

PROJECT APPRAISAL REPORT (PAR)

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4930231-1
PD-AAH-91-C1

1. PROJECT NO. 492-11-710-231	2. PAR FOR PERIOD: 5-31-70 TO 12-31-71	3. COUNTRY Philipp	NO.
8. PROJECT TITLE			

INTERNAL SECURITY

6. PROJECT DURATION: Began FY 69 Ends FY 73	7. DATE LATEST PROP 1-23-70	8. DATE LATEST PIP 8-14-70	9. DATE PRIOR PAR 5-31-70
10. U.S. FUNDING	a. Cumulative Obligation Thru Prior FY: \$ 2,257,506	b. Current FY Estimated Budget: \$ 800,000	c. Estimated Budget to completion After Current FY: \$ 530,000

11. KEY ACTION AGENTS (Contractor, Participating Agency or Voluntary Agency)

a. NAME	b. CONTRACT, PASA OR VOL. AG. NO.
Police Commission	250
Local Governments	

I. NEW ACTIONS PROPOSED AND REQUESTED AS A RESULT OF THIS EVALUATION

A. ACTION (X)			B. LIST OF ACTIONS	C. PROPOSED ACTION COMPLETION DATE
USAID	AID 'W	MOST		
			<u>Training</u>	
X		X	Increase efforts to attain full enrollment of 100 students in each Basic Police Science training class to maximize number of trainees.	End FY 73
X		X	Reactivate specialized training courses in several activity areas as based on present operational needs.	End FY 72
X		X	Develop system for wider participation of relevant personnel in selection of candidates for participant training.	End of 3rd Qtr. FY 72
			<u>Police Improvement</u>	
X		X	Redirect project resources at end of FY 72 as follows:	
			- Terminate programs with Bacolod and Cagayan de Oro Cities as completed.	FY 72
			- Continue programs with Baguio, Legazpi, Tacloban and Cebu Cities conclusion of FY 73.	FY 73
			- Continue programs with Zamboanga and Davao Cities to conclusion at end of FY 73.	FY 73
			- Begin program with a department (to be selected) in Manila Metro area at beginning of FY 73.	FY 73

D. REPLANNING REQUIRES

REVISED OR NEW: PROP PIP PRO AG PROJ T PROJ C PROJ P

E. DATE OF MISSION REVIEW: March 9, 1972

PROJECT MANAGER: TYPED NAME, SIGNED INITIALS AND DATE: Stanley W. Guth

MISSION DIRECTOR: TYPED NAME, SIGNED INITIALS AND DATE: Thomas C. Niblock

Controller

Deputy Program Officer/Evaluation

SECURITY CLASSIFICATION
UNCLASSIFIEDPROJECT NUMBER
492-11-710-231

PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

Page 1 (1) - Continuation

1. New Actions Proposed and Requested as a Result of This Evaluation

A. ACTION (X)		B. LIST OF ACTIONS	PROPOSED ACTION COMPLETION DATE
USAID	AID/W HOST		
		<u>Communications</u>	
X	X	Program objectives have been consolidated into four projects. See Key Output Indicators and Targets - Communications	End of Second Qtr. FY 72
		<u>Records</u>	
X		As a result of the evaluation, three targets are eliminated. They are items 4, 5, and 6 of the PIP dated August 29, 1969. While progress was not as expected, the system developed did permit an expansion of the total workload by 137% without additional personnel, 1971 over 1966.	
		The following outputs are added:	
X	X	- Develop within the Police Commission a management approach that utilizes contemporary techniques, i.e., management by objective or GPOI (Goals, Purposes, Objectives, Indicators)	End of FY 72
X	X	- Create a research capability through the establishment of a Research Division which will examine and evaluate the work accomplished by the Police Commission.	End of FY 73

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II. PERFORMANCE OF KEY INPUTS AND ACTION AGENTS

A. INPUT OR ACTION AGENT CONTRACTOR, PARTICIPATING AGENCY OR VOLUNTARY AGENCY	B. PERFORMANCE AGAINST PLAN							C. IMPORTANCE FOR ACHIEVING PROJECT PURPOSE (X)				
	UNSATISFACTORY		SATISFACTORY			OUT-STANDING		LOW	MEDIUM			HIGH
	1	2	3	4	5	6	7	1	2	3	4	5
1.												
2.												
3.												

Comment on key factors determining rating

4. PARTICIPANT TRAINING	1	2	3	4	5	6	7	1	2	3	4	5
			X									X

Comment on key factors determining rating

In 1970, the President deferred all stateside training for Filipino police officers. Early in 1970, a series of student demonstrations occurred which disrupted normal government and business operations.

(See attached sheet for continuation)

5. COMMODITIES	1	2	3	4	5	6	7	1	2	3	4	5
					X							X

Comment on key factors determining rating

The commodity support program was on schedule. Public Safety/Washington responded to special requests for communications and crowd control equipment. They were able to save us money by making purchases through the utilization of open-end contracts.

(See attached sheet for continuation)

6. COOPERATING COUNTRY	a. PERSONNEL	Police Commission	1	2	3	4	5	6	7	1	2	3	4	5
		Local Governments					X							
	b. OTHER	Police Commission				X								
		Local Governments				X								

Comment on key factors determining rating

The Police Commission continued to be the action agent for the host government. The Police Commission has assigned highly skilled and dedicated personnel to administer USAID/Police Commission project activities and close liaison is maintained between counterparts. The filling of the vacant commissioner position would help the Commission in its overall task.

The Police Commission continues to assign a high priority to the communications, police improvement, training and records programs.

The local government agencies at the city and province levels made sizeable contributions to the police improvement and communication projects.

(See attached sheet for continuation)

7. OTHER DONORS	1	2	3	4	5	6	7	1	2	3	4	5

(See Next Page for Comments on Other Donors)

PAR CONTINUATION SHEET

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Page 2 PAR - 11. 4. Participant Training

The situation was viewed as critical by the President and resulted in the cancellation of scheduled training. This delayed some aspects of the staff development program as available trained cadremen were not initially available. When training was restored, priority was given to training personnel to serve as instructors at the regional academies and to Police Commission staff officers. Most key assistant commissioners have received stateside training. Though we have not reached our original goal of US trained staff officers for each academy, the Police Commission's chief training officer at six regional academies is a graduate of the International Police Academy in Washington.

Improvements can be made in the selection process of participants. There should be increased participation of USAID and Police Commission personnel in this process. Participants must also be made available much earlier in the processing cycle.

5. Commodities

In-country processing was good with no major custom clearance delays. The Police Commission also met most of the varied requirements of the communications program. The Commission did experience some difficulty with stock control records, however, this deficiency is being corrected.

6. Cooperating Country

The Police Commission's budget was increased enabling them to greatly expand their staff which resulted in better and expanded services. The increased capability facilitated project development.

The Police Commission increased their technical staff and improved their logistical and transportation capabilities. The training center staffs were increased over past years. The communication staff assumed greater responsibilities.

With the passage of the Peace and Order Bill in 1970, additional funds were provided, specifically for the civilian law enforcement agencies of the country. In 1971, the Police Commission began to pay policeman of qualified departments the long-sought-after salary subsidy. This was the beginning of national government support to local police agencies.

On the negative side, though not directly affecting our project activities, the President failed to fill the third position of Police Commissioner. It has curbed the Police Commission's efforts in handling the administration of the nation's local police forces.

The performance of US and Police Commission staff was excellent during this period. Close liaison was maintained between personnel assigned to the four-sub-project activities.

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Page 3 of Page 2 PAR - II. 6. Cooperating Country

Good support was obtained from most local government officials. In the case of the Davao Police Improvement Project, the Police Commission, USAID and the Mayor of Davao failed to reach an agreement; however, the newly elected Mayor (whose campaign platform was improved peace and order) is eager to develop a project. It will be implemented this fiscal year. Also, in a few provinces, government officials have failed to meet the schedule for the establishment of communication systems. In those cases, the system was rescheduled or cancelled.

The Police Commission made excellent progress on the police academy construction program. Nine of the ten planned training centers are operational. Construction on an accelerated basis has begun on the tenth. Specialized courses have been implemented at a rate faster than planned. Nearly 15,000 officers have been trained in all courses since the program began.

In the field of fingerprint records, increased reporting was obtained; however, the National Bureau of Investigation gave greater priority to the processing of civilian prints. In view of the Bureau's inability to meet this requirement, tasks 4, 5 and 6 of the PIP of 8-29-69 are discontinued. The record requirements are being met in the model departments.

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AID 1020-5(10-70) PAGE 3 PAR	PROJECT NO. 492-11-710-231	PAR FOR PERIOD: 5/31/70 to 12/31/71	COUNTRY Philippines	PAR SERIAL NO. 72-7
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II. 7. Continued: Comment on key factors determining rating of Other Donors

III. KEY OUTPUT INDICATORS AND TARGETS

A. QUANTITATIVE INDICATORS FOR MAJOR OUTPUTS		TARGETS (Percentage/Rate/Amount)					
		CUMULATIVE PRIOR FY	CURRENT FY		FY 73	FY ____	END OF PROJECT
			TO DATE	TO END			
Training							
1. Activation of Regional Police Training Centers.	PLANNED	7	3	0			10
	ACTUAL PERFORMANCE	8	0				
	REPLANNED			2			10
2. Implementation of Basic Police Science Training for all local police requiring it.	PLANNED	5,000	1,500	1,500	3,000		11,000
	ACTUAL PERFORMANCE	5,146	1,573				
	REPLANNED			1,500	3,000		11,219
3. Administering of Specialized Courses of Training as dictated by force needs.	PLANNED	6,336	1,133	1,133	2,268		10,870
	ACTUAL PERFORMANCE	8,192	-				
	REPLANNED			600	2,078		10,870
4. Provision of participant training in the U.S. for selected members of the force.	PLANNED	5	4	6	5	-	72
	ACTUAL PERFORMANCE	41	4				
	REPLANNED						
B. QUALITATIVE INDICATORS FOR MAJOR OUTPUTS		COMMENT: The performance lag in Basic Police Science Training is due to a combination of two factors: 1) Goals set at beginning of project (FY 69) were overly ambitious, to meet goals all academies would have had to be completed and operating at maximum capacity from beginning of project; 2) operational requirements of					
1. Timeliness and adherence to planned progression of training.		police required an acceleration of specialized training in a number of activity areas, thus training facilities for a time were used for this, at the expense of basic training.					
2. Effectiveness of training as reflected in increased competence and quality of performance of individual policemen.		COMMENT: While full research on a formal basis has not been conducted, spot checks of graduates of courses of all centers reveal that supervisors judge the performance of individuals to have been improved by training; positions of higher responsibility have usually been given. (See attached sheet for continuation)					

PAR CONTINUATION SHEET

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**B. QUALITATIVE INDICATORS
FOR MAJOR OUTPUTS**

COMMENT:

men after training; rate of commendations is higher for trained men/for untrained. ^{than} Methods for more precise collection of data will be developed and statistics collected, analyzed and reported.

3. Adherence to selection criteria, input targets, and post return utilization requirements for U.S. training participants.

Selection of candidates remains vested in the Chief of Training Department of PolCom without effective participation by Regional Chief Training Officers or Regional Public Safety Advisors. The Chief Training Officers of 6 of 9 academies are graduates of the IPA, while other graduates are intensively used as guest instructors on a regularized basis at the training centers. Performance lag is attributable to GOP moratorium in FY 70 and part of FY 71 on officials leaving country during a period of civil disorder.

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AID 1020-25(10-70) PAGE 3 PAR	PROJECT NO. 492-11-710-231	PAR FOR PERIOD: 5-31-70 to 12-31-71	COUNTRY Philippines	PAR SERIAL NO. 72-7
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II. 7. Continued: Comment on key factors determining rating of Other Donors

III. KEY OUTPUT INDICATORS AND TARGETS

A. QUANTITATIVE INDICATORS FOR MAJOR OUTPUTS		TARGETS (Percentage Rate /Amount)						
		Records	CUMULATIVE PRIOR FY	CURRENT FY		FY 73	FY	END OF PROJECT
				TO DATE	TO END	___	___	
1. Computer based crime statistics program.	PLANNED	50	10	10	15		85%	
	ACTUAL PERFORMANCE	40	10					
	REPLANNED			10	10		70%	
2. Administrative information system which will provide data on individual policemen and each police department for advanced planning purposes.	PLANNED	60	10	10	20		100%	
	ACTUAL PERFORMANCE	60	10					
	REPLANNED							
3. Develop a police selection program, testing each police rank yearly.	PLANNED	65	10	10	15		100%	
	ACTUAL PERFORMANCE	65	10					
	REPLANNED							
4. Police Commission management will utilize contemporary management techniques.	PLANNED	40	10	20	30		100%	
	ACTUAL PERFORMANCE	40	10					
	REPLANNED							
B. QUALITATIVE INDICATORS FOR MAJOR OUTPUTS		COMMENT: There will be annual Crimes Statistics report as well as monthly salary subsidy checks to 36,000 police officers. The Police Commission will have through the NCC, profiles for individual police officers and police department for long range planning purposes.						
1. Management reports on Crime Statistics, Salary Subsidy, Department and Individual Profiles.								
2. Police Service Eligibles.		COMMENT: Tests will be given annually for each police rank.						
Police Training Evaluation.		COMMENT: There will be recurring reports on this subject as required.						

II. Continued: Comment on key factors determining rating of Other Donors

III. KEY OUTPUT INDICATORS AND TARGETS

A. QUANTITATIVE INDICATORS FOR MAJOR OUTPUTS		TARGETS (Percentage/Rate/Amount)					END OF PROJECT
		CUMU- LATIVE PRIOR FY	CURRENT FY		FY <u>73</u>	FY _____	
			TO DATE	TO END			
5. Create a research capability through the establishment of Research Division to evaluate PolCom accomplishments.	PLANNED	0	0	35	50		85%
	ACTUAL PERFORMANCE	5	5				
	REPLANNED						
6. Provide technical assistance in developing a modern information system.	PLANNED	50	10	10	30		100%
	ACTUAL PERFORMANCE	50	10				
	REPLANNED						
7. Identification and programming of appropriate commodities as necessary to accomplish the program.	PLANNED	60	10	15	15		100%
	ACTUAL PERFORMANCE	60	10				
	REPLANNED						
	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED						
B. QUALITATIVE INDICATORS FOR MAJOR OUTPUTS	COMMENT						
4. Police Equipment Inventory Program.	There will be an annual review of police equipment provided through USAID.						
5. Personnel and Pensioner Payroll system.	COMMENT: Recurring monthly.						
6. Microfilming of Personnel and Administrative cases.	COMMENT: 36,000 personnel files and an estimated 2,070 cases will be microfilmed.						

IV. PROJECT PURPOSE

A. 1. Statement of purpose as currently envisaged. 2. Same as in PROP? YES NO

The purpose of the program is to assist the Government of the Philippines in achieving increased efficiency and effectiveness of civil law enforcement throughout the Philippines.

<p>B. 1. Conditions which will exist when above purpose is achieved.</p> <p>Better qualified policemen performing law enforcement duties.</p> <p>Faster police response time.</p> <p>Improved investigative response to citizens' requests for service.</p>	<p>2. Evidence to date of progress toward these conditions.</p> <p>Attention has been given to standards for intelligence, education, personal and psychological characteristics, personal history and physical characteristics. Based upon an audit the quality of performance has improved and community acceptability increased.</p> <p>Once a call for assistance has been received, the police have demonstrated a capability to respond quickly. The deployment of available units to areas of the city that locates them nearest the predicted work load has been a major contributing factor. Records reflect a response time in minutes.</p> <p>There are many factors that may have a bearing on the clearance rate. The number of investigators, the quality of their training, the type of crime to name a few. The clearance rate rose from 67% in 1969 to 74% in 1970. The 1970 rate was maintained in 1971.</p>
<p>(See attached sheet for continuation)</p>	

V. PROGRAMMING GOAL

A. Statement of Programming Goal

To assist the Government of the Philippines improve its peace and order conditions.

B. Will the achievement of the project purpose make a significant contribution to the programming goal, given the magnitude of the national problem? Cite evidence.

On March 9, 1966, President Johnson in his message to Congress stated "The problems of crime bring us together. Even as we join in common action, we know there can be no instant victory. Ancient evils do not yield to easy conquest. We cannot limit our efforts to enemies we can see. We must, with equal resolve, seek out new knowledge, new techniques, and new understanding."

The statement was made in response to general conditions in the United States. It is equally applicable in the Philippines. The Internal Security project has provided skills and resources to develop the civil police ability to meet short term internal order problems and also to develop the police institutional

(See attached sheet for continuation)

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Page 4 PAR - IV. B.-1.

Reduced incidents of crime.

The Police Commission reported a reduced crime rate in the project cities during the implementation of the Police Improvement program. Crime rates decreased by 5.12% from 1969 to 1970; 17.24% from 1970 to 1971; or a general decrease of 22.36% from 1969 to 1971.

Improved community services.

Advances in police communications contributed to the well-being of the people. The citizenry now receive police, fire, health and government services. The first provincial communications system installed (Negros Occidental) provided the means to transmit 313,208 radio messages. The system has contributed to unprecedented coordination and cooperation among law enforcement and governmental agencies.

Community involvement in crime prevention.

Community and neighborhood organizations have ongoing programs in crime prevention and control. Joint projects have been implemented in juvenile and drug problems.

V. Programming Goal - B.

structure which over the longer term would have the ability to prevent the development of threats to internal order and to cope with them effectively should they occur.

Improving the ability of police departments to prevent crime and apprehend offenders requires coordinated training, management of police resources and provision for effective communications and other support equipment. Police agencies need precise job qualifications for patrolmen and command personnel, more effective programs for training and retraining. More effective management of police resources must be based upon a detailed understanding of the crime and non-crime functions of the police and the impact of various resource allocation strategies on crime. New technology must be applied to the management system of law enforcement agencies.

The core of the police purpose is to prevent unlawful acts. To meet short term goals police operational techniques were developed and implemented. Emphasis was given to patrol operations. Reported crime rates were reduced by 5.12% from 1969 to 1970 and 17.24% from 1970 to 1971 in the project cities.

The case clearance rate increased in 1970; a total of 20,323 cases in the project cities were cleared by arrest out of 27,313. The clearance rate rose from 67.1% in 1969 to 74.14% in 1970.

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Page 4 PAR - V.-B.

The inherent difficulties of police service make it impossible to measure the effectiveness of police agencies by any simple rule of thumb. The above data does, however, reveal an improvement in general conditions. The clearance rate reflects only a police agency's capacity to solve crimes already committed rather than its ability to prevent crime.

Intelligent deployment of manpower in high crime areas deters potential offenders. By swiftly responding to calls for assistance, the police can apprehend suspects during the commission of crimes. By skilled investigation they can identify and then apprehend offenders. Through precise reports and testimony, they contribute to the successful prosecution of offenders.

For a police force to accomplish these ends, it must be staffed by an adequate number of trained, well equipped personnel, committed to the highest standards of police work. The project cities have demonstrated through performance a greater capability to meet the policing requirements.

The project has also contributed to the development of a strong base for long term requirements.

The selection criteria for law enforcement personnel has now been firmly established. Improved test criteria have been developed. The eligibility profile rose to a high of 62.9% for the nation's policemen.

The educational profile also improved. In the municipalities, 78% of the force are high school graduates. In the cities, 63% are college graduates or college undergraduates.

Political consideration is no longer considered to be the main criteria in the appointment, promotion and assignment of police personnel.

Sixty-four per cent of the police force have received some type of police training. The Police Commission reported that commendations for outstanding police service more than doubled for those trained.

The police departments organizational structure is now in conformance with the Police Manual rather than structured by politicians for political expediency.

The National Government passed an act to create a peace and order special account to subsidize the operations of local police departments. Funds are scheduled for salary, training, equipment, records and police disability and death benefits. Limited funds have been generated. The salary subsidy payments to qualified police departments have begun. To qualify for the subsidy, the department must meet national standards. If an adequate source of funds can be obtained to implement the program nationwide, it will provide for greater efficiency in law enforcement.

The Internal Security Project has provided new information, new knowledge and new techniques needed to improve the effectiveness of the local law enforcement arm. On-site inspections and available data reflect progress. There is evidence of increased police knowledge and improved performance.

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Page 3 PAR (Police Improvement placed as an attachment due to volume)

Police Improvement

A police management survey of each police department is conducted by a joint USAID-Police Commission team. Upon completion of the survey, a number of recommendations are presented to the city and police officials of the respective city. Each task as outlined in the PIP includes a large number of survey recommendations for each city and is too voluminous to include in this report.

The percentage figures given in the following charts noted represents the total compliance by the department for the specific task and is based on the judgement of an evaluation team which makes an onsite ~~inspection~~ **inspection to measure performance.**

1. Provide technical assistance and support in organization and administration of selected city and municipal agencies.

FY 69		CUM. PRIOR FY	CURRENT FY		FY 73	FY 74	END OF PROJECT
			TO DATE	TO END			
Bacolod	Planned	85%	10%	5%	-	-	100%
	Actual Perform- ance	90%	5%				
	Replanned						
Cagayan de Oro	Planned	90%	5%	5%			100%
	Actual Perform- ance	90%	5%	-			
	Replanned						

FY 70

FY 70		CUM. PRIOR FY	CURRENT FY		FY 73	FY 74	END OF PROJECT
			TO DATE	TO END			
Baguio	Planned	10%	30%	30%	30%		100%
	Actual Perform- ance	10%	50%				
	Replanned			10%	30%		100%

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Page 3 PAR - III. Police Improvement

FY 70 (Cont'd.)		CUM. PRIOR FY	CURRENT FY		FY 73	FY 74	END OF PROJECT
			TO DATE	TO END			
Legazpi	Planned	50%	20%	20%	10%		100%
	Actual Performance	40%	30%				
	Replanned			20%	10%		100%
Tacloban	Planned	60%	20%	10%	10%		100%
	Actual Performance	80%	5%				
	Replanned			5%	10%		100%
Cebu	Planned	85%	5%	5%	5%		100%
	Actual Performance	85%	5%				
	Replanned						
FY 71							
Zamboanga	Planned	20%	35%	35%	10%		100%
	Actual Performance	0%	15%				
	Replanned			5%	80%		100%
Davao	Planned	0%	35%	35%	30%		100%
	Actual Performance	0%	0%				
	Replanned			25%	75%		100%

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Page 3 PAR

Police Improvement

2. Establish a central record and identification program.

FY 69		CUM. PRIOR FY	CURRENT FY		FY 73	FY 74	END OF PROJECT
			TO DATE	TO END			
Bacolod	Planned	90%	5%	5%			100%
	Actual Performance	90%	5%				
	Replanned						
Cagayan de Oro	Planned	85%	10%	5%			100%
	Actual Performance	85%	10%				
	Replanned						
FY 70							
Baguio	Planned	45%	20%	20%	15%		100%
	Actual Performance	40%	20%				
	Replanned			25%	15%		100%
Legazpi	Planned	25%	35%	30%	10%		100%
	Actual Performance	25%	30%				
	Replanned			35%	10%		100%
Tacloban	Planned	20%	65%	5%	10%		100%
	Actual Performance	20%	65%				
	Replanned						

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Page 3 PAR - Police Improvement

FY 70 (Cont'd.)		CUM. PRIOR FY	CURRENT FY		FY 73	FY 74	END OF PROJECT
			TO DATE	TO END			
Cebu	Planned	20%	65%	5%	10%		100%
	Actual Performance	10%	50%				
	Replanned			30%	10%		100%

FY 71

Zamboanga	Planned	0%	20%	5%	75%		100%
	Actual Performance	0%	10%				
	Replanned			40%	50%		100%
Davao	Planned	0%	20%	5%	75%		100%
	Actual Performance	0%	10%				
	Replanned			10%	30%		100%

3. Improve traffic management in areas of enforcement, traffic direction and control, accident investigation and traffic engineering.

FY 69		CUM. PRIOR FY	CURRENT FY		FY 73	FY 74	END OF PROJECT
			TO DATE	TO END			
Bacolod	Planned	35%	10%	5%			100%
	Actual Performance	85%	10%				
	Replanned			5%			100%

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Page 3 PAR - Police Improvement

FY 69 (Cont'd.)		CUM. PRIOR FY	CURRENT FY		FY 73	FY 74	END OF PROJECT
			TO DATE	TO END			
Cagayan de Oro	Planned	85%	10%	5%			100%
	Actual Perform- ance	90%	5%				
	Replanned						
FY 70							
Baguio	Planned	20%	65%	5%	10%		100%
	Actual Perform- ance	15%	30%				
	Replanned			30%	25%		100%
Legazpi	Planned	20%	65%	5%	10%		100%
	Actual Perform- ance	25%	45%				
	Replanned			20%	10%		100%
Tacloban	Planned	20%	65%	5%	10%		100%
	Actual Perform- ance	20%	65%				
	Replanned			10%	5%		100%
Cebu	Planned	20%	65%	5%	10%		100%
	Actual Perform- ance	20%	60%				
	Replanned			10%	10%		100%

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Page 3 PAR - Police Improvement

FY 71		CUM. PRIOR FY	CURRENT FY		FY 73	FY 74	END OF PROJECT
			TO DATE	TO END			
Zamboanga	Planned	0%	20%	5%	70%	5%	100%
	Actual Performance	0%	5%				
	Replanned			50%	45%		100%
Davao	Planned	0%	0%	25%	75%		100%
	Actual Performance	0%	0%				
	Replanned			30%	70%		100%

4. Improve and upgrade the efficiency and capability of the criminal investigation function.

FY 69	Planned	85%	10%	5%			100%
Bacolod	Actual Performance	65%	30%				
	Replanned			5%			100%
Cagayan de Oro	Planned	90%	5%	5%			100%
	Actual Performance	90%	5%				
	Replanned						

FY 70

Baguio	Planned	20%	65%	5%	10%		100%
	Actual Performance	15%	50%				
	Replanned			10%	25%		100%

PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

FY 70 (Cont'd.)		CUM. PRIOR FY	CURRENT FY		FY 73	FY 74	END OF PROJECT
			TO DATE	TO END			
Legazpi	Planned	20%	65%	5%	10%		100%
	Actual Performance	20%	30%				
	Replanned			30%	20%		100%
Tacloban	Planned	20%	65%	5%	10%		100%
	Actual Performance	20%	25%				
	Replanned			25%	30%		100%
Cebu	Planned	20%	65%	5%	10%		100%
	Actual Performance	20%	25%				
	Replanned			25%	30%		100%
FY 71							
Zamboanga	Planned	0%	20%	5%	75%		100%
	Actual Performance	0%	0%				
	Replanned			20%	30%		100%
Davao	Planned	0%	20%	5%	75%		100%
	Actual Performance	0%	0%				
	Replanned			20%	80%		100%

PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

5. Improve the tactical operations of the supporting groups and divisions of the department.

FY 69		CUM. PRIOR FY	CURRENT FY		FY 73	FY 74	END OF PROJECT
			TO DATE	TO END			
Bacolod	Planned	35%	10%	5%			100%
	Actual Performance	80%	10%				
	Replanned			10%			100%
Cagayan de Oro	Planned	85%	10%	5%			100%
	Actual Performance	35%	10%				
	Replanned						
FY 70							
Baguio	Planned	20%	65%	5%	10%		100%
	Actual Performance	20%	25%				
	Replanned			25%	30%		100%
Legazpi	Planned	20%	65%	5%	10%		100%
	Actual Performance	25%	25%				
	Replanned			25%	25%		100%
Tacloban	Planned	20%	65%	5%	10%		100%
	Actual Performance	45%	20%				
	Replanned			20%	15%		100%

PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

FY 70 (Cont'd.)		CUM. PRIOR FY	CURRENT FY		FY 73	FY 74	END OF PROJECT
			TO DATE	TO END			
Cebu	Planned	20%	65%	5%	10%		100%
	Actual Perform- ance	50%	15%				
	Replanned			15%	20%		100%
FY 71							
Zamboanga	Planned	0%	20%	5%	75%		100%
	Actual Perform- ance	0%	5%				
	Replanned			30%	65%		100%
Davao	Planned	0%	20%	5%	75%		100%
	Actual Perform- ance	0%	0%				
	Replanned			25%	75%		100%

6. Render assistance, guidance and support in field of criminalistics.

Bacolod	Planned	85%	10%	5%			100%
	Actual Perform- ance	85%	10%				
	Replanned			5%			100%
Cagayan de Oro	Planned	85%	10%	5%			100%
	Actual Perform- ance	75%	25%				
	Replanned						

PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

FY 69		CUM. PRIOR FY	CURRENT FY		FY 73	FY 74	END OF PROJECT
			TO DATE	TO END			
Bacolod	Planned	85%	10%	5%			100%
	Actual Performance	35%	10%				
	Replanned			5%			100%
Cagayan de Oro	Planned	85%	10%	5%			100%
	Actual Performance	75%	25%				
	Replanned						
FY 70							
Baguio	Planned	20%	65%	5%	10%		100%
	Actual Performance	15%	30%				
	Replanned			30%	25%		100%
Legazpi	Planned	20%	65%	5%	10%		100%
	Actual Performance	15%	25%				
	Replanned			30%	30%		100%
Tacloban	Planned	20%	65%	5%	10%		100%
	Actual Performance	20%	30%				
	Replanned			25%	25%		100%
Cebu	Planned	20%	65%	5%	10%		100%
	Actual Performance	20%	25%				
	Replanned			25%	30%		100%

PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

FY 71		CUM. PRIOR FY	CURRENT FY		FY 73	FY 74	END OF PROJECT
			TO DATE	TO END			
Zamboanga	Planned	0%	20%	5%	75%		100%
	Actual Perform- ance	0%	5%				
	Replanned			35%	60%		100%
Davao	Planned	0%	20%	5%	75%		100%
	Actual Perform- ance	0%	0%				
	Replanned			20%	80%		100%

7. Render assistance in supply and logistical support.

Bacolod	Planned	85%	10%	5%			100%
	Actual Perform- ance	35%	10%				
	Replanned						
Cagayan de Oro	Planned	85%	10%	5%			100%
	Actual Perform- ance	90%	5%				
	Replanned						

FY 70

Baguio	Planned	20%	65%	5%	10%		100%
	Actual Perform- ance	80%	10%				
	Replanned			5%	5%		100%

PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

FY 70 (Con'td.)		CUM. PRIOR FY	CURRENT FY		FY 73	FY 74	END OF PROJECT
			TO DATE	TO END			
Legazpi	Planned	20%	65%	5%	10%		100%
	Actual Performance	40%	30%				
	Replanned			20%	10%		100%
Tacloban	Planned	20%	65%	5%	10%		100%
	Actual Performance	50%	20%				
	Replanned			20%	10%		100%
Cebu	Planned	20%	65%	5%	10%		100%
	Actual Performance	55%	20%				
	Replanned			20%	5%		100%
FY 71							
Zamboanga	Planned	0%	0%	25%	75%		100%
	Actual Performance	0%	20%				
	Replanned			50%	30%		100%
Davao	Planned	0%	0%	25%	75%		100%
	Actual Performance	0%	0%				
	Replanned			50%	50%		100%

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UNCLASSIFIED
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TO - AID/Washington TOAID # 1149

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FROM - Manila
SUBJECT - End-of-Tour report - Lawrence J. Tate, 92/347
REFERENCE - No. 3263

In accordance with the above referenced Manual Order, herewith is the End-of-Tour report prepared by Mr. Lawrence J. Tate.

Comments of Mission Director

This End-of-Tour report is an account of the efforts of the Chief of Communications Media to redefine the role of CM in the Mission and its function in the Philippines. He is changing the image of CM from public relations and material production to education and social change.

Mr. Tate is commended on his efforts. He has defined the problem and worked out plans for the solution. When he returns he will have the opportunity to implement the program. He enjoys the full support and confidence of the Mission for the program he is developing.

Blair

OTHER AGENCY
Staff
CIA
NSA
R-4

PAGE 1 OF 11 PAGES

DRAFTED BY W.P. Coppinger	OFFICE CMC	PHONE NO. 463	DATE 5/17/65	APPROVED BY: W.P. Coppinger, NPS
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AID AND OTHER CLEARANCES

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USAID/PhilippinesEnd-of-Tour Report

Prepared by: Lawrence J. Tate

Date: May 17, 1965

Field of Activity: Communications Media

This report covers the period Oct. 19, 1961 to May 27, 1965.

This was an unusual tour in that it covered a forty-three (43) month period involving three distinct assignments in three different posts as follows:

- a) Oct. 1961 to Sept. 1962 - Chief, Comm. Media Div., USAID/Brazil.
- b) Sept. 1962 to April 1964 - Chief, Human Resources Development Division, USAID/Recife, Brazil.*
- c) April 1964 to May 1965 - Chief, Communications Media Division, USAID/Manila.

For purposes of this report, it is doubtful that any benefit will be derived from a lengthy discussion of assignments a) and b) above. In any event, activities and accomplishments attained in connection with those two assignments have already been described in Part I of the Completion of Assignment Report (COAR) prepared by this writer and forwarded to AID/W on January 5, 1965. Therefore, the remainder of this report deals solely with assignment c) and attempts to reflect this writer's views concerning assignment objectives and some courses of action to be pursued in seeking their attainment.

* Five months TDY from USAID/Brazil, fourteen months resident at post in Recife.

- I. **The Communications Media Division, USAID/Manila provides direct technical support in implementing the Mission's Goal Plans and Activities. It does this in these ways:**
 - A. **Provides communications media services to all projects and organizational units of USAID.**
 - B. **Prepares public information materials about USAID for local release through USIS and through AID/W Information Staff to U.S. outlets.**
 - C. **Provides communications media advisory services and technical assistance to Philippine agencies engaged in USAID Goal Plan Activities or related supporting functions.**

The Communications Media Officer also serves as liaison for all Far East USAID Missions requiring production or training services from the Manila-based Regional Service Center of USE/W. Thailand, Laos, Vietnam, Indonesia and the Philippine Missions have been regular users of these RSC services.

- II. **The following paragraphs outline the kinds of activities presently being carried out within each of the three categories mentioned above.**
 - A. **Within category A, CMD designs, produces or supervises production of charts, flipbooks, slides, transparencies, recordings, pamphlets, reports, and other audio-visual materials required for the motivation, education and training aspects mentioned in CAP activity descriptions. Advises individual technicians on the process of communication and assists in developing communications plans and procedures. We can and are striving within our limited facilities to upgrade the quality of media services for our USAID technicians and offices. We are doing this through the acquisition of new tools and materials and the introduction of new techniques and practices. We want to see our technicians become more conscious of the role of communications in their daily work and to provide, within ongoing projects, plans and resources to implement needed communications aspects of their activities. We want to get our production personnel out of the sign-making business and concentrate on the development of visual aids to support the educational and training activities of our USAID technicians.**

In the area of film production, we are currently working with the USIS Motion Picture Unit, producing four films on Land Reform, Hog Feeding, Irrigation, and Food for Peace. Also scripts are in preparation for the production of a series of film strips on agricultural productivity. Unfortunately these were not built into their respective goal plans, instead, they came as afterthoughts.

- B. Within category B, CMD prepares press releases, photo coverages, feature stories, hometown news releases and writes and edits speeches for delivery by USAID officials. In cooperation with USIS, it also provides background information and treatment outlines for USIS motion pictures, news reels, television, radio and press releases covering USAID activities. In the public information sector, there is much that can be done. We are handicapped in this area, having only one writer plus the part-time services of a USIS Information Officer. Hopefully, USIS will eventually assign a full-time writer to our USAID-USIS Liaison Unit.

Aside from overcoming the personnel problem in this sector, we can and must do an improved job of informing Philippine and US audiences of our activities and accomplishments. We want to be a lot more selective in the material being prepared for release. We can expect good and meaningful exposure only by presenting our case in an interesting and acceptable style. As it is, too many of our stories never get into print. Too many times emphasis is placed on the financial aspects of our program. Too many people believe that USAID is primarily in the business of lending or giving away large sums of money; the basic aims and purposes and accomplishments are not too well known or understood.

We have sparked many very fine activities and they are bearing fruit. These stories must be told as Philippine accomplishments within the framework of the USAID/NEC program and not as USAID accomplishments. Considering the current spirit of rising nationalism and the search for national identity and purpose, I think that Philippine accomplishments with which we have been associated, represents a fertile field for at least partially satisfying this morale and spiritual need. Any USIS or USAID information release that seeks to extoll the USAID role in these accomplishments (and all too many of them do), it seems to me, runs absolutely counter to our desire to see the Philippine Government and the Philippine people develop a purposeful, positive, progressive and independent

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nationalism. We constantly remind our colleagues that our aid is complementary and supplementary; that the main thrust must come from within. Our releases must be styled to reflect that concept. In the months ahead, special attention will be given to working with USIS in restyling our releases with these thoughts in mind.

Our domestic US releases represent a different kind of problem. For their treatment, we will rely upon the information specialists in AID/W. We are presently embarked upon a schedule to file a minimum of one story per week with the AID/W Information Staff.

- C. In many respects, the work being done under Category C is the most difficult and yet potentially the most rewarding. Simply stated, it aims to mobilize existing local communications media resources in support of GOP socio-economic development objectives.

Over the years, USAID has provided technical, commodity and training assistance in the communications media field to a wide variety of PhilGovt agencies. The last of these direct assistance activities terminated a few years ago. As one now looks across the Federal Government structure, he finds the results of those earlier communications media efforts. They cannot be classed as failures nor are they outstanding successes. As is the case with many other technical assistance activities, here and elsewhere, these new units are plagued with insufficient budget and somewhat dubious personnel policies. In too many instances, their primary product is the press release. Generally, these units may be characterized as underfinanced, overstaffed, ill-equipped, and consequently, poorly motivated.

Insufficient funds are available for maintenance and acquisition of needed equipment. Consumable production supplies are generally insufficient. Materials production and distribution budgets are grossly inadequate; this partly explains the emphasis on the relatively inexpensive press release. On the other hand, numerical strength of staffs seem to receive emphasis.

This is a general picture of the status of communications media organizations in the PhilGovt structure today. There are a few exceptions and one worth mentioning is the Department of Agricultural Information and Communication

at the U.P. College of Agriculture. It should be noted that this unit does not attempt to operate nationally. Rather, it serves the academic community of which it is a part and a small geographical region served by the extension arm of the college.

The private and commercial sectors present a different picture. Very briefly, the existing resources in this sector include at least the following: Seven English language daily newspapers and some fifty odd provincial papers (English and/or dialect). There are also a half-dozen popular magazines, a flourishing comic book business and a few specialized periodicals. In spite of this relatively substantial press, it is generally agreed that there is a dearth of printed material directly tailored for and circulated to the barrio reader. It is reasoned that this audience can be best reached through the printed media only if that media is in the local dialect; is prepared in a simple style and can be circulated within the pocketbook capability of rural people which is very small indeed.

The Philippine Council of Industrial Editors is an extremely active organization of some sixty members with a potential of double that amount. Their concern is improvement of the house organs and other publications sponsored by their respective industries. The potential reading audience of these publications numbers in excess of six million people, most of whom are industrial employees.

In assessing existing local communications media resources, the availability of communications media personnel is important. In this regard, one is impressed by the great number of Public Relations men. Exactly what this means depends upon the PR men involved. One thing common to all, however, is that they are in the image-building business. Image-building has its place but it can hardly be equated with communications in the sense of bringing about change through motivation, education and training. In general, the majority of the communications media specialists are of the PR type and are principally press-oriented. Image-building is the order of the day. What lies behind the image is seemingly unimportant. Aside from this majority, there is a handful of professionally trained individuals who appear to be seriously dedicated to the business

of social change through education, training and technical and cultural informational media.

Considerable communications research has been done and is continuing. The U.P. College of Agriculture offers communications courses leading to a master's degree. The University of the Philippines, with a modest grant and one professor of journalism from the UN, has embarked upon a project to establish a Mass Communications Institute. Although presently centered on upgrading the School of Journalism, it is hoped that assistance will be forthcoming to help develop radio, TV, cinema and research departments within the Institute. The Philippine Press Institute is another active program designed to provide extension training to the practicing journalists. The Ateneo, with the help of Ford Foundation grant and some local capital, has initiated an on-campus, closed circuit educational TV program. Linked to this is a pilot educational TV program which is providing science courses to thirty-four secondary schools in metropolitan Manila. These institutions, their programs and the personnel who are carrying them out seem to represent the best in professional communications media talent.

In Manila there also exists a few commercial firms who have an economic interest in developing educational media. One of these is interested in introducing programmed instruction. Another is the agent for a repetitive film loop motion picture projector. Realizing that the sale of this unit depends largely upon the availability of an adequate and varied supply of appropriate films, he has now embarked on a pilot 8mm film production project.

One last word on available local resources. The growing industry in the Philippines does have a substantial advertising budget. This has been tapped for purely educational purposes in the past and it seems likely that a larger share can be channeled into sponsorship of educational media.

With this general background on communications media resources in the Philippines today, what can the USAID Communications Media Division do to mobilize them, upgrade them, channel them, hasten their development or otherwise render them more useful tools in the socio-economic development process in the Philippines?

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We can and are pursuing certain courses of action. These are:

1. Discourage proliferation of scant resources, or putting it positively, encourage more efficient utilization of existing resources. We have been instrumental in organizing the Philippine Communications Coordinating Council. This body, largely composed of individuals representing the various Government (and some private) communications media units, has as its central purpose the exchange of information and services in the interest of capitalizing on their combined resources. The Council is less than a year old. It is weak but it does offer possibilities. With heavy technical assistance from USAID, it was able to plan and stage a highly successful Rural Development Broadcasting Seminar. Other similar projects are in planning stages. We see this as an organization that we should support and strengthen through continued technical advice and assistance. Through it we maintain active liaison with the principal communications media facilities of the Government.

2. As an outgrowth of the Rural Development Broadcasting Seminar, there was formed a Philippine Rural Development Broadcasting Association. It is too early to assess the future of that group, however, it does represent a potential force for strengthening the caliber and frequency of programs to support rural development. One wing of the association has successfully launched a small program called "Farmers School of the Air." More than seven hundred farmers have registered in this program. As an outgrowth of this development, it has been proposed that a Republic of the Philippines Food Production School of the Air be launched. USAID has been invited to participate in planning sessions on this proposal. We will continue to work with this group. The principal need as we see it, is to form a competent unit (again from existing resources scattered throughout the various cooperating agencies) capable of program development, distribution, utilization and evaluation. Radio time does not present a problem and with the number of stations throughout the country and the growing popularity of transistor receivers, wide distribution can be achieved. Fertilizer, farm machinery, seed and feed companies will give advertising support to such a program.

3. The press can be more widely and efficiently exploited as a medium for bringing useful information to the rural population. At the present time, USAID/CMD is working with the Philippine Press Institute on plans for a seminar for the agriculture editors of the principal dailies and selected national periodicals. Hopefully similar regional seminars for representatives of the provincial press will follow, being sponsored in cooperation with the Provincial Press Association. As was the case with the Rural Development Broadcasting Seminar, this is not a one-shot performance. To be successful, these seminars must be repeated. The aforementioned Communications Coordinating Council is the vehicle for initiating and gaining wide participation in these kinds of activities.

4. The Philippine Council of Industrial Editors (PCIE) is vitally interested in upgrading the professional capabilities of its membership. This group has a potential reading audience of some six million industrial employees. To USAID/CMD, it seems highly desirable to cooperate with and assist this group achieve their purpose. Working through USAID Industry Division and the Economic Development Foundation (EDF), we are proposing that our EDF project be amended to provide for the services (for one year) of a professor of Industrial Editing to work with the PCIE and the U.P. School of Journalism to upgrade existing practitioners and to institutionalize training in this specialized field. The PCIE has submitted a request for this type of assistance to the EDF. The Foundation is favorably disposed and is expected to endorse the project onward for USAID consideration.

5. The "Philippines Today" is a monthly magazine addressed to the problem of adult education of barrio people. For almost twelve years, the USAID has approved the use of counterpart funds for its production. "Pagasa" is the dialect version of this publication. Only 50,000 copies of each are circulated monthly. USAID/CMD is opposed to a continuation of this project under current financial arrangements. Either it has proven itself sufficiently worthwhile to merit growth and expansion with full local support or it should be terminated. We think that it has proven its worth and are working actively with the National Media Production Center to explore ways and means of (a) making the publication self-sufficient by accepting advertisements or by charging a subscription rate or both and (b) expanding its circulation to include other dialects.

6. Comic books are extremely popular throughout the Philippines. We think the medium can be usefully exploited for educational purposes. We are currently sponsoring a series of meetings involving representatives from the U.P. College of Agriculture, The International Rice Research Institute, the Bureau of Plant Industry and the Commission on Agricultural Productivity for the purpose of stimulating the development of agricultural messages that might be usefully treated through this medium. It is the intent that the NMPC will prepare the artwork, advertising will pay for the production and the extension service will handle the distribution. This project is in its initial phase but prospects look good. It represents one more example of our efforts to mobilize, coordinate and direct existing resources in support of common goals.

7. The Philippine Land Reform Program is moving ahead slowly. CMD has been invited to advise and assist in the development of its Information Program. Also we have been requested to extend advisory assistance to the Land Reform Training Center. In the former instance, progress has not been too encouraging. Instead of drawing upon the numerous existing government resources, there appears to be a desire to create another. Whether budget exists for this purpose is doubtful. Our major effort in this area involving purely government operations has been one of encouraging the use and strengthening of existing resources such as the NMPC and the agriculture extension information service.

On the other hand, the Land Reform Training Center offers promise for productive work. This organization is actively engaged in implementing a projected five-year schedule involving the training of some 10,000 personnel for land reform field work. Operating on the theory that these people represent the most effective information channel to the rural areas they serve, we are continuing and will continue to extend all possible assistance to the training center in the area of communications media development and utilization. Each trainee who passes through the Center will be exposed to effective techniques of group and individual communications. We will assist and advise the Center in the development of an extension bulletin that will serve periodically to bring ex-trainees up to date. We will assist the Center in the development of its resources library and its audio-visual section.

8. With some minor exceptions, the Philippines lacks a good training facility for the preparation of high-caliber professional communications media personnel. General Romulo, President of the University of the Philippines is conscious of this problem and is attempting to put together a Mass Communications Institute somewhat along the lines of the Colleges of Communications Arts being founded in many of our American universities today. A modest start has been made. One U.N. technician is presently on board at the University and is concentrating on strengthening the School of Journalism. USAID/CMD has received "feelers" on our interest in supporting this project. We have maintained close liaison with it and are of the opinion that should this initial effort reveal serious initiative and aggressiveness on the part of University officials, then USAID would be well advised to support the project possibly with specialized technicians, training grants and surplus commodities.

9. One more local activity which merits interest and possibly later active USAID assistance is the educational TV pilot project which was launched in Manila this year. We have maintained liaison with this activity and on occasions have been able to render minor assistance. This program will grow. It is troubled with many technical and financial difficulties. For this pilot effort, it relies upon the goodwill of commercial stations for air time. It is still technically feasible to set aside one channel for educational TV. Whether or not this will be achieved remains to be seen. If it is, then I would urge USAID support this project at least to the extent of furnishing participant training grants and the acquisition of appropriate technical and scientific programs available from the United States.

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