and this will be for the years 1989 to 1993.

The bases of the present Medium Term Plan which covers 5 years are first, the 1986 Constitution. Before, the responsibility of determining population levels was given to the Government. Now, the responsibility of planning one's family, of determining the number of children, shall rest on the couple themselves. And this is provided for in the 1986 Constitution. The Middle Term Plan which was formulated by the different branches or departments of the Government, was made in 1987, addressing itself to the economic problems and solutions to poverty. As a consequence of that, support for the Medium Term Plan was provided by the new Population Program Policy Statement which was published in May of 1987.

Another basis for the 5 year operational plan is the consultation with the different partner agencies and other concerned sectors. Partner agencies actually means those government as well as non-government agencies which participated in the program. I think it even goes beyond that because there are agencies which were not directly involved in the program in the past.

I'd like to state here that in terms of the policy thrust, the Philippine Policy Program has 2 major components. One is the Population Development Program and second, is the Family Planning Program which includes responsible parenthood. Both of these program thrusts have their

own set of activities which deal with the population growth rate production at the macro level and responsible parenthood at the micro level in order to facilitate the attainment of other development goals.

Let me now turn to the first program, which is the Population Development Program. The rationale for this are first, population factors have a major impact in the attainment of development objectives, national development policies, plans and programs. This simply means the integration of population programs within the various offices of the Government as well as the inclusion of the non-government institutions in an integrated program. Second, serious misallocation of resources may result if indirect cost and benefits, and plans, policies and programs arising from interaction between population and development are not fully taken into account. I think one of the problems that we have encountered is that many sectors have already questioned the giving out of so much resources or large budgets for the different branches of the Government to put up resources for welfare, health, nutrition and population activities. The objectives can be referred to the general objective which is "to support the national Government in improving each effort in achieving consistency of plans, policies and programs by systematically incorporating population concerns into the wider spectrum of the development efforts." The specific objective is to integrate population concern in development plans, policies and programs at all levels and to test innovative approaches and support, implement projects and demonstrate the impact for population related factors in development efforts.

We have come out with various implementation strategies regarding the Population Development Program. One of them is the institutionalization of Population Development integration in national and sectoral plans, policies and programs at all levels. As I have said earlier, we should integrate population concerns with the different national agencies and it will go down to the provincial and even barangay levels. The second strategy is the increasing awareness, appreciation and internalization of population development concerns among the general public through formal and non-formal education program. I think this has been done in the past through the so-called Population Education Program. Population concern with emphasis on family welfare is integrated in certain subjects like Math, English, etc. at different levels -- elementary, high school and college. I think this is the 5 year plan of the Department of Education. For the non-formal education, we have the approach of the Department of Social Welfare for the out-of-school youth. The third strategy is the development and implementation of innovative approaches which demonstrate the impact of socio-economic demographic efforts on population welfare. It simply means that you have to relate the various aspects of demography to socio-economic conditions. Strategy number 4 is the enhancement of management, coordination, monitoring and evaluation capabilities of the lead agency for the particular program. It has been decided that the POPCON will be the lead agency for the Population Development Program. Strategy number 5 is the development and implementation of more responsive research and evaluation program.

OK, with the permission of our moderator, inasmuch as we don't have a speaker for the Family Planning Program, allow me to continue on to the Family Planning Program.

The framework of the Family Planning Program views it as a necessary component of the National Development Plan in general and the Population and Health Plans in particular. We also took into consideration the plans of the different agencies specifically on matters related to development and to health. The general objective is to increase the practice of family planning to contribute to maternal and child health by, first, expanding coverage and second, improving the quality of services. I think that should basically be the general objective of the program. The second objective is to promote the values of responsible parenthood, and this also means, first, responsible sexuality not only among those who are married but among those who are planning to get married. Second, with regard to delayed marriage, I think this is provided for in the Constitution, when they set the marrying age for both male and female. *Dati-dati, 14 puwede nang mag-asawa ang babae at 16 namon kapaq lalake*. Now, it is different, 19 years old for both sexes. So, *lunas na yung marrying age*. The third is childspacing. I think those who are in the health sector will agree that when a mother spaces children, it's always for her good as well as of the children. And lastly, to make the small family size a part of responsible parenthood.

Now the impact objective here is to reduce total fertility rate from 4.3 children per woman in 1983 to 3.7 in 1993. Actually, this was already reduced in the 70s. If I can still remember, the number of children per woman averaged from something like 6.5. The specific objectives that we hope to attain are, first, to establish 869 new family planning (FP) service outlets and the integration of three youth health centers. Second, to maintain 3,941 FP service outlets. (This simply means, outlet services under the Dept. of Health and those of NGOs). Third, to train 11,590 workers on basic FP; 3,856 health professionals on special skills on FP (I think this is what you call the comprehensive training, specialized training for field workers); 1,281 health professionals on back up FP skills (nurses, midwives and other volunteers who want to help in the population program); 9,347 health professionals on refresher courses (after they have finished basic FP, to be updated); 3,220 doctors, nurses and midwives on voluntary surgical contraception. Fourth, to establish and make operational the FP National Committee. Fifth, to establish/implement an FP information monitoring and evaluation systems. Sixth, to develop, produce, disseminate, and appropriate adequate Information Education Communication (IEC) materials. Seventh, to conduct relevant studies and researches on FP.

I will now briefly explain the implementation strategies. In the past, if there was a budget of P1M for the population program what the government usually did was to distribute this to the 13 regions equally. I think the process now is to put more importance on areas where services are poor. I think it will be unfair to give more share on areas na maraming services. Maybe it's about time to put funds where they are needed. And in this case it has been proven that in terms of services, 3 regions and the NCR are fully adequate, whereas there are other regions like region 7, 8, 5, and I think majority of the regions in Mindanao that need more support. The second strategy is to ensure the availability and accessibility of full information and services of all medically and legally acceptable methods of contraceptions in all areas. Actually this is not new anymore. The third is to implement innovative approaches in integration of FP with other development concerns through community participation and

mobilization of motivational networks. Actually, this has already been done but in view of the fact that funds are not always there, it's about time that we strengthen the communities through program volunteers. We will also try to find out how the communities get involved in the Population Program. Fourth is to develop and strengthen coordinating and monitoring mechanisms among participating agencies at various levels. I think during the last technical and committee meeting, there was no serious effort among the agencies which are members of the Board to commit themselves to the plan for the next 5 years. In the past, it was just simply a decision now, they're really challenged to commit themselves to the integration and implementation of the Population Program in their own agencies. I don't know exactly if there will be some measures to check them. Maybe during the next Board meeting, it will be redefined by the Commissioners. Strategy number 5 is to strengthen Information Education Commission (IEC) and other motivational efforts toward the promotion of responsible parenthood among the MCRAs (married couples in their reproductive age), and the non-MCRAs as well. Strategy number 6 is to provide professional and technical training for program professionals and volunteers. One of the program thrusts that we had in the past was to put importance on training. Strategy number 7 is to develop a more relevant research and information program base for the formulation, monitoring and evaluation of policies.

Now, the last thing that I would like to mention here is in terms of resourcing for funds. The Philippine Government should continue promoting and putting emphasis on the Population Program and to tap other agencies and other donor agencies either local or international funding agencies. So, ladies and gentlemen, I think, that is what the Population Program is all about. Thank you very much.

*Eliseo de Guzman* (UP Population Institute): Thank you very much. I'm very thankful to Cory for she did not mention that family planning is one of my expertise.

You know, whenever a demographer speaks, the audience usually says "Here comes the alarmist approach again with frightening statistics." That is why I will not give those statistics now. Anyway, we're talking about the Family Planning Program as well as the entire Population Program of the government. But here is one thing which I would like to call attention to -- this sign that says "Welcome to the Public Forum on Population Debate, etc." You know that when we say "debate", it becomes adversarial -- so let us not debate anymore. Let us just hold a discussion and then come out with a consensus and try to do something about this.

Now going to the various points raised by our Moderator -- one is the question "Is there a population problem?"

You know, since I joined the Population Institute in 1972 I have been giving lectures about the population situation. In 1974 there was a very intense discussion on the population issue, when it was World Population Year. That is why the debates and discussions at that time were already going on. And now -- we are still debating about it.

I think there is a population problem when we think of the qualitative dimension. Our number now is 59 or 60 million, and by itself, that is good because we are many. But when we look at another dimension, we see that there is a problem. This is the qualitative dimension. What is the extent of malnutrition, livelihood opportunities, of marginal fishermen, of marginal farmers, of the poor among our countrymen? I think no one can deny that when we look at these qualitative dimensions of population, there are problems.

Does the government have the right to intervene? That is easy to answer. I think the government has the right to intervene. It started to do this already in 1973. Why did we not discuss this before (in 1970) if government has a right or not to intervene? Government is already there doing something -- and now, some people want to remove the program. What will we do with those who have come to believe that they, indeed, need family planning, that they need to limit family size? In other words, it is now the responsibility of the government to continue its program. And whether we like it or not, the government has to continue because there is a need to meet individual needs. We cannot do anything else anymore.

Now, the most interesting point that I would like to discuss with you is the operationalization of free choice. Individual needs must be met. Some individuals will need the condom; others, the pill; others, the IUD, etc. In other words, we operationalize free choice by providing the multi-approach or cafeteria approach which will meet individual needs. Only when you have many different methods can there be an exercise of free choice. In addition to that, it is related to the improvement of the quality of service. For example, if sterilization were the only method approved of and available and the clinic where it can be done is not accessible to the clients, there will be no service delivery for these clients. But if there are other methods available, some methods can even be brought to the doorstep of the client. Thus, we can speak of improved service, and the multi-approach does this. Another example may be derived from the results of our contraceptive survey. We asked our respondents, "Why did you choose this method?" (We classified the methods into irreversible (sterilization) and reversible (IUD, pill, etc.) Forty-eight percent answered that they believed in the effectivity of the method; 22 percent believed in the convenience, etc. In other words, you cater to the individual differences of the clientele by providing them with methods to choose from. You do not tell them that the condom is convenient for you, or calendar method is convenient -- you do not force them to think that.

Now, why do we need a population program? Why do we need a family planning program? Our survey showed that among women who were not currently using any method, 60 percent of them expressed the desire to use in the future. If there were no program, how will this women start to use a method? That is a lot of women -- 6 out of 10 want to use a method in the future. So there is a need for the government to provide such service.

There seems to be a development in the population program (this is my last remark) -- the linking of population and development and the emphasis on the quality of life. Well, I think there is no reason for us in the Philippines to be proud about incorporating this. Because if you look at the population programs of other countries -- say, Malaysia, Thailand, Republic of Korea -- you will see that they also place emphasis on population development and quality of life. The primary purpose of the family planning program of Thailand is to strengthen the family as a basic unit. So there is nothing new about that. What is new is what we will do about it. We know what we want already, and how to go about getting it -- but do we agree with each other?

Now, just to end my reaction, I want to show you some transparencies. Thailand and the Philippines started with almost the same demographic characteristics. I want to emphasize here the same commitment to goals that these two countries started out with, and yet the results were different. I will read these figures for the total fertility rate or number of children a woman has at age 50:

<u>Year</u>	<u>Philippines</u>	<u>Thailand</u>
1965	6.29	6.25
1970	5.9	5.8
1975	5.2	4.6
1980	4.9	4.3
1984	4.53	2.4

So if we compare what happened in Thailand and in the Philippines, it is like we are attending a party where those from Thailand have finished eating and are washing their hands already, while we from the Philippines are still cooking our food because the firewood that we are using is damp and the pot is full of holes; thus, nothing has happened.

*Dr. Vicente Marianos* It is really hard to present any reaction after the distinguished speakers, but nevertheless I would like to present some perspective on the different reactions and the definition of the POPCON.

First of all, I would like to comment on the title of the session "Continuing Debate on Population Policies." If I had been consulted on what title would be more appropriate, I would say that this should be titled "The Never-ending Debate on Population Policies" because I am sure that like politics and religion, you can go on day after day, night after night and not come into any conclusion. Maybe you are aware that as seen in mathematics (I think you know the Euclidean geometry), parallel lines do not meet, but when you go to non-Euclidean geometry, parallel lines do meet. Similarly, in this room, I think there are people who are sort of Euclidean and non-Euclidean and no matter how much they discuss they would still not come to any consensus (which I think is what we are after). The best thing I can think of is a sort of modus vivendi, a way of living together even if different positions are involved. So people can stick to their position, it would be hard to impose one area to another.

In this connection, I would like to bring up the findings that I have come up with in my studies on the relationship of anti-natalist policies and religious belief. It seems that the discussion between the 2 groups of people (those who are in favor of contraceptives and those favoring natural family planning methods) would not really be having an effect on the respondents we have. Because for one, the policies that we have would not really be influencing the behavior of the people. To cite an example, the tax limitation is only up to P 2,000 and it is not really influencing the behavior of the people. And now on the church side, for instance the teaching that children are the image of God and so on, it's really hard for the people to visualize this and have this affect their behavior.

So in short, that's why I am saying that for the discussion we have, it would really be difficult to come to an agreement. It's hard to agree on this model. So the most that I can think of now is in terms of the political feasibility of the population policies that we have now. People will always be specific about it. They may decide once and for all to discard artificial contraceptive means, which would cause great joy to the Pro-life groups. But as long as the government has not made this position, I think we would still agree that not much has been accomplished because of the position presented and the methods being offered by the program. Having watched the population program since 1977, I can really see that nothing much has been accomplished or nothing new has been presented now. I'm quite sure that within 5 years from now we may come to the same conclusion that the program has not really been as successful as we would like. You have to excuse me for this very cynical perspective, but knowing the political feasibility aspects of any population policy, we may have worse problems after the Medium-Term Program. So, thank you.

**Dr. Sylvia Estrada Claudio:** I cannot believe that there are so many issues about the "never ending debate". I think I am a little bit more optimistic, not in the sense that there may be a consensus eventually but perhaps the bases for having debate is getting clearer. Perhaps the process of making our bases clear should be the best thing for us to achieve before we can make a decision regarding the issue. I am supposed to be the NGO representative. Obviously I am not because there are also other NGOs here today. And if the newspapers would have their way, GABRIELA would be a non-non-governmental NGO. I am glad that I have the last thought because I am going to disagree with everyone on the panel, not because I am from GABRIELA, but because population cuts across very basic issues. One of them is how we view development; the other one is how we view women's health and the other one is how we view social relations in which the entire gamut of sexuality and fertility is, in fact, subbed. So if you look at it from these different angles we would find that we would take different positions and different analyses before we can summarize it into a public decision.

So let me go first into how we view development. Of course you know the classical argument that we have too many people to share in the economic benefits, etc. Even if our country gets richer, nothing will happen. That is the classical argument since 1972. The nationalist groups have been questioning this argument, and I think the lines are clear. This is another view on development maybe because it obscures the economic injustices that occur in the society in which many people are poor, and it has nothing to do with population. In fact, the argument was pushed very much by the World Bank precisely because such argument does not look into global inequitable relationships, which is the very basic reason of poverty. Let me just give statistics to make it clear. Five percent of the global population that lives in the US consumes 30% of the world's resources, while 75% of the world's population that lives in the Third World consumes only 10% of the resources. Obviously, a small increase in the US population will use up more of the world's resources than a very large increase of the Third World population. Of course we already know that population density has no correlation to the wealth of a particular population. We also know that there are many studies which show that there is no correlation between the fall in population growth and the miracle (maybe it was too long). We achieved a certain growth and yet I don't think we are any better than before Marcos started his population miracle. And of course the economic model jives with the World Bank position because all these population programs are, in fact, funded by the World Bank, and it has increased our national debt (I have the figures here). Unfortunately even the Government recently said that the program is a failure to the tune of 1.1 billion pesos in the last 3 years, most of it coming from debt. Of course, I agree with the church, with the people from Caritas that the World Bank and the drug companies and particularly the USAID have a sweetheart deal on contraceptives. This is why it is a contraceptives-based kind of population program. They create the markets for the multi-national drug companies. They dump banned drugs here and they create a lot of profit. If you look at USAID and

the other international program organizations and the MNCs that produce contraceptive methods, they have interlocking directorates. It is population control premised on a developmental model which I personally reject because it is a narrow view of development. On that point, you can put me on the otherside of the fence.

On the other hand, when we talk about women's bodies, we go to entirely different issues. The direct effect on women's bodies draws the women's groups into the debate. These are women's groups who have been protesting against the use of dangerous contraceptive methods, like the IUD, deprovera, and the like. This thrust, that has been endangered by the Population Program, has made women slow to respond to what, in fact, is a need, a demand, for safe, effective contraceptives. Indeed, women do not like these contraceptives and there are again a lot of studies on this. I heard that in a study that she is one of those people who went over the studies to prove the arguments that are being pushed by the Population Program here are really inappropriate. They are inappropriate because there are methods that make money for multi-nationals that have nothing to do with the health and integrity of women. If they would listen to the way women react to the contraceptives, they may come up with other kinds of contraceptives. In fact, women have a little traditional knowledge of what to do which we can build on if science were a little bit feminist rather than profit-oriented. I think there is a need and again I don't know if somebody has taken that study. Figures from the newspapers show that 12% or 2.4 million Filipino mothers do not want to have any more children in 1983. In one survey 63% urban poor women also stated that they do not want to have more children. Other surveys show that women do not want to have many children. The Maternal and Child Health Section of the Department of Health states that majority of the 2,000 maternal deaths in the Philippines annually is due to illegal abortions. The Maternal Child Health Department reports that most abortions performed each year performed under dangerous conditions.

On the one hand, the funny thing about this debate is, sometimes we find ourselves in line with the Pro-life movement because they claim that there are also feminists there. I don't think it is only Gabriela who can be considered a feminist organization who got into it. We do not approve of the Population Program because of their narrow developmental model attitude and what it does to women's bodies. And then on the other hand, when it comes to choice we find ourselves in the Government's side. So the debate became so difficult for us and maybe that's why I am saying that from our experience we really need to make our bases clear before we can engage in a debate and also for people to decide on which side they are. With regard to the developmental model, we question it especially if it pushes contraceptives which are bad for women's health.

I'm just telling some of the positions I will eventually take. I feel that population control is in fact a matter of personal decision not to be forced on individual women by anybody nor arbitrarily prohibited by any religious formulation. And this are some of my

bases. First of all, birth control is different from population control. The former concerns the right of women to regulate their fertility and it is necessary to safeguard women's health; the latter allows the State to interfere with women's bodies often with disastrous results. The second basis is a need for women to have access to safe and effective contraceptives. This process implies the development of contraceptives by scientists who listen to women's reactions to the various contraceptive methods presently available and who are concerned primarily with the preservation of women's health and physical integrity. It also implies that the State must guard women against dangerous contraceptives and ensure complete access to unbiased information about the safety of contraceptives it allows in the market. Third, pregnancy must be viewed as a symbiotic relationship between mother and fetus wherein the rights of the fetus are not opposed to that of the mother. The decision to prevent or end the symbiotic relationship is one that must be dealt with by individual women. Fourth, while access to safe contraceptive methods must be advocated this must be integrated into long term efforts to redefine social relations (what has been termed by the other speakers as responsible parenthood, responsible sexuality, responsible reproduction). Even those who feel that abortion should be legalized if only to stop the deaths must realize that it is undesirable to stop measures that would become less crucial when the social relations that define sex, pregnancy, child birth and child rearing are changed. And this, I think, is one of the cores of the feminist reading. We cannot look at the population program without viewing it in terms of women's body, in terms of what women feel about their own fertility. We cannot talk about child rearing and child-bearing unless we see that society, in fact, imposes the burden always on women. And lastly, the question of population control must be rejected as one that makes sense only within a narrow developmental model that marginalizes women and upholds inequitable global economic order. Thank you.

DD

**Introduction**

As the plebiscite for the Cordillera Autonomy Law (Republic Act 6766) approaches, it is best wise to take a serious look at what the document says and how it relates to the ongoing movement to achieve true autonomy. Amidst the numerous misconceptions on autonomy, more urgent is the need to understand the more basic essence of what Regional Autonomy is all about.

The CORDILLERA PEOPLE'S ALLIANCE, in view of this need, has come up with this Information Kit On Genuine Regional Autonomy And The Proposed Cordillera Autonomy Law. This kit is a contribution of the CPA to the continuing and collective endeavor to achieve true autonomy.

Contained in this information kit are the following papers:

- A. Genuine Regional Autonomy And A Critique on RA 6766
- B. Declaration Of Principles And A General Program For Genuine Regional Autonomy
- C. CPA Statement On The Proposed Autonomy Law (RA 6766)

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## GENUINE REGIONAL AUTONOMY AND A CRITIQUE ON RA 6766

### National

For us, the Cordillera people, genuine regional autonomy is perceived as the solution to the age-old problem of National Oppression (NO) and discrimination that has been perpetrated against us.

Aside from the problems jointly felt by us and the rest of the Filipino people, we feel the added burden of National Oppression. Apart from poverty, we — by virtue of our being indigenous peoples — are denied our right to freely pursue our economic, political and socio-cultural development. We are denied our right to self-determination.

From previous experience, we have felt worse. For in adding insult to injury, the State has trampled on our rights by dangling the sacrifice-the-minority-for-the-benefits-of-the-majority line to justify the implementation of harmful development projects.

Nothing can be further from the truth, however. The carrying-out of infrastructure projects such as the notorious Chico River Dam in the 1970s was more meant for the rich businessmen, the investors and their supporters in government than it was for the Filipino people. The proposed Chico Dam was planned more to benefit the mining and logging firms in the region than it was for the Igorot people.

National oppression has since been carried out for the benefit of the owner and partners of the logging and mining firms — the landlords, the big Filipino businessmen, and most especially the foreign investors. National Oppression has served the powerful at the expense of the deprived sectors such as the Igorot peasant, professional, student, small businessmen; at the expense of the politically powerless who stand to gain nothing from the mines and the logging concessions apart from their meagre wages.

### Self-determination

It is in this light that the concept of self-determination is further articulated to mean the following:

1. Recognition of the Cordillera Ancestral Domain.
2. Recognition of the Cordillera people's ancestral proprietary rights to the disposition, utilization, management and development of the land and its resources.
3. Recognition of the right to economic prosperity and genuine social development.
4. Respect for the indigenous culture and the right to pursue cultural development.
5. Recognition of indigenous socio-political systems and political integrity as indigenous people.

### 6. Protection of civil liberties and human rights against militarization and state repression.

Further, it is only with the establishment of a genuine regional autonomous government in the Cordillera within a truly free, sovereign, democratic Philippine nation that these rights as defined can be achieved. For after all, the complete expression of our right to self-determination as indigenous people, is thru the establishment of genuine regional autonomy.

### The Proposed Autonomy Law

Against the premises presented, the question now is: WHAT DO WE LOOK FOR IN ANY AUTONOMY LAW MEANT FOR THE CORDILLERA? Consistent with the previous assertions on what genuine regional autonomy is, any law for a future autonomous government of the Cordillera should be sized-up on how it answers the following specific questions:

1. Does the law restore the right of the Cordillera people to their ancestral domain and to the management of the surface and the subsurface resources contained therein?
2. Does it ensure the right of the Cordillera people to freely determine their own legislative, administrative and judiciary system appropriate to their existing socio-political structures?
3. Does it embody due respect and recognition for the indigenous socio-political structures, and provide for the protection of and the development of the Cordillera culture? Does it institutionalize concrete measures to correct past discriminatory practices against the Cordillera people?
4. Does it provide for the proper representation of the majority of the Cordillera people to the national government, thereby promoting their just participation with the rest of the Filipinos in national level of policy-making?
5. Does it ensure the right of the Cordillera people to chart their economic destiny according to their needs, practices and abilities and free from the dictates of vested interests?

### 3 Critique on the Proposed Autonomy Law

For purposes of systematization and simplification, the succeeding analysis on the AL is clustered according to the following major issues:

- |                               |                                    |
|-------------------------------|------------------------------------|
| 1. Ancestral Domain           | 4. Fiscal Autonomy                 |
| 2. Natural Resources          | 5. Agriculture, Trade and Industry |
| 3. Form of Government, et al. | 6. Transitory Provisions           |

### RA 6766 on Ancestral Domain

It is interesting to note that one whole article (Art. XI) of the autonomy law is devoted to the issue of ancestral domain. Sec. 1 of Article XI starts with a positive note stating that: "The RG shall undertake measures to protect the ancestral domain and the ancestral lands of the indigenous communities," it

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is followed by the killer clause: "Subject to the constitution and national policies, all lands and natural resources in the AR that have been possessed or occupied by indigenous cultural communities . . . shall form part of the ancestral domain."

This would imply then that the yardstick in determining ancestral territories in the region would be the Constitution and existing land policies. What do the the Constitution and some land policies say?

In the Philippine Constitution, Sec. 2 Art. XII states that: "All lands of the public domain, waters, minerals, coal etc. are owned by the State . . ." Likewise, we cite as one of the policies the controversial Presidential Decree 705 which states in one of its provisions that lands sloping 18 degrees and above shall be classified as public land.

What is being pointed out is that: no actual power is rendered the AR as far as the determination and appropriation of ancestral lands is concerned.

On the issue of possession, Sec. 2 of the same article recognizes communal and tribal ownership over ancestral lands but not individual ownership. While we, the Igorots, lay claim to some territories as communal, there is also such a practice as ownership by a family or an individual. The payaw, for instance, is cultivated and owned by an individual and not by the whole community — which, generation after another is passed on as inheritance to the children of the owners. What is the future of these types of lands?

It is also important to take note of the other provisions which sound well-meaning but on further analysis would reveal contradictions to provisions contained in other related articles of the AL. Both instances below illustrate such a contradiction.

Sec. 6 of the Article on ancestral domain "require corporations, companies and other entities within the ancestral domain . . . whose operations adversely affect the ecological balance to take the necessary preventive measures and safeguards in order to maintain such a balance."

It would seem that this provision is basis enough for environmentalists to be rallied in support of the AL. However, the effectivity of this provision is immediately diminished by another statement which practically allows the continued practice of one of the most destructive mining methods — open pit mining. (Sec. 6 of Article XII: "Patrimony, Economy, and Development" states that the government shall . . . regulate the extraction and processing of mineral and non-mineral resources in the region to protect the ecosystem, including setting limitations on open pit mining and similar methods.")

We do not want a limit to open pit mining. WE WANT A STOP TO IT!

Another glaring contradiction is shown by Sec. 8 which gives a rather strong (if not discriminatory) provision prohibiting any portion of the ancestral domain to be opened "to resettlement by non-members of the indigenous cultural minorities."

The mere existence of this provision is to be criticized because it strengthens any existing "highlander-lowlander" animosity in the region. Likewise, it does not live with the spirit of autonomy because it gives the endorsement

of division among residents of the Cordillera — between the Igorots and the non-Igorots.

If Sec. 8 as stated above was meant as a protection to the Igorot people from encroachers, looking at a provision b contained in another article would prove that there was no such intention. While Sec. 8 bans resettlement by non-Cordillerans on one hand, it allows the entry of any private enterprise into the Cordillera territory provided that the price is right. Meaning, any exploration, development and utilization of natural resources with exceptions to some, will be allowed to any company provided that . . . at least 60% of their capital investment or capital stocks directly controlled or owned by Filipinos who are preferably residents of the region.

This is only interpreted to mean that any ordinary Juan, Pedro or Maria who is not an Igorot is prohibited from settling in the Cordillera while any moneyed capitalist enterprise who may not necessarily be an Igorot is allowed — not maybe only to settle — but even to exploit the resources contained within the ancestral territory.

While both examples cited show the contradiction within the AL, it merely states into law the existing bias of the state for the moneyed over those of the deprived and the poor.

## RA 6766 On Natural Resources

Article XII ("Patrimony, Economy & Development") talks of the autonomous government's exercising control over the resources of the region. Sec. 4 of this Article, however, provides no control over the natural resources to the RG because of a killer clause which retains control, supervision over exploration, utilization and development of natural resources over strategic resources to the National Government. Hence, control over natural resources as a major feature to regional autonomy is not substantiated. Further, this very same Section ensures that "existing leases, permits, licenses, franchises and concessions shall be respected until their expiration unless legally terminated as provided by law."

By virtue of this provision, all mining permits and rights as well as timber licenses previously issued will be recognized. As of 1987, no less than the DENR has published that there are 739 mining lease contracts issued in the Cordillera covering about 8,500 hectares; there are 10 companies with existing and provisionary timber licenses which covers about 434,000 hectares of forest lands.

In effect, logging and mining companies with existing licenses will still be allowed continued operations in the region.

Section 5 gives mandate to the AR to enact laws on natural resources while Section 6 gives the AG the power of regulating the exploitation of mineral resources to "protect the environment". Both provisions are however meaningless as the law requires any legislation created to be "consistent with national laws and national policies."

**RA 6766 On Form Of Government, et.al.**

Among the misgivings of the original drafters of the AL is the adoption of the presidential form of government over that of the parliamentary form. Advocates of the parliamentary form point to the arguments that: first, this form is closer to the indigenous tradition of collective decision-making; second, the parliamentary form is supposed to allow more chances for the less rich to participate in the regional elections; and third, that the presidential form is bound to require very costly elections.

While such arguments are valid, reality will dictate that opting for parliamentary form will not spell a great difference in terms of actual devolution of political power in favor of the powerless. The very practice of traditional politics giving way to vote-buying, patronage, wardlordism and other dirt exercises will dictate that politics is just but a game of the rich and the elite. In other words, not even a parliamentary form of government will ensure that the interests of the majority of the people will be represented in government or policy-making. How much more then for a presidential form which is provided for by the AL?

While the option for the presidential form has already limited the participatory essence of regional leadership, the requirements for anybody wishing to run for elective office has totally closed the political door to those already deprived. In any political entity, the legislative component is deemed to be the most vital as it embodies the voice of the people. It is very unfortunate though that even at the initial stage of government building, the AL for the Cordillera does not guarantee the voice of the lowly Igorot to be heard by stating that: "A person shall be a member of the Cordillera Assembly unless... (he is) able to read and write".

The indigenous practice of leadership tells us that tribal and community leadership comes as a result of integrity, strength and wisdom. The *lallakay*, the *illi*, even without the benefit of formal education are the recognized leaders.

**With what is allowed by the AL, we ask: WHERE IS PROPER REPRESENTATION AND PARTICIPATION IN GOVERNMENT?**

In defense, advocates may again point to the particular provisions stating the creation of Indigenous and Special Courts. Creating a system of tribal courts which have the power to determine, settle and decide controversies as well as enforce decisions is indeed a welcome provision. But as in similar loopholes pointed out, the composition and jurisdiction of the tribal courts is still to be determined by the "Cordillera Assembly and the Supreme Court". To put the faith of an indigenous court system under the determination of the Supreme Court is contradictory. The Supreme Court works under an Anglo-Saxon framework while the indigenous system (say for instance, on the concept of justice) operates from a very different set of values. How can it be possible to subject the latter to the former without sacrificing the essence of the indigenous courts?

The second and last section gives another proof of the invalidity of the so-called indigenous and special courts. While the provision says that the decisions of the special courts are final and executory, it contradicts itself by stating afterwards that such decisions shall not "affect the original and appellate

*jurisdiction of the Supreme Court*". Even with the establishment of the tribal courts, the Supreme Court still has the final say in legal cases.

**RA 6766 On Fiscal Autonomy**

**An Overview And Description of Related Provisions of Article XIII (Fiscal Autonomy)**

1. The RG shall have the power to create its own sources of revenues which shall accrue exclusively to the AR.
2. All corporations, business entities engaged in business in the AR shall pay corresponding taxes, fees, charges in the province, city or municipality irrespective of where their principal offices are situated.
3. Total collections of the province or city from the National Internal Revenue taxes, fees and charges, and taxes imposed on natural resources, shall be distributed as follows:
  - 30% to province or city
  - 30% to regional government
  - 40% to national government
4. The Cordillera Assembly shall have the power to grant tax incentives or exemption on taxes.
5. The Cordillera Governor may contract domestic loans subject to the approval of the Cordillera Assembly.

The above provisions on fiscal autonomy appear as the most tangible and strongest point of argument for advocates of the AL in the sense that the AR is allowed to generate its own revenues and even to receive a share of the taxes from the natural resources. The existence of these provisions however, should not be taken to mean that the financial gains provided for is autonomy itself. It is unfortunate how some pro-AL campaigners have narrowed down the issue of autonomy to that five-year annual assistance of the National Government for the Regional Government to the tune of 1.5 billion pesos.

In giving more substance to the analysis of the provisions on Fiscal Autonomy, it is necessary to ask: What are the important issues which are not addressed in such a very vital section as Fiscal Autonomy?

First, While the Cordillera Governor has the power to contract domestic loans, what is also needed is the power to repudiate loans that are found to be more costly than beneficial to the regional and national economy. This is a vital component considering the lessons learned from unreasonable debts incurred during the Marcos regime.

Second, The more important aspect of providing the Regional Government power to control the local natural resources is glaringly missing. In fact, its absence in the Article on Fiscal Autonomy is made up by an already existing provision in the Philippine Constitution which gives the President the power to enter into agreements with foreign-owned corporations involving either technical or financial assistance for large-scale exploration, development and utilization of minerals, petroleum

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What is being pointed out essentially is that criticisms on the aspect of Fiscal Autonomy is not on what is already provided for by the provisions but, on what the AL grossly missed for it to provide actual fiscal autonomy.

### RA 6766 On Agriculture, Trade And Industry

Article XIV on Agriculture, Trade and Industry starts with a positive note stating the RG's policy to promote agricultural production for domestic or commercial needs.

Looking deeper into this provision however implies no more than the maintenance of an agricultural system which is export and market-oriented while depending heavily on TNC-produced agricultural inputs. At the rate by which our vegetable and lowland rice farmers are being exploited and driven to misery, the RG should emphasize more on self-reliance and self-sufficiency.

Sec. 9 sanctions the government to adopt measures to prevent the manufacture, importation and distribution or sale of agricultural inputs found to be biologically or environmentally harmful. This, doubtless, is good policy. The national government does have a similar policy, but this has not stopped the sale of banned drugs or farm chemicals in the entire country. As it is, it will be difficult to impose such a commendable policy simply because the provision stops short at addressing the real culprit. For instance, nothing is said about developing alternative agriculture that is not dependent on imported inputs.

A very shortsighted view on existing agricultural trade problems is betrayed by the AL in stating that: "The RG shall undertake research and pass legislation to enforce floor prices on agricultural inputs, and provide and strengthen extension services to farmers free of charge" (Sec. 4).

While imposing floor prices may help, the AL runs short of recognizing the existence of trade monopolies as the main problem of agriculture (especially for vegetable and rice farmers). The Benguet vegetable industry, for instance, is controlled by four main Chinese families — from financing and credit to the marketing of farm products. Unless these monopolies are eradicated and the relations in production is altered, then legislation cannot be expected to make much change.

Section 12 allows the establishment of economic zones, industrial centers and development ports in strategic areas in the AR. This provision raises the fear that an explicit mandate to promote the establishment of these centers in the absence of guidelines for a comprehensive program for a pro-people and sustainable development is no different from the current development policies. It is fear founded on the fact that economic zones for foreign investors will only create enclaves that will not be for the people. They create jobs, true. But no necessarily for the Cordillera people. They also enjoy tax exemptions from government. These zones use up energy massively which in effect, may force overzealous development planners to propose the harnessing of the rich energy resources in the region. In other words, a scheme like this has nothing to do with promoting a development program for self-reliance, self-sufficiency and genuine industrialization.

Moreover, an explicit mandate to establish industrial zones outside the control of a comprehensive development plan may cancel out any provision for "pro-people development" and the mandate to develop industrialization in the region as stipulated in Section 10 and to prevent the flight of capital as considered in Section 7.

Fears as expressed above is further reinforced by how Sec. 13 treats the issue of regulating foreign investments in the region by the killer clause subjecting the regulation of investments "to national policies and in coordination with the National Government". It is a dangerous provision considering the fact that the national government hardly does anything to regulate foreign investments. In fact, the Aquino Government's foreign investment policy appears very lenient as attracting more foreign investors has become the ongoing thrust.

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### RA 6766 On The Transitory Provisions

One of the more controversial provisions of the AL is the redistricting of the various provinces for purposes of the first election. Politically-keen residents of the individual provinces have described the redistricting as arbitrary and done more on the basis of ensuring the positions for the incumbent politicians/warlords in the region.

There is strong skepticism on the P1.5B five-year annual assistance mentioned in Section 9 for purposes of funding infrastructure projects duly identified, endorsed and approved by the Regional Planning and Development Board. The RPDB as described in Sec. 10 of Article XII shall be the planning, monitoring and coordinating agency for the AR on development. From the prescribed composition, the RPDB will be dominated by politicians i.e., Cordillera Governor, provincial governors and city mayors, etc. — in effect, placing the activity of regional development in the realm of politics. From composition alone, it is not difficult to surmise who the main beneficiaries of the annual P1.5B infrastructure fund be.

### A Summary of the Critique

The criticisms presented above on the proposed Autonomy Law may be summarized into the following points:

1. The AL does not provide actual devolution of political and economic power in the sense that the vital provisions (i.e., on ancestral domain and natural resources) provide little elbow room for the future regional legislators to maneuver as legislation is always subject to the National Laws and the Philippine Constitution. This loophole of subjecting "to the National Laws and the Philippine Constitution" is true in many other secondary provisions.
2. The proposed law gives very little to make any significance. Financial gains such as provided for by the provisions on the share from natural resources and the annual subsidy of P1.5B, for instance, do not necessarily mean autonomy or fiscal autonomy in actual.

3. The AL's promises for improving the people's welfare and giving "more in law to those who have less" is not really new considering what has already been contained in the Philippine Constitution. The prohibition of marriage annulment, "holding consultations and public hearings", "pursuing devolution of power", "eradicating graft and corruption and nepotism", "preventing torture and other inhuman acts" and other virtuous provisions are already contained in the Philippine Constitution. If the incorporation of these good provisions in the Constitution was not a guarantee for their realization, how much more would a regional charter such as the AL accomplish?

4. A lot of the supposedly good provisions border on deception. Claiming that the AL recognizes our rights to the ancestral territory and the natural resources without pointing that these rights are delimited due to what is dictated by the National Laws and the Philippine Constitution is deceiving.

### The Autonomy Law a Step Forward?

If the AL falls short in providing our basic rights to the ancestral domain and the natural resources therein, can this piece of legislation be claimed as providing "one step towards" the attainment of genuine autonomy? Hardly.

The AL is a dismal failure in providing the very basic foundation upon which a genuine autonomous set-up can be built on and nurtured upon. In speaking about basic foundation and framework for genuine autonomy, we speak of the restoration of our rights to the ancestral domain and to the natural resources therein.

In the forthcoming plebiscite, the proposed AL is likely to be ratified. As a document, it will not solve the problem of National Oppression. Those who rule will continue to bear the effects of a foreign-controlled economy and a heavy foreign debt, unemployment, high prices, low wages, graft and corruption, human rights violations.

The present dispensation, perhaps, will go on and carry out its autonomy program to establish a prototype of a regional autonomous government. With much fanfare, the regime will be lauded for its accomplishment. Cordillera politicians will run the affairs of the autonomous government — not necessarily in favor of the Cordillera masses — but for interests tied up to the dictates of those who rule.

Let not the AL be equated to autonomy. The AL is but a piece of paper — perhaps, beautifully-worded. And as long as no basic reforms in the existing political and economic structures are initiated, any beautifully-phrased law is bound to fail.

The CORDILLERA PEOPLES ALLIANCE is all for autonomy — for GENUINE autonomy, in contrast to a bogus autonomy. And even as the plebiscite for the AL will be over, the CPA will go on with its education activities to conscientiously inform the people and organize them towards the vision of Genuine Regional Autonomy.

## DECLARATION OF PRINCIPLES AND A GENERAL PROGRAM FOR GENUINE REGIONAL AUTONOMY

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WE, member organizations of the Cordillera People's Alliance for the Defense of the Ancestral Domain,

AWARE of the problems that beset us as indigenous national minorities: the violation of our right to land; the exploitation of our territories' natural wealth; the aggressions upon our culture; the disregard of our indigenous socio-political systems,

CONSCIOUS of our rights: to our ancestral domain; to autonomous management, disposition, utilization, and development of its natural resources; to respect for our culture and for our political integrity as a people,

CONVINCED that we can win genuine recognition of these rights only through a broad, united, and militant struggle for self-determination, which for us means the free exercise of our prerogative to determine our political status and the free pursuit of our economic, social, and cultural development,

MINDFUL that this struggle can be successfully waged only in conjunction with the overall Filipino struggle for national freedom and democracy,

RESOLVE hereby to work in unity and earnest towards the realization of the objectives and program defined herewith.

### 1. For the defense of the ancestral domain:

1.1 Oppose all attempts to dismember our territorial base, the Cordillera ancestral domain.

1.2 Work for the repeal of all laws which violate our territorial prerogative to our ancestral domain; laws such as Presidential Decree 705 and Republic Act 410.

1.3 Define the ancestral domain to approximate more correctly all contiguous areas occupied and used by the Cordillera people.

1.4 Oppose arbitrary divisions and territorial partitionings of the Cordillera; take steps to unify all territories of the Cordillera people, including boundary areas that have been arbitrarily added onto or incorporated into the adjacent provinces.

1.5 Work towards the recognition of the Cordillera ancestral domain by the rest of the Filipino nation.

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2. In assertion of our ancestral proprietary rights to the disposition, utilization, management, and development of our land and resources:

2.1 Defend the Cordillera ancestral domain from all incursions by multinational and other entities who seek its exploitation without regard for the ancestral proprietary rights of its people to land and mineral, agricultural, forest, water, and other resources.

2.2 Demand just compensation for all communities displaced and indemnities for all past injuries caused by current exploiters of the Cordillera's resources. Insist that all future utilization of resources within the ancestral domain by national and other entities shall require democratic consultation with and approval by the Cordillera people.

2.3 Demand the Cordillera people's just share of beneficial returns from the utilization of resources in the ancestral domain by national and other entities.

2.4 Demand that indiscriminate exploitation of these resources be halted. Demand that all enterprises operating within the ancestral domain ensure the conservation of the environment for wider, longer-term, and more productive utilization by the people.

2.5 Take steps to more productively utilize, manage, and develop our resources for the livelihood and advancement of Cordillera society. Popularize systems of forest management which employ indigenous social organizations of labor to undertake massive reforestation, to protect watersheds, and to conserve forest cover. Thus shall we promote environmental quality; undertake economic projects, such as the improvement and expansion of irrigation systems, diversified food production, and small-scale mining. Thus shall we maximize use and improve management of our resources for a better quality of life.

3. Towards economic prosperity and genuine social development:

3.1 Expose and combat corruption in the current bureaucracy's implementation of socio-economic development projects.

3.2 Demand appropriate state allocations for genuinely people-oriented socio-economic development.

3.3 Initiate comprehensive and people-centered economic development programs directed primarily at food production for the people's basic needs. Encourage cooperative organizing and the use of appropriate technology to hasten the development towards self-reliance in food and other basic necessities, and to facilitate efforts in people's small-scale industrial enterprises.

3.4 Develop appropriate industrialization to transcend marginalized economic productivity and bring self-reliance to a stable level.

3.5 Evolve a people-based social development program in education, health, and infrastructure, one which genuinely deserves the interest of the people, which takes into account the people's priorities and indigenous social systems in health, non-formal education, and the like.

4. In assertion of our right to respect for our indigenous culture, and in pursuit of cultural development in the Cordillera:

4.1 Expose and combat all attempts to manipulate the development of culture in the Cordillera for interests contrary to those of the Cordillera people. Assert our right as a people to maintain and develop indigenous cultural institutions and practices in freedom; to safeguard indigenous culture from vulgarization, exploitation, or artificial preservations; to make such creative, meaningful, and appropriate innovations as are necessary for our cultural development.

4.2 Encourage the evolution of a progressive Cordillera culture and consciousness.

4.3 Encourage the growth of a united Cordillera consciousness, while recognizing and respecting ethnic differences.

4.4 Cultivate an appreciation for and the development of Filipino nationalist culture in the Cordillera, without prejudicing our people's own appreciation for and development of Cordillera culture.

4.5 Counter the spread, through education and mass media, of discriminatory ideas and attitudes regarding the people of the Cordillera. Work to achieve genuine recognition and appreciation of national minority culture and the national minority experience. Cultivate an awareness of equality and an attitude of mutual respect between the Cordillera minority and the rest of the Filipino nation.

5. For recognition of our indigenous socio-political systems and of our political integrity as a people:

5.1 Expose and combat all attempts to exploit indigenous socio-political systems to create divisiveness among the Cordillera people.

5.2 Work for the recognition of the Cordillera people's indigenous socio-political systems and other people's structures that are operational in the Cordillera today. Popularize understanding of these systems within the Cordillera and among other Filipinos.

5.3 Work for the recognition of the Cordillera national minorities' distinction as one people, with commonalities in geography, history, traditions, and current situation.

5.4 Assert the Cordillera people's right to self-government, that is, to make their own decisions on matters that concern their present and their future as communities and as a people.

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5.5 Work for the regional autonomy of the Cordillera. The regional autonomous government's structures shall be evolved from indigenous socio-political systems and other currently operational people's structures. It shall unify all Cordillera ethno-linguistic groups, who shall then enjoy representation in all central organs of the autonomous government shall have jurisdiction over the defined territory and homeland of the Cordillera people, but shall be a part of a genuinely democratic Philippine state.

6. Against militarization and state repression:

- 6.1 Expose military abuse and the intensification of anti-people military activity in the Cordillera.
- 6.2 Expose all forms of repression employed by the state to inhibit the people from pursuing their rights.
- 6.3 Demand a stop to militarization of the Cordillera. Demand the withdrawal of all troops and the disarming of all paramilitary units.
- 6.4 Demand indemnity from the state for all victims of military abuse.

Adopted June 3, 1984 at the First Cordillera People's Congress, Bontoc, Mountain Province.  
Reproduced from the "Papers & Documents From The Cordillera People's Congress", June 1-3, 1984, Bontoc, Mountain Province pp.13-16.

## CPA STATEMENT ON THE PROPOSED AUTONOMY LAW (RA 6766)

*Cordillera People Unite!*  
*Reject the bogus autonomy of the US-Aquino Regime!*

The economic, political and social crisis affecting the entire nation has not only served to further isolate the ruling elite from the majority of the Filipino people but it has also created more cracks in the ruling clique. Contradictions within the ruling elite has caused Corazon C. Aquino and her cohorts to use deceptive tactics in the hopes of swaying the growing tide of protest from the side of the masses and allow her more time to consolidate her grasp on the leadership. The latest of such deceptive ploys is the Autonomy Law for the Cordillera region signed by Aquino last October 23, 1989.

It must be pointed out that the Cordillera people, through their organizations, have always struggled for self-determination in the form of an autonomous region. In fact, at the early beginnings, it was only the nationalist and democratic forces that espoused genuine autonomy for the Cordillera. With the popularization of the issue, however, traditional politicians and other entities began to take on the issue to further their own selfish interests. On the side of the Aquino government the need to present a positive image on the international front necessitated the passing of an autonomy law for the indigenous peoples of the Cordillera. Further, the Aquino government also need a political component to its Total War Policy.

Thus, the Cordillera Autonomy Law can be viewed as but an extension of the over-all strategy of the US-Aquino regime to further oppress and exploit the Cordillera masses. When viewed in its entirety, the Autonomy Law seeks to accommodate the selfish interests of the traditional politicians and opportunists in the region while serving as a showcase of the so-called "liberal" character of the Aquino government. Further, the Autonomy Law aims to deceive and thus divide the Cordillera people, thereby making it easier for the ruling classes to impose their oppressive programs in the region.

It is for the above reasons that the Cordillera Peoples Alliance calls upon the Cordillera masses to unite and reject the bogus autonomy being dangled by the Aquino government. The protracted struggle of the Cordillera people for the recognition and respect of their right to self-determination has involved the sacrificing of life and limb for countless Cordillera martyrs and to accept anything less than the peoples aspirations would be a betrayal of principles.

The Cordillera peoples struggle for self-determination is not separate from the struggle of the Filipino worker for higher wages, better working conditions and for nationalist industrialization. It is not separate from the struggle of the Filipino peasant for genuine land reform nor is it different from that of the Filipino peoples aspirations for a just, sovereign and democratic Philippines.

The Cordillera peoples struggle therefore, can not find completion nor triumph without the fulfillment of the worker's, peasant's or any other oppressed Filipino's aspiration.

Under the present system where the few have a monopoly of the economic and political power, it is impossible for the Cordillera people to achieve genuine autonomy nor would it be possible for the present government to grant the basic demands of the people. The government, ruled as it is by the interests of US imperialism and big business can not be expected to pass a law that shall go against their selfish interests. Thus, the Cordillera people are left with no other recourse but to reject the Cordillera Autonomy Law of the US-Aquino regime.

While working for the rejection of the bogus autonomy law, the Cordillera people are challenged to continue educating and organizing their ranks in order to establish the society that shall be conducive to the building of a genuine self-determining Cordillera. The Cordillera people shall, in unity with the rest of the Filipino people, work for the setting up of a democratic Philippine republic free from the dictates of any foreign nation or body. It will only be under such a republic that the interests of the Cordillera people will be respected and guaranteed. It is therefore imperative that the Cordillera masses unite and work towards the realization of this aspiration.

Once again, let it be reiterated that the Cordillera people are not against autonomy. The rejection of the bogus Cordillera Autonomy Law is the expression of the peoples desire for a genuine and meaningful autonomy and not the deceptive autonomy that the USAR is peddling. It is the firm belief of the Cordillera people that genuine autonomy is not one that has been dictated on the people but one that has evolved from the democratic participation of everyone. In fact, genuine autonomy is achieved only through the process of struggles of the people.

Genuine autonomy as envisioned by the Cordillera people is the empowerment of the majority of the Cordillera masses. This is what the Cordillera peoples struggle is for, anything less should be rejected as the Cordillera Autonomy Law shall be.

**REJECT THE DECEPTIVE AUTONOMY LAW FOR THE CORDILLERA!**

**REJECT THE US-AQUINO REGIME!**

**WORK FOR THE ESTABLISHMENT OF A SOVEREIGN AND  
DEMOCRATIC PHILIPPINE REPUBLIC!**

**ONWARDS THE STRUGGLE FOR SELF-DETERMINATION!**

***CORDILLERA PEOPLES ALLIANCE***

*November 13, 1989*

*Baguio City*

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## ANNEX R

### PHILIPPINE SOCIAL SCIENCE COUNCIL- RESOURCES FOR PEOPLE PROGRAM (PSSC-RFP)

#### Report of a Public Forum

- I. Theme : "The Marginalization of the Filipino Fisherfolk"
- II. Date and Venue : 13 October 1989  
1:00-6:00 p.m.  
PSSC Auditorium
- III. Objectives

The forum discussed issues and problems of the Filipino fisherfolk in the region of Luzon. The fisherfolk themselves described their socio-cultural and eco-political situation, including insightful analysis on the factors responsible for the changes in their economic life.

Inter-disciplinary and tri-sectoral views were also given by speakers and participations from NGOs, the government sector, and academic community. The sharing of information and experiences among the fishermen, government officials and social scientists provided a more or less comprehensive view on the problem of marginalization of Filipino fisherfolk.

#### IV. Highlights of Presentation

##### *A. Testimonials from 4 fishermen*

1. Rodolfo Henasca, Sr. (Laguna Lake)
2. Quirino Cruz and J
3. Noel Ordeza J (Bulacan)
3. Bernardo Brudo (Pangasinan)

Four fishermen spoke and described the problems they face as coastal fishermen which have turned them into marginal fisherfolk.

All described their diminishing harvest from the lake or sea caused by fish pens, and the coming-in of trawl fishing. Their use of traditional gear (such as the salambaw) is no match for the more effective gear and conversion of aquaculture use.

Their problem of small catch affects their families when they fail to find other employment, or their wages are low if they do find other jobs.

They bewailed the failure of government to do something about the problem, including the problems of pollution and logging which also affect the state of their fishing resources. They also mentioned the failure of government to provide them with infrastructure and basic services. They live miserable lives in a land which used to be rich with natural resources.

*B. Reactions from various sectors*

1. Dr. Aber Rotor  
Secretary, Representing Senate Committee on  
Agriculture and Food (from Office of Sen.  
Butch Aquino)

Dr. Rotor took up the Philippine Fisheries Code which the Committee on Agriculture and Food is presently discussing in the Senate. The Code is the result of several dialogues with various groups all over the country, and the audience of the public forum may still give their suggestions.

The Code consists of 10 parts:

1. Definition of principles and policies
2. Definition of Philippine waters for fisheries
3. Resource conservation
4. Municipal fisheries
5. Commercial fisheries
6. Fish culture production
7. Post harvest processing
8. Science and technology
9. Provisions structure
10. Overall

Dr. Rotor emphasized the importance of inputs and suggestions for the Code because once it will be passed, it will be "the bible of the Fisheries Program." It should be balanced and comprehensive. Even the muro-ami fishermen have been given a chance to be heard.

Dr. Rotor also mentioned a plan to expand the Bureau of Fisheries into a larger independent body to take care of fishing concerns. Marine resources in the country are much more than land resources, thus, the Senate is thinking of expanding the office and giving it a separate budget so that it may attend to the implementation of the Fisheries Code.

Reacting to the testimonies of the fishermen, Dr. Rotor pointed out a provision in the Code prohibiting the conversion of swamps into fishponds. He agreed with many of their observations and commented that a comprehensive program for fisheries is needed, which will be possible if a separate body with expanded powers will be created to take care of fisheries needs.

For Laguna Lake, he volunteered his opinion that as it is dying lake, the program thrust for it should be rehabilitative or recuperative instead of economic production.

Finally, he reminded the audience that the legislative branch is different from the executive branch of government. The legislative branch may make good laws, but their execution might a problem.

2. Dr. Flor Lacanilao  
Chief, Southeast Asia Fisheries Development  
Center - Aquaculture Department (Environment)  
and Professor, U.P. Marine Science Institute

Dr. Lacanilao opened his talk by stating his interest since the 70's of solving the problems facing the fishing industry. Until now, he admitted that he "has not seen the light" in dealing with the problems.

It is possible to solve the problems, he said, if there are (1) correct policies to guide (2) legislation; and (3) if there are research and development (R and D) activities to guide programs. However, he admitted that it is not as simple as this because we may have all three but as long as policy and law enforcement is weak, the problems will remain, or will become worse. He gave examples of good policy or legislation not being implemented: the ban against logging, the ban against coral reef destruction; and the policy against converting mangroves for aquaculture use. He added another productive ecosystem which is not being protected, the seagrass beds between the mangroves and land which offer sanctuary to fish, like the coral reefs. And because these ecosystems are being destroyed, we lose 2.0M tons of fish every year. At the start of the century, the average catch of a fisherman was 4.2 tons per year; today it is only 1.5 tons per year.

He discussed three possible solutions to the problems:

1. the creation of artificial reefs out of old rubber tires, or better still, concrete, to enhance the productivity of coastal waters;
2. alternative livelihood programs for fisherfolk;
3. limiting population growth

3. Prof. Lito Anofuevo  
Department of Economics, UP Los Baños and  
Chairperson, Tambuyog Board of Trustees

Prof. Anofuevo brought up the policy of the Department of Trade and Industry which promotes exports, which in turn affects small-scale fishermen. He pointed to the relationship between the loans that government is getting for various export-oriented industries with the rising prices of commodities and food. Government, he said, then observes austerity measures, thereby affecting the delivery of basic services to the people.

There should be a change in the developmental framework used by government if it is concerned about the situation of little people, he ended his talk.

4. Atty. Marilyn Cepe  
RATAS

Atty. Cepe discussed more specifically the laws which are supposed to benefit the fisherfolk, and their un-intended unpleasant results.

1. Setting the fisheries resources as a "preferred investment sector." The un-intended result is the shift from a focus on the citizens to a focus on exports. Instead of promoting and conserving our fisheries resources to ensure steady and sufficient supply of fish and other products for our increasing population, the big businessmen and foreign investors are the ones gaining.

2. Entering into chartered contracts lease or lease-purchase agreements for financial, technical or other form of assistance with foreign corporations. This has opened the door to foreign corporations engaged in commercial deep sea fishing.

3. Bidding for the right to gather bangus and other fry should go only to the highest bidder and exclusively one person. This makes the marginal fisherfolk fall under the employment of a rich capitalist for very low wages.

4. Trawl fishing allowed at least 7 kilometers away from shoreline and in water of at least 7 fathoms deep. This fails to take into consideration the uneven and irregular nature of the country's coastline, which can allow trawl fishing less than 7 kilometers away from shoreline with waters at least 7 fathoms deep.

5. Heavy penalties for violation of certain rules, including death. The penalties are so unrealistically heavy that they have not been implemented.

Atty. Cepe also discussed some Government programs for the small fisherfolk which have certain weaknesses:

1. Port Infrastructure Program. This is supposed to provide fish landing areas for small fishermen, but the commercial fishing vessels are the ones benefited, like the Navotas Fishing Port.

2. Constitutional provision favoring small fisherfolk and restricting foreign entry into our fishing resources. The conditions are too general and subject to violations. What is needed are implementing legislation.

#### V. Highlights of the Open Forum

Representatives from Government assured the fisherfolk in the panel and in the audience that there are, indeed, attempts to consult the fisherfolk for their opinions and suggestions concerning programs affecting them. Perhaps the reason they feel they are not consulted is because after such dialogues or meetings, they are not given any more information on the results.

The suggestion of decentralization in implementing the programs was pushed, where decisions will be made at the local level and the approach is community-based. For example, the Asian Development Bank will be giving a Fisheries Group Loan estimated at \$120M. There should be strategies to make these loans available for fishing groups, with a minimum of bureaucratic constraints.

Cooperatives for fisherfolk is one of the best answers to this need for local management. There are some coops already formed in certain communities like Negros, and Government can help them through technical training.

Another point discussed by the fishermen during the open forum is the interrelatedness of policies and departments of government. Policies implemented (or not implemented) by, say, the Department of Environment and Natural Resources, have an important effect on the conditions under the jurisdiction of, say, the Department of Agriculture and the Bureau of Fisheries. The small scale fishermen are not the problem, it was claimed, but Government units must interlink with each other better. Also, sometimes the solutions to certain problems are deemed difficult when the more practical solutions are actually simpler. For example, why do government authorities claim that it is hard to apprehend trawl fishing practitioners when it would be easier to apprehend them on land (not at sea, it was claimed)? It was an interesting exchange between the simple and practical fisherfolk and the technically trained government people and those from academe. Furthermore, the fisherfolk suggested that if it is

really difficult to apprehend violators of fishing laws, the department involved should have an agreement with the military or the Coast Guard.

More comments were also made about the ecological destruction in the country. Why, it was asked, has this happened when we are not fully industrialized yet? Industrialization is not the only culprit therefore. And what makes this sad is that small fishermen are born, live and die as small fishermen due to this ecological destruction.

Mention was made of plans to establish the Philippine Agricultural Insurance System for small farmers-fishermen. The suggestions of the target groups to this plan was solicited.

The problem of military harassment of small farmers-fishermen was another point mentioned but not fully discussed.

## VI. Conclusions and Recommendations

### A. Conclusions

Three factors came out from the testimonies of the fisherfolk as those causing their difficulties and problems today:

1. difficulties in economic livelihood - the problem of small catch, small wages and unemployment
2. absence of service delivery systems such as electrification, infrastructure and health
3. diminishing resource base for fishing and other aquaculture opportunities

Five reasons were given as causing these problems:

1. inadequacies of Government
2. lack of implementation of laws and policies
3. development framework that does not benefit the poor
4. control of resources by a few
5. absence of a comprehensive assistance program

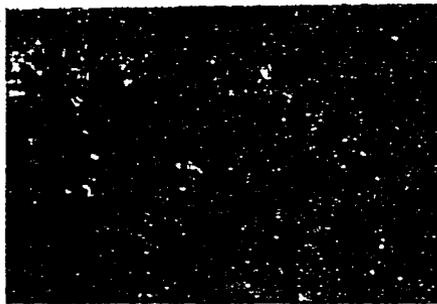
In addition to the five reasons mentioned, other factors were mentioned as contributing to the difficulties of fisherfolk - such as pollution and lack of marketing assistance.

The reactors in the panel agreed with the observations of the fisherfolk and gave their own analysis of the problems.

The lawmakers felt the need for better legislation. The academicians felt the need for implementing strategies for the laws and policies, a shift in the development framework of Government, and attempts to control population growth. The lawyer pointed out weaknesses in the laws as favoring big business and big ambiguous.

*R. Recommendations*

1. Form cooperatives among fishermen.
2. Expand area affecting municipal fisheries, from 15 to 20 kilometers.
3. Allow the results of R and D to reach the small fishermen.
4. More government subsidy to help fishermen, using community-based approach.
5. Programs to reduce water pollution or rehabilitate water resources.



### About the Center

The Center for Housing and Human Ecology Development is a nonprofit nonstock and nonpartisan organization conceived primarily to assist in planning for housing the homeless. Shelter, one of man's basic needs, is the container of culture and the very platform of family life. Being homeless is to be denied the opportunity of supportive family kinship and the transfer of homegrown values necessary in equipping every individual for a decent role in the community. Despite previous efforts in housing programs in the Philippines, decent affordable shelter still remains a pressing need.

Local financial resources are scarce, particularly for the urban and rural poor who continually have to struggle within an informal economy that can barely address the shelter issue. Aggravating the problem is the high cost of land and development which prices out the poor from access to land and secure tenure. Against this background, the Center is continuously searching for the appropriate approaches to the shelter issue.

The Center recognizes that the shelter need must be seen within the broader context of a better quality of life and a better environment. Applying appropriate technology (AT) in the area of alternative building materials research and development complements local housing industries and employment. Small-scale livelihood opportunities may lend themselves well to AT applications in recycling waste materials that can help utilize a resource to clean up the environment. Very often, the most pressing environmental problems relate to the delivery of sanitation and water supply, which is a concurrent priority.

## Strategies

Experience has shown that any housing program, to be effective, must have popular community support. With divergent interests in any community, certain strategies for resolving these interests and obtaining consensus become necessary in any housing program.

### Consultation

Consultative meetings among the intended beneficiaries, government line agencies, nongovernment organizations and individual experts on housing and environment provide a dynamic forum on the shelter issue.

### Dialogue

Discussions between beneficiaries and funding agencies help to clarify expectations and identify specific areas of cooperation.

### Potentials Assessment

Each community has particular potentials for undertaking a project. Being aware of these potentials before starting a project would determine specific aspirations and the local capabilities to achieve these.

### Points of Entry

Based on potentials, points of entry are usually necessary upon which to organize towards the shelter and other issues.

### Self reliance

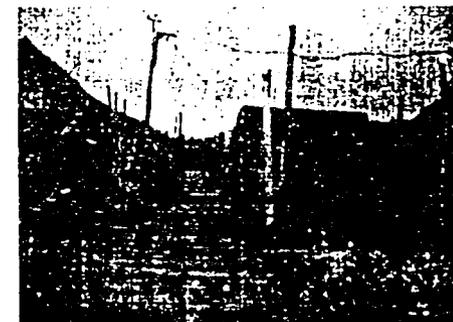
Although the need for outside assistance is sometimes important, starting a project from the community's own aspirations, collective energy and resources are the foundation for successful implementation.

## Areas of Concern

The Center promotes activities in four broad areas of concern, all of which are mutually reinforcing. Emphasis is on the use of local resource base and appropriate technologies within easy reach of the intended beneficiaries.

## Sites and Services Improvement

Communities vary in their level of needs for sites and services. Central to this is the security of tenure issue. The Center promotes the improvement of sites and services through upgrading of community infrastructure, shelter, and the surrounding environment.



## Building Materials Research and Development

The inventory of local materials with potential for application in the local building industry is varied, as well as with treatment processes and to some extent, construction technology. There are desirable alternatives to costly traditional materials. In cooperation with building research laboratories, the Center promotes the popularization of research findings and encourages application of technological developments in these materials.



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## ANNEX T

### RESOURCES FOR PEOPLE PROGRAM (PSSC-RPP)

- I. Theme : Urban Land Reform for Economic Rights
- II. Date and Venue : 17 November 1989  
PSSC Auditorium, Commonwealth Avenue  
Diliman, Quezon City
- III. Objectives

This public forum provided an opportunity for the urban poor, representatives from government, NGOs and academe to come together and talk about the housing and related needs of the poor. What measures or programs are being done by these different sectors were also described to inform each other about efforts to solve the problems. Recommendations for action and policy were given at the end of the forum.

#### IV. Highlights of Presentation

- A. *Dr. Pastor Cruz, President*  
Center for Housing and Human Ecology Development  
Foundation (CHHED)

Dr. Cruz represented the NGO sector in this forum. He is a retired veterinarian, and he briefly explained to the audience how he became active in an NGO working to solve social problems of the poor.

He was invited to Sto. Niño de Pasig at a time when the residents' homes in ULTRA were being demolished, and his heart was touched when he saw people sleeping on wooden benches and on the wet cement floor. He was disturbed by the thought that they had been undergoing these difficulties for 3 weeks already. He decided to do his part in solving the problem of housing the poor when he saw an infant lying in a coffin in the middle of the street. The infant had died of pneumonia due to exposure.

He joined the CHHED, an organization based in Legazpi City with a Coordinating Office in Manila which assists in planning for housing the homeless. The organization has four areas of concern: (1) sites and services improvement; (2) research and development on building materials; (3) livelihood development; and (4) education and community development. The CHHED has many projects involving housing cooperatives for families.

Dr. Cruz touched on the most common problems they encounter in their work. One problem involves their acquisition of location sites. Although they locate these sites and sign

contracts with their owners to purchase them for the families concerned, many times the owners do not honor the contracts because they receive better offers from multinational firms or foreign nationals who want to buy the land. He called this "the highest form of inflating land values," and would like Congress to pass laws making it impossible for these foreigners to acquire land. But as long as the program of Government supports the opening up of subdivisions and the building of condominiums for the rich, this will not be solved.

Another problem he discussed is bureaucratic red-tape of certain procedures of the Department of Agrarian Reform (DAR) in converting agricultural land to residential land. He described the long delay caused by inspections and re-inspections by the DAR team and their lack of action with the excuse that "things are still under study."

He ended with the idea that efforts of the CHRED and other organizations doing similar projects will bear fruit only if the problems he mentioned can get the attention of those who are in a position to do something about it - Government.

*R. Atty. Agripino E. Murga*  
Head, Legislative Committee on Constitutional Amendment,  
Revision of Codes and Laws and Special Assistant  
to Senator Joey Lina, Jr.

Atty. Murga spoke about legislative measures which have to do with urban land reform and helping the poor meet their housing needs.

He started with the efforts of the Marcos regime to institute urban land reform through the Area Priority Development (APD) Program. There were about 244 sites identified as priority areas for development because there were people residing there already, and since these sites had been so identified, the residents could not be asked to leave. However, ejection occurred when these sites were sold by their original owners to other buyers. The Government had no mechanism to buy the lands even though they had been set aside as APDs.

Thus, the problem described by Dr. Cruz about land being sold to foreigners is indeed present, and the reason foreign buyers can avail of land is because they use Filipino "dummies" to purchase the land.

Taking cognizance of this and related problems, Senator Lina has filed (Senate Bill) 734 - "An Act to Declare a National Policy on Urban Land Reform and a Housing Program and to Establish the Institutionalized Machinery for Implementation" (now known as the Urban Land Reform Bill). The bill will benefit (1) those with no employment or whose employment does not meet the basic needs of

the family, and (2) who are homeless and (3) who are residents of APDs or blighted and idle government residential lands. The bill also imposes obligations to be met by the beneficiaries, such as payment of land tax and improvement of the land and repair of the house.

Although the bill has been scheduled for a second reading already, it has been temporarily set aside in the wake of Administrative Bill 1172 released by Malacañang which also deals with urban land reform but contains certain provisions which are different from the Lina bill. Thus, there is a need to harmonize these differences before both measures can be approved for implementation.

In the meantime, another law which allows the "Abot-Kaya Pabalay Law" is about to be signed which will help ease the housing problem of the poor. The target clientele of the Bond are families below the poverty line, i.e., P3,000 or below income per month and not owning any house at all. The Bond will enable the granting of loans of P60,000 to P100,000 for housing, for a monthly amortization of P324.00.

Atty. Morga closed his presentation by discussing still another law that will benefit the poor and meet their housing needs, the Rental Law which will be effective for 1990-1992 or three years. The law will allow landlords to increase rent only by 20 percent in 1990, another 20 percent by 1991 and 25 percent by 1992. But he noted that the law is not popular among the landlords who complain that they are not earning enough from their property to pay their land taxes.

C. *Prof. Jaime U. Nierras*  
Associate Professor, U.P. School of Urban and  
Regional Planning

Prof. Nierras' topic was on "urban planning policies and urban land reform."

He began with the observation that in the Philippines, we have too many policies but our problems still remain. For example, in Metro Manila we suffer from power shortage and transportation shortage and even teacher shortage (because the teachers are out of their classrooms holding protest actions), yet there are many policies dealing with these problems.

On the topic of urban land reform and housing, the foremost policy affecting it is found in the Constitution, specifically in Article III, Section 9 and 10. The article on social justice and human rights contains provision for a program on urban land reform and housing for underprivileged and homeless citizens. Moreover, it protects against the eviction of urban and rural poor dwellers, as against the demolition of their dwellings except in accordance with the law and in a just and humane

manner. It prohibits resettlement of squatters without adequate consultation with them and the communities to which they will be relocated. These policies all sound good.

Prof. Nierras then raised the question as to whether the policies that we have are implemented. He said that because many of them are not implemented, what we need are implementing policies of which we have very few. It is imperative therefore that we have groups or agencies who will work out implementing policies of the beautiful policies that already exist.

Three issues need to be addressed by these groups or agencies which will prepare implementing policies. These issues are:

1. How to stop the growth of squatters. In Metro Manila alone, 70% of the total population is made up of squatters, and they will continue to grow and present endless problems in the delivery of basic services. Some laws inadvertently encourage squatting.

2. How to reconcile land values with location, taking income disparities into consideration. The problem of inflated land values which was mentioned earlier is a new phenomenon which urban planners are not prepared for. Prof. Nierras admitted that they do not know what to teach their students in urban planning in order that they will be able to suggest solutions to the problems. Traditional approaches to urban planning involve planning out the locations for residences, for business, for industry, etc. - in short, where to place sites. Today, however, site allocation is intruded into by certain developments which may change the original plan. For example, urban planners might suggest that a housing site for the poor be set up in location X. But adjacent to location X may be private property that will be sold to a buyer who will inflate the value of the land because he puts up an important supermarket on it. This will also inflate the value of land in location X, and the poor or the government cannot afford the land anymore.

Since the policies that our Government adheres to are laissez faire and democracy, the law of supply and demand will also persevere. If land is scarce, its value will go up. We adhere to democratic policies, but such a dilemma as described above calls for controls. Prof. Nierras observed that even on the subject of rice price control, there is already an outcry - how much more if we were to impose land price control.

3. With scarce resources to apply to the solution of the problems of the urban poor, what really is their problem so that the limited resources may be used to solve it? There is a need to identify the problems facing the urban poor. Some problems are physical, such as lack of shelter which will be solved if these things are supplied; some problems are economic, thus if economic conditions are improved through better employment, the

housing problem may be solved. Other problems are social - the poor have wrong social values or attitudes. Many will say "all of the above are problems of the poor" - so prioritizing them will help allocate scarce resources available for their solution.

*B. Mr. Angel Sadang*

President, People's Organization of Tawi-Tawi, Pasig

Mr. Sadang drew from his experience as a member of a squatter community to describe the difficulties which squatters face against eviction. He described how his community was "protected" during the Marcos years because they never faced the dangers of eviction. But now, when the Aquino government came into power, their problems started. They perceive the Officer-in-Charge of their municipal government as non-sympathetic to their plight. Their community is called Tawi-Tawi in Pasig and is located by the bank of a creek. Their problem started when they were informed that the municipal government was widening the creek and therefore, they had to leave. The squatters moved their shanties to private land adjacent to where they were staying, but the owner sold the property to a developer, so they were charged with the anti-squatting law. They were fortunate to get in touch with the CHED who is helping them find a solution to the problem. The oldest squatters occupied the area in the 1960s yet and feel that they have to be helped in this also by government.

#### V. Highlights of the Open Forum

The open forum gave some of the members of the audience a chance to bring up specific problems of theirs with respect to urban land reform, and secure answers from the resource persons. A case that was described by a female participant involved her community in Baranca Drive, Mandaluyong. She and her fellow squatters have been occupying the land since 1960, and the land is a donation from Ortigas to the municipality "for open space and roadway drainage." The area has also been declared an APD, thus, the people felt more or less secure about staying on.

But their mayor met with them early this year and informed them that a "condominium for the poor" was going to be built on the land, so they would have to leave their homes and be accommodated in the schoolhouses during the vacation period. They were further informed that building of the condominium would be fast - it would be finished in 45 days only - and then the families could move in.

But the people refused to be fooled and raised their objections with the mayor. They also dug up certain facts and found out that the financiers of the would-be condominium are private corporations and not the government, so how can the poor families be given preference to reside there? They were being

offered certificates, not legal contracts, that would allegedly give them priority rights to the new building. They saw Senator Joseph Estrada to ask for his help, and they also approached the Presidential Commission on the Urban Poor (PCUP) who just referred them to other agencies.

Adding interest to the case was the female speaker's claim that she was one of the political leaders of the mayor during election time and she worked for and supported him because he promised that as long as he was mayor, the squatters would not be asked to leave.

Atty. Morga invited the female speaker to see him and Senator Lina and bring the same papers she had shown to Senator Estrada. He believed there was some hope that the squatters would be made to reside in their present location.

Disappointment with the PCUP was repeated by others during the open forum, and they asked where they could go for help if the PCUP cannot help them. Someone in the PCUP informed them that the word of local officials always prevails.

Another issue that was raised during the open forum concerned the results of the NHA housing project in Tondo and Dagat-Dagatan. These were attempts to give poor families the chance to own a house and lot in the 70's. But today almost all of the original squatters are gone for they sold their rights to more affluent people, like the Chinese businessmen. The poor could not keep up with the monthly amortizations because they were mostly unemployed or underemployed. This made Prof. Nierras comment that perhaps the poor need employment more than housing here in the Philippines.

Another issue that was pursued was the presence of laws supposedly to benefit the poor but in implementing the laws, the rich are the ones who reap the benefits, often inadvertently because the policies somehow get corrupted. There must be safeguards to prevent this from happening.

Reconciling the issue of protecting the interest of nationals vis-a-vis the interest of foreigners was briefly commented on. If the country needs foreign investors to grow economically maybe the anti-dummy law will have to be re-examined for clearer implementation.

Finally, in answer to the lament of the urban poor that they are not asked to participate in deliberations concerning measures or programs to ease their problems, the resource persons reminded them that their representatives are indeed invited to participate in such discussions, but it does not mean that all the suggestions that they give are accepted. Program planners take many factors into consideration when deciding on certain measures. VI. Seven recommendations were made in this public forum on urban land reforms

1. Government should attend to the housing needs of the poor and include this in its program or priorities.
2. The basic procedures in urban planning and setting of priorities for the poor should be re-examined so that our scarce resources may be applied to the solutions and have maximum impact.
3. The various government agencies should be given the opportunity to meet and reconcile their policies which may contradict each other and lead to confusion for the people. Moreover, there should only be one agency for the urban poor (like DAR for agrarian reform).
4. The laws which affect the poor (e.g., anti-squatting law) should undergo more scrutiny and be disseminated to the people in a manner understandable to them.
5. Mechanisms to get more participation from the poor in planning programs for them should be adopted.
6. The process of implementing projects should have safeguards against corruption creeping in at various levels of implementation.
7. Investments programs which benefit the people should be promoted instead of those that benefit only foreign investors. The setting-up of condominiums and shopping centers have no impact on majority of the people, but the establishment of factories will secure employment for them.

ANNEX U

Implementing the Comprehensive Agrarian Reform Program

Miriam Defensor Santiago  
Secretary, Department of Agrarian Reform

Thank you very much for your kindness to me and the warmth of your reception. I have just come from San Fernando in Pampanga where we distributed 13,700 emancipation potent representing about 12,700 hectares to about 11,400 farmers. So I am afraid despite my claims to sex appeal I am not in the best physical position to address a distinguish assembly like this. In fact, I would normally be happy to address such sober, serious and scholarly individuals. But I am afraid when I walked into the auditorium this afternoon. After driving madly through the highway for about 45 minutes it became one of the very rare moments in my public life when I was assailed by a sense of imperfection. I did not realize that I would address such a distinguished audience. In any event I will be acting true to form. I must confess to you I am totally unprepared intellectually to address you in a scholarly fashion. But apparently I have been taking one risk too many for the year 1989 which for my distinguished career as recently explained to you, 1989 should be known as the year of living dangerously. So I will have to attempt to discharge the function. I am required to explain the prospect of the PARCODE in the context of the present implementation of the agrarian reform program. Maybe the best way for me to discuss the topic is to tell you the actual problems we encounter in the empirical implementation of the program nationwide.

So lets discuss the program fro the point of view of our lowest ranking officer, the Municipal Agrarian Reform officer or the MARD. Above him is the PARO, the Provincial Agrarian Reform Officer and above both is the Regional Director who is most of the time represented by his Assistant Regional Director or the ARD. At the barangay level, on a collective basis our work is carried on by the Barangay Agrarian Reform Committee - BARC as you know and on the provincial level by the PARCOM. By the National level of course is the PARC in which the President of the Republic herself is the Chairman.

So you realize as I did when I first assumed office that the Department of Agrarian Reform is an alphabeth scup agency and it is hazardous to the Intellectual equanimity of the administrator to attempt to memorize all of these acronyms. So I hope that in my present state of mental discombabulation I will not mix them up. (If I do please feel free to correct me) as since about 61 million other Filipinos seem to be claiming the some privilege today. I was told by a reporter just before I came in here that the Committee of the Senate, the Justice and the Human Rights Committee. He just issued an opinion that my Alien Legalization Program is unconstitutional. That will explain why I do not particularly feel cheerful this afternoon. The members of the media have a habit of rushing to me with bad news everyday. Everytime they see me first thing in the morning they give the bad news. And hope that I will survive it-that is why at this hour of the afternoon-about 4:30 I am merely struggling to

survive. My comment to him for the benefit of the media who might be here and are waiting to assault me right after this talk is that this is the interpretation of the Legislative branch of government, the Alien Legalization Program was promulgated pursuant to an Executive Order issued by President Aquino and under the general principles of our legal system, the issuances of the Executive just as those of the Legislation branch are entitled to the presumption of Constitutionality. So apparently the President issued her order under a sense of Constitutionality that must have been produced by serious study of our constitution and now the legislative not even the entire legislative-but one Chamber of the Legislative have apparently issued a conflicting opinion there is now therefore a genuine or honest conflict of opinion between 2 political branches of government and under our system when this happens between the two political branches only the judicial branch can finally adjudicate the issues. So that should settle the matter.) Now let me discuss how we implement Agrarian Reform. First of all, our Municipal Agrarian Reform Officers - our ARTECHS our Agrarian Reform Technicians must identify the CARPable lands within the community. So they have to go around and find out if there are any farms or other agricultural lands which fall under the coverage of CARP. Now this in itself already falls a certain difficulty. One, the difficulty of mobility. Some of these areas are inaccessible by public transportation and there is simply no money in the Department to equip each municipality at least with one motor vehicle. So the result is that my people either have to lease or rent public jeepneys or even motorcycles or as worse often comes to worse at that level of that Agrarian Reform Work sometimes they often have to walk on foot and it is not uncommon in these areas for my MARO's and other employees at the municipal level to walk 2 hours just to be able to reach a particular landed estate and walk 2 hours coming home. So it is important therefore that we must equip our people in the field and since there is simply no money available in the National Treasury for this purpose we are left to shift for ourselves. I have ordered a study and now I have to promulgate before the end of the year what we call a Special motor vehicle Loan Fund for our employees. We are going to try very hard to twist the arms of Land Bank President Deogracias Vistan and compel Land Bank to source a Financing scheme for my employees so that they can buy motorcycles in the form of deductions from their monthly salary's and pay it in installment to the Land Bank. So that's one problem we have. We have to enable our people to reach the landed estate in the municipality and unfortunately they will have to do so on their own financial resources since government simply cannot afford to give them motorcycles at that level.

Secondly, once the MARO or his equivalent maybe the ARTECH or the Agrarian Reform Technician reaches the place so that he can physically identify it as corpable area he has to gain access or entry to the estate itself. Now this can present a problem if the landowner has taken a staunchly anti-agrarian reform position he will not even allow my people to enter the property. So you know-my people maybe just 2 of them walk two hours just to reach an estate-when they knock on the gate-they are met by maybe half a dozen burly armed bodyguards and they are told that the estate does not exist. So they must go and look for estates elsewhere or they're simply told that access is not possible. And sometimes it is not rare that the millions of landowners are accompanied by people in uniform. So what

should my people do since they are physically outnumbered and have no law enforcement equipment to enable them to prevail over the resistance. The answer should be closer coordination with the Department of National Defense. So that we shall be able to deputize or seek the assistance of military personnel in discharging what after all is their basic legal function is to ensure the implementation of existing laws. For this reason I have been negotiating the terms of a memorandum of agreement with Secretary Ramos of the Defense Department and we should have a formal signing ceremony before the end of this month. Once the municipal officer, (we are trying to trace chronologically the process of agrarian reform in the field), once he has gained entrance to the property and is able to identify it, he goes back to the main office and prepares for the sending of a notice of acquisition to the landowner. But first we will need to have documents prove the identity and the perimeters of the land. Normally we would need the certificate of title and other documents. If the land owner refuses to surrender this certificate of title is no longer available, has been lost in a fire cannot be located and so on. We cannot even start the register of deeds for copies of the title but sometimes the registrar does not have complete records on file either. So we will have to request the Land Registration Authority for assistance and unfortunately we are sometimes given the standard bureaucratic reply that there are not sufficient personnel to attend to our request immediately. So the paper will have to remain pending and we all hope will not die a natural death until the LRA is ready to extend the assistance that he needs. Of course, the easier method is to compel the landowner to surrender the documents for normally he would have it in his possession. The question is what means is most persuasive at this stage on the landowner. *Dahil hindi mo siya makuha sa paki-usap eh. Ano ngayon ang gagawin mo, kung pupuntahin mo yung tao mo sa landowner, meron siyang private army niya, kung minsan hindi pa private army kung hindi Arm. Forces of the Philippines na ang nakapaligid sa kanya. Itong mga tauhan ko wala silang sasakayan, wala silang baril, kung minsan iisa, kung minsan dadalawa lang sila, eh kung nakapaligid sila ng anim, o mas marami pang mga tauhan, ano naman ang gagawin nila? Ano nga ba ang dapat gagawin nila. Sasabihin nila sa landowner I love you 3 x a day. The only method they can avail of is to report the situation, the impasse to the secretary so that I can relay a request for investigation to the defense secretary - because this is apparently his preferred mode of approach. He wishes for us to contact him on a national level, he does not wish for me to make the request a level lower than his office so that is why the procedure has to be on a national basis.*

Ngayon kung ma-identify man yung lupa na yon the next step is to set its just compensation. Set a valuation on the land so we can offer to buy it from the landowner. You are all familiar with section 17 that peculiar piece of intellectual effort that is now enshrined as part of the comprehensive agrarian reform law, yung section 17 na yan is just a hybrid just like the rest of Filipino Civilization, a conglomeration of various efforts not necessarily congruent with each other. So napakahirap i-implement dahil even a professional real estate appraiser will have difficulty implementing Section 17 and remember that in the 1st end stands the person required to implement Section 17 which provides the formula for just compensation with all of the many factors enumerated there, is a

person whose average monthly salary before standardization was about P4,000. And, moreover, a person who does not have any special training, skill, or aptitude in real estate appraisal work. So it is simply nonsensical to expect the MRO to be able to apply Section 17 with finesse and expertise that is necessary because of the complex personality employed in that law. Dahilan sa Garchitorena scandal ang aking mga tauhan ngayon ay takot na. Kaya rather than mapasok pa sila sa gulo they prefer to sit on papers involving land valuation rather than seek to apply a formula which may result in their overpricing or underpricing the land but in any event might ensure the worth of the party prejudiced by his action. Kaya ang ginagawa ko ngayon ay I have instituted dialogues with Land Bank President Deogracias Vistan. And our people are talking but I expect that by next week the meetings shall end and I shall be able to issue a new administrative order setting the new valuation guidelines in a more simplistic fashion at least permeable to the understanding of our municipal officers. In brief, in very simplistic layman's terms the new valuation guidelines will provide for what I call the capitalized rate of income as a formula for just compensation. Capitalized rate of income means that basically DAR should institute an inquiry into the income that the landowner earned for a certain period before the land acquisition process "as initiated. For example, we ask him how much did your land earn for you in 1988? He'll say for example all in all I earned 100,000 for that piece of property that you want to buy. So we will ask the bank officials in the community how much money should a person deposit in your bank so that he will be entitled to P100,000 interest a year? Let us assume hypothetically that the bank officials is you have to place with us a deposit of P500,000. So that we will be able to give you an income of P100,000 per month. That amount P500,000 is just compensation for the land because whether the land owner has physical possession or ownership of the property or whether he holds his cash and other money equivalent provided by the government after land acquisition. Basically, the philosophy is that the landowner should earn at about the same level as he did before agrarian reform. In that way we might be able to overcome landlord resistance. That is what I mean by capitalized rate of income and we are setting it on in a mathematical formula that I will promulgate next week. In any event as you know the strongest landlord resistance stems from the fear not only that government retake his land, not only that government will set a low valuation of his land but even the more paramount fear after all of this is done is that he would not even be paid for his land at all for an extended period of time. Kamukha noong nangyari sa land reform of the prior administration under P.D. 27 - the Agrarian Reform Legislation of the Marcos Administration, hanggang ngayon ang karamihan ng mga PD 27 landlords ay hindi pa nabayaran kaya nagagali ang landlords sa Agrarian Reform. I believe that it is possible to talk in an intelligent way to the landowners and persuade them to reason. We can persuade them that land reform is an idea which time has come and it is futile to draw back the tide of Agrarian Reform. It's not very difficult because our first piece of land reform legislation has been passed since 1933. So in effect Agrarian Reform is almost half a century old in the country. There is no more serious intellectual objection to the concept of Agrarian Reform per se. In other words, our people have acclimatized themselves to the program. Secondly, since we say that agrarian reform is not confiscator and under the capitalized rate of income formula the landowner will possibly receive more or less the same income

from his cash and other bank notes that the government will use to pay for his land. Then effectively there should be no more resistance to the program except only on the point of how early it will take the government to give him at least the cash component of his just compensation. So to solve this problem and to prove that we seek to render justice to the land owner at the same time that we seek to render social justice to the farmer we have agreed with the Land Bank that DAR will not take physical possession and redistribute the land until at least the cash component of the just compensation package has been given to the landowner. In other words bago namin kunin yung lupa na may-ari bibigyan muna namin siya ng tseke. You know under the existing law the compensation is not paid in cash in full. Only a certain percentage maybe 20-35% depending on certain factors. So at least itong cash component ng kanyang compensation package ay malatanggap niya bago kinuha ang lupa sa kanya. So we offer what we feel is a just compensation for the land, we send a notice of acquisition to the owner. You know under the law he has a short period of time to think it over if he accepts, then the process goes forward. If he does not then we institute summary administrative proceedings we'll get the land anyway with or without the consent of the landowner except that if he does not consent we will deposit the amount offered in a bank in his name until the matter is finally adjudicated by a special agrarian court. Kaya kailangan para mamedali ang agrarian reform program that there should be special agrarian courts which shall have jurisdiction to determine with finality just compensation for which the land owner is entitled. Dahil natural ayaw nilang pumayag doon sa aming valuation at gusto nila palagi ay mas matass. Now to be fair to the land owner I should be able to tell them I have to get your land anyway because that is what the law says. And I'll see you in court probably in the next ten years because that how long it will take to litigate the land. Pero para naman meron siyang justice dapat the courts should exist. So one of the first things I did when I became commissioner was to make a formal request with the Supreme Court to constitute the Special Agrarian Courts which are just the existing Regional Trial Courts. In viewed with additional jurisdiction, for just compensation cases and the Supreme Court has already started to organize this SAC's in every province. Now more or less we finished with the process of land acquisition. All that needs to be done is to distribute the land to the owners but even that is highly problematic in the field level dahil bago ipamigay ang lupa kailangan i-subdivide mo to 3 hectare lots, isn't that so? Before you can sub-divide the lot you have to know its actual perimeters. That's why these titles are so important as I have indicated to you. Madaling nawawala ang mga titulu na ito lalo na pagnagrarian reform ang lupa. Kaagad nawawala o nasunog o hindi na makita, hindi lamang doon sa bahay ng may-ari pati na sa opisina ng Register of Deeds hindi na makikita. Ngayon makita man yung documento na yon meron na agad kasing problema because not in frequent cases in other words there have been more cases that you can expect. Ang actual physical boundaries of the lupa does not meet those in the title. So we have to resurvey the whole land. And we do not have that power only LRA and sometimes DNR can do this for us and the best we can do is request them to do it as speedily as possible. If they do not immediately accede to the request there is hardly anything we can do and the paper work stops. Ngayon, assuming that we have already clarified and delineated the boundaries of the property we must sub-divide it into 3 hectare farm lots for the beneficiaries, bago ka

makapag-subdivide ay kailangan i-survey mo para mapa-retitle mo yung 3 hectares na yon. That again is not a function that belong to DAR but to other departments of the government. Ngayon ang problema diyan, the normal bureaucratic part of government resists speed or change isn't that so? So pag sinabi natin sa LRA or sa DNR will you please survey and issue titles to the property because we want to subdivide it now to the farmers who are getting restless. They have to proceed at their own pace. I can hardly dictate the pace of their work to them. So again there is a question of incentive. I have to offer some incentive to these people to move faster than they were doing before. I became Secretary. What is the best incentive in the world? Answer. Money. Eh sinubukan kong gumawa ng akting Financial Incentives sa CID eh ngayon pinapakulong nila ako dahil Technical Malversation daw iyon. O ano ngayon ang gagawin natin? Sa CID kasi I went there on the Philosophy na ang Filipino hindi naman corrupt, napapasama lang ang karamihan down dahil napakababa ng suweldo nila P2,000 isang buwan noong naging Commissioner ako. Kaya kako paghubukas tayo ng express lane para madagdagan ang suweldo ninyo. Ipapangako natin sa dayuhan na ibibigay natin ang documents nila after 6 hours time as proven by their time stamp on the documents. Dahil pag hindi natapos yan sa loob ng anim na oras this will give him the right to complain personally to the Commissioner on the 2nd Floor Office. And in turn the Commissioner will mark down screaming like a banshee to the ground floor. And after identifying the errant employer will offer to kill him with her bare hands. But in exchange kailangan lang naman dahil ang empleyado ko will work overtime to service the Alien Constituent or his representative. You have to pay a small fee an overtime for of 250 pesos per person. Alam ninyo akala ninyo ba nagalit ang dayuhan ng sinabi ko yon? Tawang luwa sila dahil dati ang fixers fee sa CID ang pinakamababa na eh P5000. Kung minsan walang kaproblema ang dayuhan ini-ibentuhan nila. They deliberately invented a problem so they could offer to fix it for a fee. And normally the fixer was my own CID employee. Maybe you do not understand what a fixer is. Your people who live in your ivory towers or operate only in the ambit of civilized society. You have never been surrounded, much less dealt with people who possess the epidemics of pachideas. In other words pagnilalaban mo ang graft and corruption sa government kailangang harapin ang mga taong talagang makakapal ang mukha. Kaya hindi uobra dito ang mga doctorate, ang mga Ateneo Accent, ang mga American Education. Normal cannons of civilized conducts do not operate at this level - let me tell you. It is essential that the Administrator must exhibit and be prepared to continually display intestinal fortitude. In other words kailangan ng empleyado ko sa CID fixers. A fixer is an individual who normally looks like a human being - dati ang hinihingi ng fixer 5,000-10,000 yung akin P250 lang may resibo pa. Poro sa karamihan ng tao na pumupunta sa akin araw-araw on a daily basis we have a constituent of 500-800. So normally about 500-600 people go to CID everyday. Kaya isipin mo lang bumingi ka ng P1,000 bawal tao yon can easily make half a million a day in CID. Sa lansa ko nga a corrupt CID official can make 2-3 million a month. Easy money - just pushing paper around my desk banking on my sex appeal. Kaya lahat ng ginagawa ko nirereport ko sa media para hindi iisipin ng tao na meron akong nililihim o minamaneobra. Pursuant to President Aquino's policy on transparency. And yet when I did that I was called a publicity hound. And now I am charged of allegedly stealing millions of pesos or dozens of government cars or otherwise using or misusing or misappropriating government funds or

property. Ang sabi ko naman sa kanila ay ganito. Kung talagang gusto kong nakawin ang pera na yan hindi ninyo malalaman. Kaya nga nakadocuments ang lahat na iyan ay dahil sa gusto kong ipakita na wala akong ginagawang masama at ang ginagawa ko sa akala ko ay yong ang tama sa batas natin. Kung ginusto ko lang na nakawin lahat ng pera na yan hindi man lang ninyo natutuklasan because remember I am a UP honor graduate. Iyon gumagawa ako ng express lane ko, unang buwan pa lang na Commissioner ako. In our first month of implementation, I assumed office January - February pa lang na-install na yung express lane. You know how much our express lane earned at only P250 overtime fee for every constituent for every client it earned 1.5M pesos a month. Yan ang sinasabi nilang walang pera ang gobyerno. Ang daling kumita ng pera. So yang 1.5M kung minsan 1.2, kung minsan 1.8 every month nanghingi ako ng permiso sa Commission on Audit na ipamahagi ko yan sa lahat ng empleyado ko as a means of Financial Incentive. Para naman sila makamotibo na mag-cooperate with me. Because please understand as an administrator I could not go to a corrupt office stand on my soapbox, deliver her rants as if I invented honesty while my people are standing up on their lips in debt. Kaya kailangan sa ating gobyerno ngayon unang-una i-motivate ang mga empleyado and unfortunately it is a fact a biological and other aspects of human life - the best motive is money. So dinagdagan ko ang kinikita nila. On the average every CID employee until now in the CID earns overtime pay of on the average P5,000 a month. On top of their regular monthly salary, lahat sila. All 500 of them. What is the result, now some of my critics say that is technical malversation. Although this was done on authority of the Commission on Audit. They hailed, they called for the auditors of COA and cross-examined them eh nangamutla mutla itong mga pobrang mga auditor na ito dahil tinatangkaang daw nila na ipapakulong raw nila. Hindi na ako nakatila nagsalita na ako at sabi paunip na ninyo itong mga auditors ng COA pakiusap ko sa inyo wala silang kasalanan dahil I am the principal Architect and designer of that express lane. If you think that is illegal or their is any criminal culpability then I am willing to assume full responsibility. I instituted it in the full belief that it is legal and I feel that if this is litigated even at the highest forms I will be upheld. And yet kung sakali lamang, makulong man ako kamukha ng sinasabi ninyo, na ipapakulong ninyo kung sino man ang nagsimula ng express lane na ito magpapakulong na lang ako. Kaya lang pag lumabas ako sa kulungan handa kayo, hindi sila maluwa doon. Dito naman sa DAR paano ko ma-motivate ang aking employees pati na yung iba sa you can see. The employees of departments whose cooperation is so vital to the implementation of agrarian reform as I have explained. So agrarian reform is a matter of implementation not only of the DAR but also of the Department of Agriculture, Department of Environment and Natural Resources, the Land Registration Authority and other government agencies. How can I motivate them? Unless I am able to offer them a financial incentive system similar to the one I instituted in CID paano ko ma-duplicate ang express lane ko sa CID eh binabantaan ako na ipakulong nila ako. Siguro wala na akong choice diyan magpapakulong na lang ako. Pag labas ko ay mag-express lane na naman ako sa DAR. In any event that will present you with a problem - there is a need to motivate my employees. We have not reached the chronological stage of land distribution. Since we are following the chronological stages of land transfer problem. Paano ninyo mapare-survey and retitle itong mga 3 hectare farm lots. Kamukha niyan walang equipment daw ang DNR at LRA, they have surveying equipment issued to them by the

government. Kung minsan if they are on the field bigla na lang may darating na mga NPA tapos kinukuha itong mga Surveying Equipment because as you know I don't need to tell you CPP-NPA has their own land reform program kaya nag-survey din sila. Wala silang equipment kaya yung aming equipment ang kinukuha nila. Pati mga jeep namin ay nakuna na rin nila. Kaya its extremely difficult. Kung minsan naman sabi ko sa mga tauhan ko sigurado ba ninyong NPA ang kumuha niyan? Dahil bawat isa-transit ang lawag doon - costs P70,000. Kako haka yung NPA niyo is dealing with the second hand transit market. So even that is a question of Law Enforcement. I have to make sure that my people are performing their duties actively and are accurately doing their field reports. So these are the difficulties we encounter in the field during the Land Transfer Process. Apart from these let me bring to your attention this topic which I think is potentially the most lucrative source of graft in agrarian reform today. This is the highly controversial agrarian reform today. This is the highly controversial and mostly ignored topic of conversion.

Ang may-ari ng lupa pagna-agrarian reform ang lupa niya talagang palugi siya kasi kinukuha niya talaga ibenta sa gobyerno yon, pinipilit siya. Kung minsan pa yung presyo na inilagay sa lupa niya mababa ang tingin niya kaya doble ang agrabiyado niya. And as I have explained to you payment is sometimes delayed so there are layers and layers of frustration that builds up on the landowner during the land transfer process. On the other hand, the land owner who is able to secure a conversion permit from the Department of Agrarian Reform not only gets to keep his land. In fact, he is able to receive a sudden windfall in financial profits from the conversion process. Dahil bira mo bukid lang yan dati tapos biglang naging residential subdivision. O kaya ibebenta niya sa mga hapon o sa mga intsik through their dummies tapos biglang maging industrial estate. So the value of the land suffers a Quantum Leap because of the conversion that why when I was appointed agrarian reform Secretary one of my public announcements was to draw attention to the fact that in certain provinces outlying Metro Manila there are syndicates including some DAR personnel engaged in facilitating conversions of Agricultural Lands into non-agricultural uses for a bribe ranging from P5.00 to P50.00 per square meter. Hindi per hectare per square meter and remember there are 10,000 square meters in one hectare. Kaya these are multi-million peso syndicates. For that reason when I assumed office I suspended all conversion transactions. So far I have signed only one conversion that was to convert land into a local version of Disneyland in Pampanga called Paskuhan Village. Not only because of Pres. Aquino's explicit instructions to me. All others have been suspended pending the issuance of Administrative guidelines. For we seek to categorize these conversion cases such that each class or category of conversion will be governed by guidelines universally applicable to that particular universe or constellation of conversion. I hope you understand how strong the pressures are for conversion. For example, the Housing and Land Use Regulatory Board (HLURB) feels that there is not enough land in the Philippines to house all the homeless. So they exert peculiarly strong pressures on the DAR to convert agricultural land to residential areas for low cost housing. And sometimes the housing is not even low cost. It's sometimes aimed at a more elite market. The verification process by itself is tedious and complex. Ang tingin ng HLURB yung buong Filipinas dapat gawing residential subdivision because it will solve the problem of HLURB

nga naman. Ito namang local government officials gustong-gusto nilang magbigay ng employment doon sa kanilang mga botante in their provinces and in their municipalities. The best way to elicit votes and other political support is to provide employment. Bigyan mo lang ng hanapbuhay o trabaho isang kasapi ng bawat pamilya ng barangay mo sigurado ka ng barangay captain, di ba? So the trust of local officials is to convert agricultural lands into industrial estates because that way they can generate employment. But industrial estates normally run to hundreds of hectares. Pagkatapos meron ding mga private entrepreneur who are already furious with the DAR for suspending conversion because according to them for everyday that we are not doing conversion they are losing hundreds of thousands of pesos in potential income dahil daw yung kanilang mga joint venture investors like the Taiwanese, Hongkong, or Japanese businessman are getting restless might conceivably withdraw their offered investments if we are not able to convert the land immediately. Kung sumahin natin ang lahat ng ito, all the residential, all the commercial, all the industrial uses of land in the country ano pa ang matitira sa agrarian reform? So I told them we have to approach this on a logical, national basis. I cannot be expected to sign conversion papers on an ad hoc basis because that will open me to charges of arbitrariness or worse, charges of partiality. Why am I playing favorites. In fact, I understand one opposition Senator intends to deliver a privilege speech charging me with alleged grafts and corruption because of conversion. I do not know where he will obtain his facts or whether he still has to manufacture them on the thin air which he normally operates. Dahil siula noong maging Secretary ako noong July wala akong napirmahan except lang yung paskuhan village. At iyan dahil sa inutusan ako ng President because she believes that it is for a valid civic purpose since all that income from that village will go to government. So we need some help here on the conversion process. Even the legal basis as you know is tenuous because there is no specific position in the existing CAR which gives authority for conversion. The legal basis is found on Section 61 and that only almost anecdotally by a peculiar terminology employed in that provision. Of course under Executive Order No. 129-A which was issued by Pres. Aquino when she still passes legislative powers, a provision grants to the agrarian reform Secretary the exclusive authority to approve conversions thus implying that conversion is legally tenable under the existing system. All the same I prefer that conversion be governed by legislative rather than my mere administrative issuances the because it has such far reaching implications for the program in particular and for the nation in general. It is so difficult to achieve a balancing act between the food requirements of our country which necessitates the segregation and protection of agrarian reform areas and the revolution of using demands by technology. The demands for residential, commercial and industrial estates, so I prefer for Congress to enact the law and I understand that right now there are bills pending in both the Senate and the House for these purpose. I will have to request also CPAR for its inputs. Always so distinguished, so scholarly and so controversial, on these particular topic because not very many sectors of our society have unburdened themselves on just exactly how much land they do want to keep for agrarian reform and how much land do we want to convert for other purposes. And if so what are the proper guidelines that should be universally applicable to every category of cases that calls for conversion.

Finally, let me end on an upbeat note, I hope. One of the first things I did when I became Secretary was to establish the office of support services. I do not have to tell you that PARCODE provides that highest priority be given to support services. We organized the office with the appointment of an undersecretary and we have already programmed our budget expenditures for support services for the year 1992. In region 3 where I came from this morning we have programmed P51M for support services. So the thrust of my administration will be to accelerate the tempo of agrarian reform program. So that we will be able to convince the farmer beneficiaries as an earnest of the good faith of this administration in the program that we will be able to meet the targets set in the law. Under the existing law the time frame is 10 years until 1997 during which DAR is mandated to acquire and distribute about 4M hectares of agricultural land. Four million hectares divided by 10 years produces a theoretical target of 400,000 hectares of land that we are to distribute every year if we are to meet the target set by law itself. The agrarian reform program of the Aquino administration has been operational for 2 1/2 years. In these 2 1/2 years DAR has acquired and distributed only a little over 300,000 hectares.

You realize therefore that we are moving very late and that we have no hope of reaching the target if we continue at this phase. I must emphasize that this delay was incurred to no fault of my predecessors because they had to reorganize the Department nationwide which now at present has about 12,000 employees which will turn in about 15,000 employees before year's end. Furthermore, they have to cope with the new law which was promulgated 1988. So for this reason although the theoretical target is 400,000 hectares a year what we have achieved is over 300,000 hectares for the last 2 1/2 years. That's why when I assumed office in July, I announced that by December before Christmas in the space of 6 months I hope to acquire and distribute 200,000 hectares. Three weeks ago, I had a national conference with all the 13 regional directors of DAR throughout the country. We had a tally board and we tried to add up the figures for each regional director to determine how many land transfer cases are now in the pipeline and to evaluate whether it was possible for us to meet the target before Christmas. The happy news is that according to my regional directors I will be able to meet not 200 in fact 300,000 hectares by December 20 of this year. Thus in 6 months we hope to be able to match performance of the last 2 1/2 years. This morning in San Fernando, Pampanga a media member asked me what tangible assurance I can give him that I can meet my target? There is no such tangible assurance available to me so I offered that on December 20 if I do not meet this target I will stand at the Luneta and offered to be shot. So finally, what I have to say is this agrarian reform is an infinitely complicated national program. It is not parochial, it is national in the sense that that it needs the active collaboration of many other department since as the law accurately describes DAR we are only the lead implementing agency but many other agencies are actively involved in this effort. If the agrarian reform program is to be implemented on a meaningful scale in the near future, it is important from my vantage point as an administrator that society must address the following concerns:

1. the need to estimate DAR employees and the employees of other departments employees involved in this national effort.
2. the need to motivate the landowner to cooperate with the program, possibly through a machinery that enables him to receive money speedily as

part of his compensation package and other support services that he will need in order to invest the money in industrialization; and

3. the need to motivate the farmer to avail of the support services which at present he is ignorant of and in fact weary of. There is an inbuilt apprehension that support services might be one more pipe dream or too complicated for him to avail of.

So these are the concerns that must be addressed in the near future. The topic of this forum Prospects of PARCODE - you want to know what are the prospects of PARCODE that is best answered by a member of Congress but lets put it realistically the prospects of PARCODE at this time, zilch, zero. IT is very difficult to make it acceptable to the politicians in Congress. A politician is basically a product of an environment that places a premium of compromise so the authors and supporters of PARCODE must be prepared to compromise if you are to stand any realistic stand to make it enacted by our legislative branch. I have said previously that an intellectual comparison of the present CAR and the proposed PARCODE will immediately produce the intellectual conclusion, that one is an infinitely superior piece of legislation against the other simply because it has never been tested by the political tension of a normal political structure like ours. So I'm afraid that like all intellectual creates PARCODE will be doomed to die a premature death unless its authors will be ready to subject it to the stresses and tensions of the political environment in which we operate on a realistic level. We simply cannot avoid the givens of history, the land owning class control Congress. With this reason it would be an act of social harakiri for them to pass PARCODE. So maybe PARCODE should be used as a theorem, as proof that human beings even Filipinos are capable of producing a system that distills the best of available Filipino wisdom with an eye toward the future, a forward looking piece of legislation, that does not need to be justified because its sheer existence justifies its moral strength. Maybe you use it on that basis but it will never be translated into actual field practice. The other alternative is for you to educate yourselves as I. I said on the inevitable process of political compromise and undergo the pain and the anguish that I had to undergo when I was first presented for confirmation. Bino mo nga naman buong buhay mo, you were operating within the operative confines of academe at bigla ka na lang pinalabas down sa Commission of Appointments at the CID employees whom I disciplined for graft and corruption paraded themselves one after the other telling lie after lie under oath. Each one of them, except for one of the oppositor, each of the oppositors who appeared on my confirmation hearing is a CID employee whom I disciplined on record for graft and corruption. And then they used the confirmation hearings as a platform to attack against me. So now you see before you the remnants of what used to be a UF Professor. I should now be accurately characterized as part of the walking wounded. Malubha na ang tama pero lumalakad pa naman. So maybe you can gain a lessons with your PARCODE from my experience. You simply have to adjust to the demands and imperatives of the demands of our society because it is locked in, it is built into our legal system. With these thoughts therefore let me congratulate you first of all on the PARCODE and tell you that within the limits and power of my authority as agrarian reform Secretary I will always be prepared to extend PARCODE for it to reach a meaningful existence in present day society.

Thank you very much.

## ANNEX V

### Toward a New Development Synergy\*

Ponciano L. Bennagen

#### Introduction

The working together of government, non-government organizations, people's organizations and social scientists is not a new concept.

Social scientists want to transform society, and here in PSSC we see this clearly in the activities of the Social Issues Committee (SICOM).

The first SICOM project in 1984-85 was intended to influence policy-makers through a "Forum Series on Society and Government." We invited members of Parliament or the Batasang Pambansa to these fora. We produced many papers and statements of concern. It was a risky task at that time, and there were objections from members of PSSC itself. But we were able to reach some members of the Batasang Pambansa, although attendance dwindled from a high 10 at the start of the forum series to a low one during the last forum. There we were, thinking that we had so much to share, but what we were sharing were not reflected in the policies of government. We were not being listened to; we had no clout.

So it was decided that what we needed to do was to join the people directly and to work with communities, not to go through policy makers anymore. Thus was born the Resources for People Program.

Will this situation be different from the earlier one? Will this partnership be more responsive to development efforts in the country?

What I would like to do is to lay out a framework for partnership in the Philippine situation. "Toward a New Development Synergy" is the title of my paper.

"Synergy" comes from "synergous" which is a Greek word meaning "working together." What comes out is a partnership or a way of working together. This is illustrated in Scheme 1.

Government (GO)

Man

#### Scheme 1

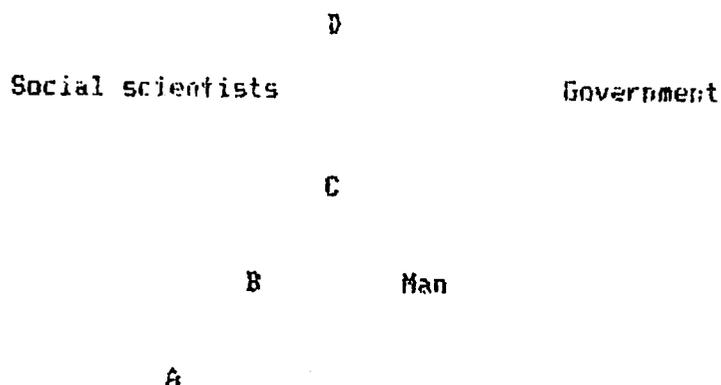
Working Partnership: Government and Man (People)

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\*Notes taken of oral presentation during the PSSC-RPP General Assembly on October 28, 1986.

Government is the agent of concentration of power, but man is the source of this power, or legitimacy. All authority residing in government comes from the people. In return, government is expected to fulfill obligations to the people. (There are two kinds of obligations: positive obligations which, in the Constitution, are those which the state should perform, such as providing social services and peace and order; and negative obligations which, in the Bill of Rights, state what the state should not do, such as depriving one of his civil liberties.) Government is able to perform these obligations through the taxes that people pay. Thus, there is a partnership in which one supports the other and expects obligations to be fulfilled of each other. But historically speaking, government has failed to deliver these obligations in so many ways. Thus, different institutions emerged, such as corporations, church organizations, educational institutions, professional and civic organizations to help the state deliver these services.

Generally, we can say that NGOs (of social scientists) were part of government because educational institutions where these social scientists came from were part of government. So we will separate the social scientists in the next scheme:



Scheme 2

Working Partnership: Government, Man and Social Scientists

- A. Social scientists gathered information from the people through their research activities.
- B. What man, or the people, got from social scientists is not very clear -- perhaps mainly bother when social scientists asked about their lives.
- C. Social scientists fed their research findings to government, but notice that in general, government did not use this information to help man or the people. This was especially true during Martial Law.



respected if they are to work together. For instance, we cannot expect social scientists to go to the extent of becoming people's organizations.

Social scientists have as their specific expertise research and training. They are very individualistic, which is why it is difficult to forge a strong social science community that is well-knit or will speak in one voice during crises.

NGOs are very creative and are most effective in responding to crisis situations. They can also develop their sense of independence because if they will fail to do this, they will be easily absorbed in any intervention. The NGOs that emerged during martial law are "time-tested and true."

NGOs are expanding their own ranks. They continue to analyze not only their local situation but also the national situation. They are also consolidating their ranks so that they can press for their own sectoral interests. What seems to me is a unique contribution of Philippine organizing experience is the emergence of sectoral organizations. They act as advocate groups and as catalysts in development needs. Historically, they are spontaneous in organizing communities without much intervention. They have the vision of themselves on where they are going. They agree on their needs and the role they can play in development.

Government is the "servant of the people," whether legislative, executive or judiciary. But the irony is that in practice they are the "masters" and people become their servants. We lionize or idolize them, as when we stand up for a congressman who enters the room.

This, then, is the framework of partnership against which we can work together on the activities outlined in the PSSC-RPP Forum Series on Development as funded by NEDA for one year.

## ANNEX W

## SUMMARY OF RECOMMENDATIONS

*A. Roundtable Discussions*

Theme/Venue and Date	Problems/Issues Raised	Recommendations
1. "Current Efforts for NGO-GO Support" Venue: NCR 24 January 1989	: Government has limited man- : power and resources - needs : help of NGOs	: Guidelines for NGO-GO collabo- : ration: : 1. open relationship : 2. partnership based on : respect : 3. clear parameters, and : roles : 4. specific rules and : procedures
2. "The Rights of NGOs to Self Organi- zation" Venue: NCR 29 April 1989	: Areas and issues affecting NGO : -military relationship are not : clarified - e.g., "subversive" : activities, areas in communi- : ties where NGOs can go in and : out freely	: 1. Define guidelines for NGO- : military relations : 2. regional discussions, : local dialogues : 3. accreditation of NGOs and : listing : 4. tap other NGOs not pre- : sently working with : government
3. "GO-NGO Collabora- tion" Venue: Davao City 23 May 1989	: 1. poverty and low productivity : in rural areas : 2. need for value transfor- : mation : 3. government role and NGO role : in development not clari- : fied : 4. too centralized structures : in government	: 1a. adequate dissemination of : technical know-how : b. promote research consor- : tia in region : 2. promote Christian values : 3a. Government should provide : guidelines and policies : for development : b. NGOs participate in policy : and planning : c. Government provide support : services : d. NGOs take initiatives : 4. decentralization

Theme/Activity :	Problems/Issues Raised :	Recommendations :
4. "NGOs-GOs Collaboration" Venue: Bacolod City 27 June 1997	1. need for a clear develop- ment framework and better development strategies to include people's initia- tives and GO-NGO colla- boration 2. mistrust and suspicion between NGOs and GOs 3. moral responsibility lacking in government 4. military perception of development work as "leftist"	1. Development policies for Negros should have: a. effective delivery system b. specific developmental goals c. micro-enterprises to industrialization d. wholistic integrated approach 2. delineate roles - GOs provide support roles, NGOs take the lead role. 3. training for better manage- ment in government 4. implement zone of non- violence or "peace zones"
5. "Institu- tionalizing Social Science and NGO Parti- cipation in Government" Venue: Zamboanga City 29 July 1989	1. failure of socioeconomic projects 2. no accreditation and listing of NGOs in the region 3. inadequate representation of NGOs in the Regional Development Councils (RDC) 4. guidelines for NGO-GO collaboration	1. Master Plan for regional development 2. Make RDC function as network 3. have a manager head RDC 4. Encourage NGO participa- tion in RDC (1/4 of membership); reimburse transportation, invite leftist groups if they forsake violence.
6. "Institu- tionalizing Social Science and NGO Parti- cipation in Government" Venue: Ilegaspi City 30 October 1989	1. how to operationalize NGO- GO partnership 2. need for NGOs to strengthen themselves	1a. expand NGO membership in RDC. b. reactivate Bicol Research Consortium to form central coordinating body for continued discussions between NGOs and GOs. c. recognize independence of NGOs 2. NGOs learn to monitor and evaluate their projects; maintain their integrity

## R. Public Forums

Theme/Activity :	Problems/Issues Raised :	Recommendations :
1. "People's Initiatives in Co-operative Work" Activity: Public Forum	1. failure of government-initiated coops 2. some people/groups who promote coops among grassroots are suspected by military of being communists	1a. role of government is to clarify policies and provide supportive role, while NGOs initiate b. study relationship of Kalakalan 20 to coops c. training and transfer of technology should be continuous process 2. get guidelines for military NGO relationship
2. "Credit and Marketing for Small Farmers" Activity: Public Forum	1. non-traditional banking and credit facilities needed for rural development 2. technical problems in implementation of government's credit program 3. how to maximize government help to credit coops	1a. Legislate more laws favorable to coops b. non-traditional banking and credit facilities reach more farmers 1. information campaign about program 2. simpler loaning procedures 3. easier terms; implement Coop. Guarantee Fund to take care of defaults in payment 2. regular dialogue between NGOs and GOs for feedback 3. credit coops to police their own ranks so they can link up effectively with government
3. "The Continuing Debate on Population Policies: The Perspective of NGOs, Government and Social Scientists"	1. what should population policy be for country?	1. Population policy should: a. safeguard family welfare especially mother and child b. provide safe, morally acceptable effective and affordable methods to regulate fertility c. value-oriented FP program

Theme/Activity :	Problems/Issues Raised :	Recommendations
Activity: Public Forum	2. gaps or shortcomings in government delivery services for FP	d. use foreign and local aid to develop a family welfare program, not to implement population control 2. encourage other groups and individuals to help 3. discussion of population concerns at grassroots level
4. "The Initiative of Indigenous Communities on Ancestral Domain and Right to Self-Determination"	perceived lack of concern on part of government for indigenous people and their right to ancestral domain	1. Incorporate Constitutional provision concerning ancestral land and self-determination. 2. Establish common definition of objectives and goals between government and indigenous groups. 3. Educate government officials at all levels on concept of ancestral property and regalian doctrine. 4. All sectors of society support the determination of indigenous people to achieve development they want. 5. Indigenous tribes and all sectors of society to act as shield against injustices of those in power. 6. Participate in global activities to gain support for demands.
Activity: Public Forum		

Theme/Activity :	Problems/Issues Raised :	Recommendations
5. "Urban Land Reform and Economic Rights"	1. housing projects benefit the rich and middle class	1a. Support the Lina Urban Land Reform bill (SB 234)
Activity: Public Forum	2. inflated land values caused by foreign investors and developers	b. prioritize government housing projects for the poor
	3. contradicting policies of government agencies	2. review investment program, encourage programs that help the poor (e.g., factories)
	4. many good policies are not implemented	3a. create one agency to deal with urban poor
		b. dialogue among agencies
		4. work on <u>implementing policies</u>
6. "The Prospects of the People's Agrarian Reform Code in the Context of the Present Agrarian Reform Program"	1. how to implement the PARCODE (which is a better law) when there is the CARL	1a. include parts of PARCODE in amendments to the CARL
Activity: Public Forum	2. how to bring urgent problems to the DAR's attention	b. Draft Administrative Orders for Sec. Santiago to sign, per her invitation to audience.
		2. Honor invitation of Sec. Santiago for a weekly meeting of NGOs at the DAR with her and her Executive Committee.
7. "The Marginalization of the Fisherfolk"	1. dwindling catch of coastal fishermen.	1a. conservation measures
Activity: Public Forum	2. encroachment by big fishermen.	b. limit population growth
	3. lack of other employment opportunities.	2. re-examination of laws which favor big business
		3a. alternative livelihood program
		b. form cooperative
		c. comprehensive program for fisheries

Additional Recommendations inputted during the last General Assembly.