

## News & Notes

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### NATIONAL DEVELOPMENTS

#### Sangguniang Bayan: "A Great Leap Forward"

Among the most drastic changes imposed with martial law in the Philippines on September 21, 1972, were the alterations in political representative institutions. National and local elections were indefinitely suspended, the bicameral Congress was abolished, and political parties were disbanded. Instead, new mechanisms for representation and participation were introduced in the form of referenda, "citizen assemblies," and the barangays (which used to be the barrio governments). Recently, President Ferdinand E. Marcos created another type of mechanism embodying significant innovations. (See *PJPA*, October 1975 issue).

On November 14, 1975, Presidential Decree (P.D.) No. 826 converted the existing provincial, city and municipal councils into *Sangguniang Ba-*

*yans*. "Sanggunian" means advisory or, more literally, consultative. The Decree expanded the membership of the old boards or councils so that, in addition to the (formerly) elective members, as many of the following representatives were included: (1) representatives of barangays or local federations of barangays and their youth counterparts (*Kabataang Barangay*); (2) "sectoral" representatives of local capital, professional, industrial labor, and agricultural labor groups; and (3) representatives of municipal governments in the provincial board or *Sangguniang Panlalawigan* (the city council is known as *Sangguniang Panlungsod* and the municipal council, *Sangguniang Pambayan*).

P.D. No. 826 has been only one of a series of important changes. Earlier, the President had created a Metropolitan Manila Commission for the four cities and thirteen municipalities in the Manila area (P.D. No. 824, November 7, 1975), and later, he decreed into existence regional, provincial,

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city, and municipal federations or *Katipunans* of *Sangguniang Bayan* (P.D. No. 877, January 21, 1976 and P.D. No. 925, April 24, 1976).

These linked tiers of associations were carried into the national level. On the same date that he signed P.D. No. 877, a national convention of *Sangguniang Bayan* members was held and at this convention, President Marcos announced the creation of the *Sangguniang Pambansa*, a national legislative advisory body including members of the Cabinet, the National Security Council, leaders of *Sangguniang Bayan* associations and the representatives of the major sectors outside the government.

The local governing bodies retain their basic legislative powers except in Metro Manila, where the city and municipal councils' authority has been limited to recommending measures to the Metropolitan Commission. (Mrs. Imelda Romualdez-Marcos, the First Lady, has been appointed by the President as Governor or Chairman of the Commission, but the three other posts of Commissioner have not been filled.)

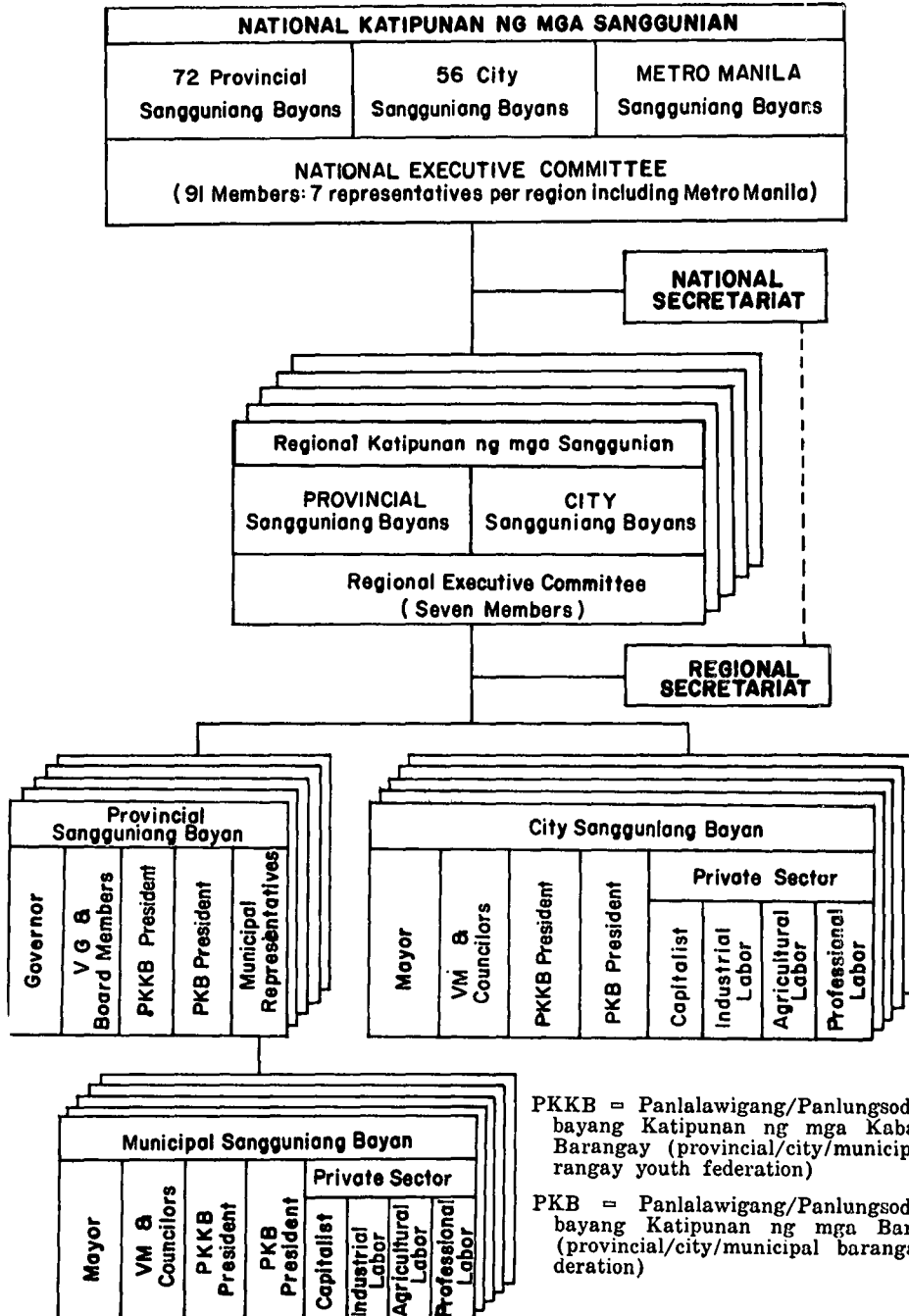
However, the Decrees have altered the composition, manner of selection and linkages of the local governments involved. Notable among the new members are the "sectoral" representatives, who are supposed to be elected by their respective groups. Similarly, representatives of lower-level jurisdictions are to be elected or nominated by their local governments or associations to the next higher-level tiers.

Presidents of city and municipal associations of barangays and barangay youth organizations are to serve as ex-officio members of city and municipal councils. In the case of the regional association, known as *Pampook na Katipunan ng mga Sanggunian*, all members of the provincial and city councils constitute the regional council. The hierarchy of *Sangguniang Bayan* is graphically illustrated in Chart I.

Thus, basically, the new local councils are constituted by indirect election or, more precisely, — since the President retains authority to appoint, retain, or remove their members — by popular nomination. As a rule, the incumbent provincial governors, city and municipal mayors, their respective deputies, and members of the old boards or councils have been allowed to remain. However, vice-governors and vice-mayors were given by P.D. No. 826 only until the end of 1975 to remain on the new bodies, and some formerly elective incumbents have been removed from office. P.D. No. 877 later provided that the terms of office of all members of provincial, city, and municipal *Sangguniang Bayans* "shall be interim in character and temporary in duration."

The *Sangguniang Bayan*, which has been officially described as "a great leap towards genuine participatory democracy," raises interesting questions in the light of the rules governing its composition, selection, and mode of operation (e.g., the fre-

**ORGANIZATION OF THE SANGGUNIANG BAYAN**



Source: Katipunan ng mga Sanggunian National Secretariat, *Primer on the Organization of the Sangguniang Bayan*.

quency of council meetings must be cleared with the national Department of Local Government and Community Development). In addition to general *citizen* representation, the Sangguniang Bayan incorporates representation by specific sectoral and institutional interests, which gives this political institutions a strong flavor of the corporatist tendencies presaged by the emergence of technocrats before martial law. Except at the lowest levels, popular representation and participation are at best indirect. Is the Sangguniang Bayan, indeed, a "great leap forward?"

### **Developments in Personnel Administration**

#### ***Pay Standardization***

"Equal pay for equal work" has not been only a maxim in personnel administration; it has also been a slogan quite in keeping with meritarian versions of the now-fashionable idea of "social equity." If pushed far enough, it should help break down the citadels of undeserved privilege in public administration.

One way of effecting this policy in the Philippine context has been to bring all government entities within the pale of the Civil Service Law and Rules. P.D. No. 868 (January 5, 1976) has attempted to do precisely this; it repealed all charters, laws or decrees and any provision of laws or decrees exempting any branch, agency, subdivision or instrumentality of the government, including govern-

ment-owned or -controlled corporations, from the Civil Service Law and Rules.

This move should facilitate the formulation and implementation of standards on personnel matters such as compensation and position classification. Standardization, in turn, should prevent inequities. For example, with salary standardization, an accountant of a regular department would not be getting less compensation than a comparable accountant in a government corporation.

This brings up a question which has long puzzled students of public administration: why must employees of government corporations get much better paid (base pay plus allowances plus fringe benefits) than those of regular agencies? Plausible as the reasons may be, they often boil down to the fact that state firms, especially "financial institutions," handle large amounts of money and the implicit assumption that the more the money, the more the responsibility.

#### ***Employee Evaluation***

Perhaps just as significant has been the effort launched recently to evaluate the performance of government employees in order to "develop efficient and dedicated government personnel and to improve the quality of public service."

Last September, Performance Evaluation Committees (PEC) were formed pursuant to Letter of Instruction (LOI) No. 320 (September 23, 1975), to assess the performance of

about 650,000 employees in 30 national departments and agencies, including those "attached" as well as those integral to the departments. Members of the PECs were drawn from public and private educational and business institutions, including the U.P. College of Public Administration.

PEC activities are being coordinated by the Civil Service Commission. Evaluation is being conducted through questionnaires, surveys, analysis of performance ratings and job descriptions, and selective interviews aimed at identifying employee strengths and weaknesses so that strong points may be reinforced and weak ones improved. Those who are identified as exemplary are to be recommended for recognition and awards. Those who lag in their performance are to be given assistance through training and counselling or reassignments.

This approach to employee evaluation reflects to a certain degree a progressive trend in personnel administration and an affirmative attitude being taken by the Civil Service Commission, i.e., a clinical versus a punitive, competitive type of performance rating. In the clinical approach, evaluation is directed primarily at helping the employee adjust to the organization; the supervisor is regarded as a teacher or a counselor to his subordinates.

Certain critical features of such a clinical approach to employee evaluation, however, seem to have been neglected in the Philippine case. Evalua-

tion to ensure a meaningful interaction between supervisors and employees must be continuous. In the Philippine case, each Committee has among its five or six members a representative of the agency's Civil Service Staff unit, but all the other evaluators are from outside the agencies. This would tend to promote objectivity; at the same time the "detachment" of the evaluators prevents continuous interaction with employees. Moreover, the objectives of the evaluation do not specifically relate to the basic rewards system of the service, i.e., to a determination of candidates for promotion or higher pay.

The positive thrust of the work of the PECs is nonetheless a departure from the specter of the "purges" and the "performance audits" that, unfortunately, still haunt the bureaucracy so that some civil servants expect another purge to be the result of the Committees' work.

#### *Employer-Employee Relations*

A more proscriptive measure has been taken by the government in the area of employer-employee relations. P.D. No. 823, issued on November 3, 1975, made it a policy of the state "to encourage trade unionism and free collective bargaining within the framework of compulsory and voluntary arbitration and therefore all forms of strikes, picketing and lock-outs are hereby strictly prohibited." (See *PJPA*, October 1975 issue).

The following month, this prohibi-

tion was somewhat relaxed by P.D. No. 849 (December 16, 1975), which specified the areas where strikes, picketings and lockouts were strictly prohibited, namely: in vital industries such as public utilities, including transportation and communication; in companies engaged in the manufacture or processing as well as in the distribution of fuel gas, gasoline and fuel or lubricating oil; in companies engaged in the production or processing of essential commodities or products for export; and in companies engaged in banking of any kind, as well as in hospitals, schools and colleges.

Despite this relaxation, there remains the question of the extent to which the "strike ban" would deter labor agitation for better wages and working conditions, and of how well the arbitration system is able to respond to serious grievances that could be articulated. The ban may seem appropriate under martial law, as other related or similar measures have often been argued to be. This sort of argument, though, is in danger of making martial law its own reason for being.

## INTERNATIONAL DEVELOPMENTS

### Multi-Country Evaluation of Study-Service Programs

In an effort to make educational institutions more relevant and responsive to the needs of the communities where they operate, study-

service programs have been instituted in a number of countries such as Sri Lanka, Indonesia, Iran, Thailand, Nepal, Malaysia, Ethiopia, and the Philippines. Study-service programs are designed to involve students, as part of their studies, in practical activities such as agricultural extension, health and education, and social welfare work.

The study-service programs have been operating for at least twelve years. How have they fared? In answer to this question, the International Development Research Centre of Canada is supporting research teams from nine Asian and African countries participating in the Study-Service Research Network. They will evaluate the growth of their respective study-service programs and their impact on the participants, the communities in which they work, the educational institutions from which they come and the organizations to which they belong. Based on this evaluation, the structure best suited to maximize benefits for all involved can be arrived at.

The study also aims at developing a network for information exchange, not only among participating countries, e.g., Indonesia, Iran, Thailand, Nepal, Malaysia, Ethiopia, Sri-Lanka and the Philippines but also with other interested countries. One of the expected results of the study is the upgrading of research skills among faculty members at various universities who will have a continuing role in developing and evaluating these projects.

In the Philippines, in-depth case studies of selected programs will be undertaken after having found that there exist a large number of post-secondary study-service programs in the country. The 18-month study conducted by the Development Academy of the Philippines and co-sponsored by the Department of Education and Culture will assess the impact of the program and make policy recommendations, as well as develop a model program to be eventually adopted by post-secondary institutions in the Philippines.

The Study-Service Research Network will be coordinated by a committee made up of the head of each country's research team and the project coordinator, Dr. Amnuay Tapingkae of the Regional Institute of Higher Education and Development in Singapore.

### COLLEGE DEVELOPMENTS

As a University institution concerned directly with the problems and issues of government and society, the College of Public Administration has been engaged in various activities combining academic scholarship and professional practice. Its most recent projects attest to the nature and variety of this enterprise.

One of the most challenging undertakings of the College is a six-month study of political and administrative reforms (dubbed "SPAR") in the Philippines under martial law. Faculty and staff members have been

organized into teams to appraise changes in the political and constitutional framework, policy-making process, administrative organization, civil service policies, bureaucratic values and behavior, and management of certain programs of the government. The study includes a survey of popular perceptions of martial law changes.

Units of the College have also been actively involved in the field of health services. A research staff headed by Professor Mila A. Reforma is doing an eight-month evaluative survey of the Rural Health Practice Program, which requires "underboard" doctors and nurses — those who have taken the board examinations but are still awaiting their results — to serve in rural areas for a period of six months. . . . The Training Division of the Local Government Center (LGC) provided technical assistance to the Association of Medical Health Administrators, Inc., in conducting a seminar-workshop on health administration in Baguio City on December 4-5, 1975. A similar program was held by the LGC in Legaspi City on February 19-20, 1976.

Meanwhile, the Administrative Development Program (ADP) staff of the College conducted an executive development course for the Philippine Heart Center for Asia on April 2-4, 1976 and has submitted to the Commission on Population a report and "policy manual" based on a six-month study of the population and family planning program. The latter project

was led by Alejandro B. Ibay, Management Specialist. The ADP is also assisting the National Power Corporation in undertaking a training course on manpower development.

LGC has published a monograph entitled *A Management Information System in a Municipal Government*. A guide to improve recording, storage, and reporting of management information, this monograph was prepared by Elena M. Panganiban, Researcher, with the financial assistance of the Department of Local Government and Community Development.

Other current projects of the College include studies of infrastructure projects, construction of organizational "models" for local governments, and provision of various kinds of technical assistance to institutions in a region. Assisted by a research grant from the National Research Council of the Philippines, Dr. Gabriel U. Iglesias is leading a team in conduct-

ing case studies of selected road, fisheries, port, irrigation, flood control, and dam construction projects in the country. . . . The "model"-building project is currently being undertaken by the LGC's Consultation Division to enhance the management capabilities of provincial, city and municipal governments. Atty. Fe Sumilong, chief of the Management Consultation Division and Eleanor Paray are coordinating the project. . . . The Special Projects Services of the LGC has also conceived its own program that will assist a region and its component local units with the technical strength needed to effect regionalization of development. This regional assistance program, which is expected to be implemented by the calendar year 1978-1979, consists of a package of training, management consultancy and research activities which are all geared to improve the administrative and technical capabilities of local officials and institutions in the region.