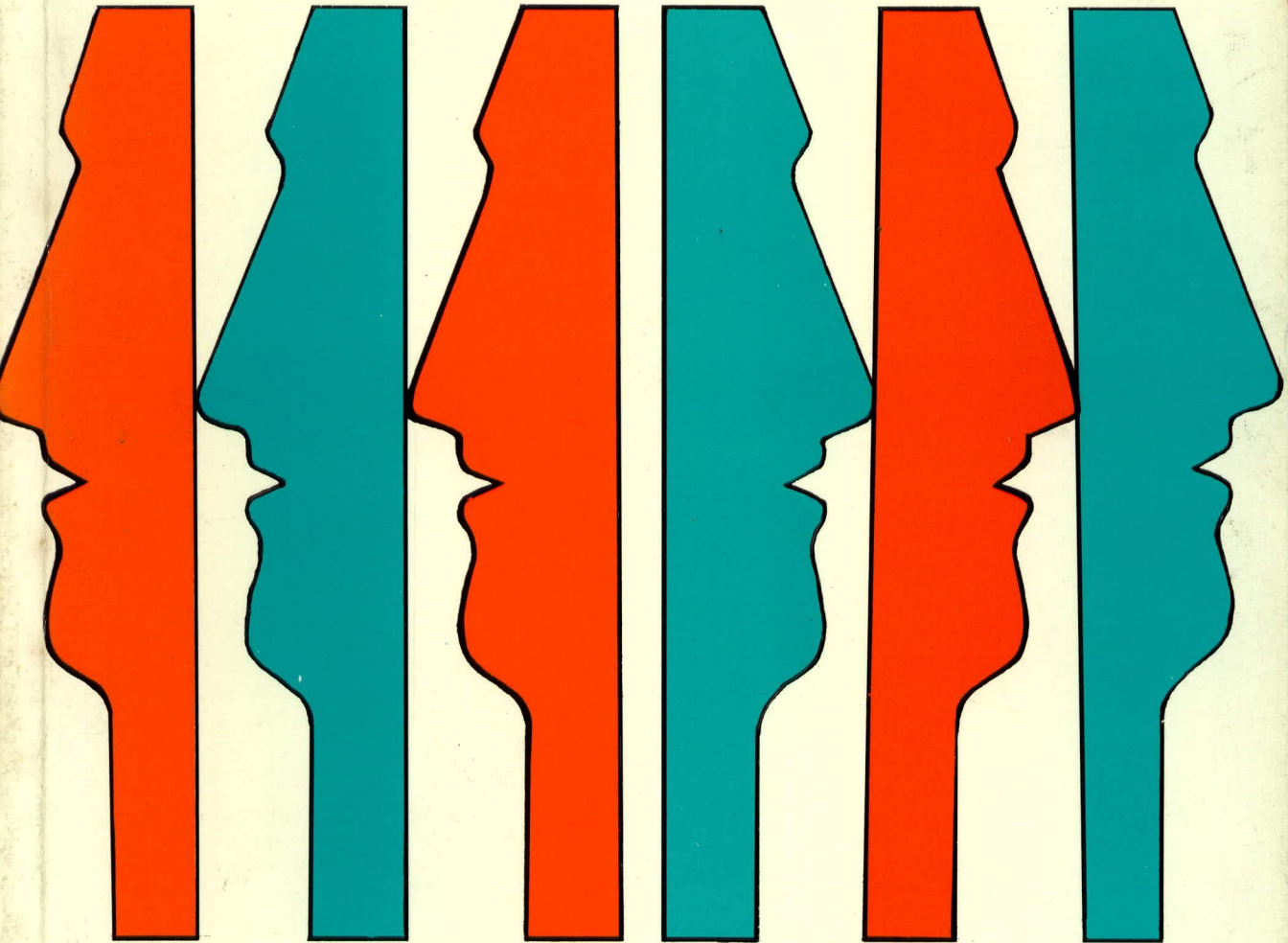# SOCIAL RESPONSIBILITY IN COMMUNICATION MEDIA

FLORANGEL ROSARIO-BRAID, Ph.D.

FLORANGEL ROSARIO-BRAID

ABOUT THE AUTHOR

Florangel Rosario-Braid is the President and Dean of the Asian Institute of Journalism, an institution offering graduate degrees in Journalism and in Communication Management. AIJ also undertakes development and communication research and consultancy services.

A member of the 1986 Constitutional Commission, she authored several provisions foremost of which are those on communication, non-formal education, cooperatives, science and technology and NGOs.

As a communication expert, she has published several books among which are *Communication Strategies for Productivity Improvement (1979,1983)*, *The Philippines at the Crossroads: Some Visions for the Nation (1986)*, *Development Issues: Constitutional Response (1987)*, *Communication and Society*. She regularly writes articles on communication and other development issues which are published in professional journals and national dailies. Dr. Braid has convened numerous communication policy meetings for over a decade. At the *Philippine Daily Inquirer* where she was President and founding Director, she introduced the cooperative structure and participative management. She served as a UNESCO Adviser to Sri Lanka on population communication for two years and has sat in the International Programme for the Development of Communication Council in Paris.

Dr. Braid completed her bachelor's degree from the University of the Philippines and took her M.S. and Ph.D. degrees in Syracuse University. She was a senior researcher at the EastWest Communication Institute, and taught graduate courses at the University of Hawaii; University of the Philippines (Diliman and Los Baños), De La Salle University; Pamantasan ng Lungsod ng Maynila and the Philippine Women's University. She is a member of the Executive Committee of the UNESCO National Commission of the Philippines, Chairman of the Cooperative Foundation of the Philippines, former Chairman of the Philippine Social Science Council and Trustee of Meralco Foundation, Inc.

Her deep involvement in various communication research and development projects has earned for her recognition for outstanding service in rural broadcasting, science and technology, cooperatives and communication. Among her honors is a Service Award by the U.P. College of Education.

Social Responsibility

in

Communication Media

by

Florangel Rosario-Braid, Ph.D.

I

FOREWORD

Communication is perhaps the most critical resource at this time when our country is going through a difficult transition. The recent natural disasters, the threat to stability due to social conflict, and, of course, the deepening poverty - all these require continuing information flow, dialogue between government and various sectors of society and the judicious use of communication technology in processing information needed for productivity enhancement.

Most of the articles in this volume have been written by a member of the Executive Committee of the UNESCO National Commission who is also the Vice-Chairperson of the Communication Committee. Dr. Florangel Rosario-Braid writes not only as an academic, who has had the opportunity to validate theories in the field, but also as a visionary. Her ability to integrate knowledge from various sources attest to her having been able to transcend the boundaries of her discipline.

This collection of articles which have been published in newspapers, magazines and journals should be of interest not only to development planners and implementors but also to teachers and students of communication. As it provides new development perspectives in the practice of communication, the journalist, and media and advertising manager should find it useful as they begin to reorient their content approaches along the vision of our present society which is people empowerment and alleviation of poverty.

On behalf of UNESCO, I am happy to note that this book supports UNESCO'S concerns in the use of communication in the service of humanity. I also hope that this awareness of the potential of communication for development can be translated into creative strategies for using this important resource in addressing the problems of marginalized communities as well as the disaster areas in our country. Finally, I hope that the processes of dialogue, transaction, and cultural communication could be integrated in the conduct of government and non-government activities, so that the elusive goal of peace may be finally attained.

LOURDES R. QUISUMBING
Secretary-General
UNESCO
National Commission of the Philippines

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INTRODUCTION

Over the past decade, communication and media have played a critical role in the restoration of democracy. In the process of rebuilding democratic institutions, the nation was faced with a series of natural and man-made crisis -- coup attempts, earthquake and typhoons and finally Mt. Pinatubo eruption. A number of historical events, such as the EDSA People's Power Revolution, the drafting and approval of a new constitution, the termination of the US Bases agreement, and the simultaneous 1992 national and local elections, have demonstrated the power of the media. In all these events, the public was able to witness and participate as the media played the roles, of informing, mediating, documenting, analyzing and mobilizing.

With the emergence of media as a force in our national life is the realization of the need to emphasize the *social responsibility* of the communication media. This means that media must be able to promote and protect the *common good*. Ever since, there has been long and often bitter debates on freedom and responsibility. Some regard these two concepts as mutually exclusive. Our view is that freedom and responsibility must go hand in hand because, as veteran journalist and former AIJ chairman Dr. S.P. Lopez once said, "freedom without responsibility can only lead to anarchy, while responsibility without freedom is bound to result in tyranny."

During times of crisis, such as coup attempts, the issue of social responsibility became magnified as certain questions were raised such as: Where does one draw the line between a journalist's duty as a citizen (which is to uphold the constitution) and his journalistic duty (which is to report the truth)? Where does one draw the line between protecting sensitive information and gagging the free flow of information?

Even in the coverage of natural calamities, the issue of social responsibility was evident. For example, during the 1990 earthquake which ravaged Central Luzon, the most common complaint was the too vivid or graphic presentation of death and suffering in an attempt to dramatize the extent of damage brought about by calamity. Unintentionally, some journalists seem to disregard the privacy and dignity of the dead and dying. Says one media critic, "There are far too many close-ups of blood and carnage."

The advent of the Information Society makes it imperative to exercise social responsibility. A new dimension is also added to the concept. In the past, social responsibility was narrowly defined in terms of the traditional principles of objectivity, accuracy, impartiality, and truthfulness. Today, in an environment where access to information is a sine qua non of political, economic, and social power, it is crucial for journalists to ensure the widest dissemination and sharing of information. Journalists can be considered as "power brokers," because their work essentially involves generating, processing and disseminating information. And, as futurist Alvin Toffler noted in his book, *Powershift*, the highest quality power in the 21st century will come from the application of knowledge rather than from will of force or wealth.

In the 21st century, the journalist plays a crucial responsibility to help narrow the gap between the rich and the poor, the unschooled and the educated, and the rural and

the urban populace, by providing the marginalized sectors equal access to information.

Social Responsibility in the Communications Media responds to the urgent need to help the Filipino journalist or communicator define his role in a society in transition. It also aims to prepare him assume the responsibility of democratizing or redefining power structures and relationships.

For decades, our concept of press freedom and social responsibility has been molded or influenced by western ideas and perspectives. This book aims to contribute to the growing effort to evolve a communication and mass media model and theory which reflects our Asian culture and the realities of a developing country.

This book is subdivided into six chapters. In Chapter One, *Freedom of Information and of the Press*, the concept of this basic freedom has been redefined to give equal emphasis on the people's right to know and also to participate in the communication process rather than merely be passive spectators.

Chapter Two, *Crisis Reporting* discusses the public's expectations on the roles and responsibilities of mass media during crisis and conflict situations. The latter includes social and political conflicts, such as agrarian reform, tenurial problem, labor- management relations, ethnic and cross-cultural conflict, and insurgency, among others.

The role of mass media in development efforts is examined in Chapter Three, *Redefining The Role of Mass Media*. Specifically, it focuses on such areas as science and technology, sustainable development and the environment, and human rights, to name a few. The concept of process reporting vs. events reporting is also discussed in this chapter.

Media can help shape a vision of society and foster social integration and cooperation if it is able to internalize some values. Media can perhaps begin to work for a communication order which is participatory, non-confrontational, non-exploitative, democratized, nationalistic and which relishes freedom with responsibility. All these are referred to in Chapter Four as *Media Values.*

The relationship of *Development and Communication* is again re- examined in Chapter Five. Development is viewed from a comprehensive perspective -- social, economic, and political dimensions. The chapter recommends appropriate structures, policies and strategies in evolving a Philippine communication system "consistent with the needs and aspirations of our people."

Finally, Chapter Six, *The Advertising Industry: New Images and Messages*, takes a closer look at current and emerging issues in the advertising industry. Because of its power to create images and heighten consciousness, the industry can help energize our people to come together in building our nation.

The Annex includes such useful documents as The Filipino Journalist's Code of Ethics and excerpts from the Kapisanan ng mga Brodkasters sa Pilipinas' Radio and Television Codes and the Advertising Board of the Philippines Code of Ethics.

Florangel Rosario - Braid
President and Executive Dean
Asian Institute of Journalism

1
FREEDOM OF INFORMATION AND OF THE PRESS

FREEDOM OF THE PRESS:
THE DEVELOPMENT DIMENSION

*Florangel Rosario-Braid**

The concept of press freedom as generally understood today places emphasis on the public's concern for the creation of a climate where media practitioners are able to function with relative freedom and with minimum frustrations. We must admit that this is a narrow definition as it is primarily concerned with protection of rights of the members of the fourth estate most of whom represent public opinion from the elite center.

We would therefore like to expand the concept of press freedom to the protection of people's right to know. This topic has been expounded lately by Professor Perfecto Fernandez who dwelt on the legal rights of people to mass media. Our interest is in the operationalization of this right through the restructuring of policies and present programs and mechanisms to enable greater access of the public.

If information is a critical resource in helping people to become more aware of their rights and their responsibilities and to become more participative, we should make it possible for people living beyond the periphery of media facilities to have access to this very important resource.

Our concept of press freedom would include peoples' rights and access to all kinds of information that deal with matters of public concern. This would therefore require a clearer and more specific definition of concepts such as "national integrity," "best interest of the state," "official secrets," etc. Such words which are present in our laws and decrees are open to narrow or broad definitions, the impreciseness of which sometimes forces our journalists to resort to self-censorship. As words of intent are often vague, the commission of acts interpreted as crimes of rebellion, sedition or subversion have increased. As a result, the journalist has become more cautious to the extent of being overly timid. Equally restrictive is the existence of "unwritten guideliness" and the so-called taboo topics. This was confirmed by journalist and editors in a study on media autonomy which was conducted by Asian Institute of Journalism. Such guidelines they say have limited the areas for free comment and expression.

Additionally, the concept of free press should include not only the rights of the public and minority to receive information but also to participate in the process of generating public opinion. The concept encompasses concern on the quality of information as the content of our media have a potent influence on culture and values. This is admittedly an idealistic objective as the present state of our communication system provides little oppor-

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tunity in moving to that desired direction. Consider:

1. The heavy concentration of media resources in the urban cities has contributed to the centralization of public opinion.

2. Our media infrastructure is quite developed, e.g., there are 303 radio stations nationwide, 77 television stations, 353 publications and 1,007 cinema houses. However, 16 per cent of the total number are in the urban towns; 66 per cent of all publications are in Metro Manila and are mostly in the English language and all 5 originating network television stations are located in cities and urban towns. Most of the 72 television stations are relay stations with almost 95 per cent of its programs from the originating network stations in Manila. While the telephone density is 2.25 per 100 inhabitants in Metro Manila, it is only 0.24 per 100 in the rural areas.

3. The community media (radio and newspapers) in the region are not able to become effective catalyzers of public opinion. First of all, they are undermanned and ill-equipped in terms of manpower resources. Hence, they are unable to undertake more investigative and public affairs reporting. They are still dependent on news from Metro Manila; local news and public affairs in the true sense of the word are limited as much of what is published or boardcast comes from a limited circle of journalists or commentators. Many of these opinion articles are personality rather than issue-oriented.

4. Other complementary media (blackboard newspaper, audio cassettes, theater, puppet shows) have limited impact as they reach only a few people. The few available are either propaganda chan-

nels of the government or the opposition.

The inability of the present communication resources to truly reflect public opinion and provide access to the people is implied from the above picture of the state of our media infrastructure. The restructuring of the urban media system should not however be limited to the establishment of additional media resources as there are enough that are in operation at the present time. It would therefore be in these areas:

a) strengthening the capability of media either in organizational capability - e.g., management, technical upgrading of personnel and in linking them to sources of programs which support social and human development;

b) provision of more space and time for investigative reporting on economic, political and other development-oriented issues in both the urban and community media;

c) strengthening of community media through:

1) subsidies from advertisements which could be channelled to community media;

2) special tariff privileges to community media;

3) upgrading of existing manpower;

4) policies which would provide community media priority preference in such needed infrastructure support as newsprint, spare parts, etc.; and

5) policies which would ensure that the media content could be made more relevant to cultural and development goals.

Freedom of information means not only the creation of a climate for the free expression of ideas because as we have observed in

this part of the world, only a small minority actually takes part in opinion formation and sharing. In this situation, the priority concern of people who would like to see the fullest expression of press freedom should be directed to the establishment of conditions that would contribute to the equitable distribution of communication resources and the restructuring of the content of information along directions leading to a more balanced and authentic development. It is giving the people not only access to information facilities but also providing the support that will enable them to use these facilities as leverage in negotiating for their rights.

We cannot talk of press freedom apart from the actual social, economic and political conditions in which journalists operate. We must therefore discuss the concept of "guided censorship" where vested interest groups (i.e., the government, businessmen/advertisers, the military, publishers) exert pressure in editorial decision-making process in the form of "suggestions," "advice," and "requests." Such forms of "influences," unfortunately, are accompanied by intimidations, harassments and penalties for failure to "cooperate."

Where there is considerable self-censorship among journalists, the mass media will never be able to accurately reflect social reality. Likewise, the lack of recognition by all sectors of the potential of communication as a critical resource in development has contributed to the present state of its underdevelopment. Journalists are not properly rewarded and recognized as professionals so that they have had to fend for themselves. Such a reality breeds corruption in their own ranks. Some practice "envelopmental" journalism, a term used to describe the practice of receiving money (or other non-monetary favors) from government officials or businessmen, in return for immediate or future favors. These favors may include publicity or embargo of stories inimical to the donor's interest.

Low salaries have forced many journalists to "moonlight." Thus, they resort to self-censorship when news stories conflict with their vested interests. The economic state of the journalist has contributed to the gradual loss of professional ideals and distor-

tion in reportage. A number have been co-opted into the system, making them dependent on it. The problems of ethics and morality as well as the lack of courage in reporting the truth (or the almost total absence of investigative reporting) are the consequences of the erosion of professionalism in the communication industry.

Some prescriptions towards the pursuit of press freedom and the development of an appropriate communication system are:

1. Active participation through lobby and legislation for laws that will promote the establishment of an integrated and equitable communication system. An integrated system is one which is linked to the goals of education such as the need to infuse an ideology or philosophy into the curriculum or content. An equitable system is one that provides support (in the form of information or forum) to as many sectors in the population;

2. Research and analysis of barriers to the full exercise of press freedom;

3. Coordinated support of non-government agencies in strengthening community and alternative media particularly those that serve as forums for minorities and underprivileged communities;

4. Organization of a committee or council which should operationalize the Bill of Rights as embodied in the following constitutional provisions:

    a) Article IV, Section IX: No law shall be passed abridging the freedom of speech, or of the press, or the right of people peaceably to assemble and petition the government for redress of grievances;

    b) The right of the people to information on matters of public concern shall be recognized. Access to official records, and documents and

papers pertaining to official acts, transactions, or decisions, shall be afforded the citizen subject to such limitations as may be provided by law:

5. Professionalization of the communication industry through upgrading of institutes of journalism and communication and strengthening existing professional organizations and codes of conduct;

6. A continuing study and analysis of the needs of society now and in the future should be undertaken in order that future leaders would be able to plan an integrated and balanced communication system that is responsive to human and social development; and

7. Communication should be seen as a liberating force -- as a potent social force for non-formal education, for mobilization and integration of our society and for the attainment of the objectives of democratization. Hence, planning should be multi-sectoral and multi-disciplinary and should also involve representatives of mass-based institutions.

The present concept of free press is limited as it primarily deals with the freedom to articulate opinion through mass media channels. As communication is now recognized as a force which can steer our efforts in nation-building towards desirable directions, we have to broaden our concerns beyond the creation of an environment for free expression of ideas as this is primarily directed to media practitioners and opinion leaders. We should now lobby for better media programs and legislation which would give the public, access to vital information such as public documents, weather and disaster control information, security and emergency control measures, and information which would increase people's capacity for survival.

Future interventions must deal with the development of criteria which would ensure that future communication systems be relevant to our cultural values and to goals of self-reliance, participation and equity. The development of public policies that would ensure that the citizens' right to know, receive and transmit information are safeguarded should be a priority consideration. Communication planning should be anchored on the vision of a desired future. The challenge today is for creative imaging which entails an analysis of needs which would include desired cultural, social, economic and political conditions as well as an accurate evaluation of the nation's resource capability to support the future projection. In short, our intervention in the communication field should move away from reacting to oppressive laws and conditions towards imaging and scenario-building. This is perhaps the best alternative for those concerned about improving the capability of our communication system to respond to present challenges.

CENSORSHIP AND RESPONSIBILITY*

Florangel Rosario-Braid

During the Marcos years, it was very clear what censorship meant: it meant not criticizing the Marcoses and their associates; it meant not writing destabilizing information about the government; it meant self-censorship. And media became rather good at it because the "rules of the game" were explicit. With the change of government, the "rules" likewise changed.

The most obvious change was in the person of the censor. While the power of censorship resided in government during the Marcos era (and still does so during the Aquino administration), this power has been more or less diffused because other personalities with censorship powers have been identified. Today, censorship is exercised to some extent by the publisher or broadcast manager, the sponsor or advertiser, and the editor. The problem with this kind of censorship is that it is oftentimes arbitrary as there is at present no consensus on the "rules". For instance, Inquirer Editor Dick Pascual censored (for a good cause, we agree) a movie ad showing overt sexual acts between a dog and a comedian. Nevertheless, quite a few of this movie's posters were displayed showing the comedian and the dog. It is obvious that there is a disparity between the standards of newspaper advertising and theatre lobby advertising.

The following forms of control may be construed as forms of censorhip:

1. Full of partial control of access to information. Marginalized groups like the urban poor, subsistence farmers, and cultural communities who have no access to information are victims of censorship. A journalist who is prevented from obtaining vital information (a deliberate act) is also a victim of this type of censorship.

2. Control of publication or broadcast messages by deletion or distortion of certain words or sentences or omission of objectionable material.

3. Control of dissemination of information by causing to stop the broadcast of objectionable programs, closing down of a media enterprise, and preventing the displays of an exhibit or the distribution of publications. NTC's closure of DZEC and DYLA during the December coup are examples of

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this kind of censorship and so is the RAM-SFP's threat to bomb DZRH.

Censorship is essentially a negative sanction, normally focusing on libel, violence, sex or other objectionable materials which infringe on political and socio-cultural taboos. Some degree of censorship is howerver exercised everyday and even if they do not admit it, broadcast managers, editors and publishers do so by allowing their values and orientation to influence their decision-making. This is expressed in emphasis (The radio reporter described the government troops as "attacking") and de- emphasis (The radio reporter described the government troops as "defending" without mentioning rebel troops as "attacking"). In print, this is done through layouting and cropping of visuals. The item to be de-emphasized may be placed on the innner columns of the left-hand page; or it may be placed among a crowd of advertisements.

The present codes (advertising, broadcast, print, movie and TV) may have to be re-examined and updated in view of the questions raised about journalist responsibility during the December coup. For example, what sanctions should be given to journalists who ask people to pose and simulate an ambush? How about those who de-emphasize a national event? (e.g., focusing on a man killed by lightning instead of Ninoy Aquino's funeral; making an incredibly low estimate of crowds in an opposition rally). How about those who present gory scenes on TV or in the front page? (The Free Press cover after the coup, for instance, shows the brains of a dead soldier beside his body). How about those who feature enemies of the state in a positive light? How do we deal with those who present violence as a way of life and normal behavior of Filipinos? These are some of the questions aired before the coup. The coup gave birth to a few more. Where does journalistic responsibility to report the fact end and one's loyalty to the Construction begin? If information is withheld from the public, will it not create panic and lead to a worse situation?

These and the other questions still to be propounded can help create the framework for the new "rules of the game". It will also broaden the scope of censorship's negative sanctions.

The only antidote to these broadened negative sanctions is more positive sanctions in the form of encouragement for programs and features in accordance with the Journalist's Code of Ethics and the requirements of national development. To carry the analogy to medicine, why shouldn't communicators take an oath similar to the Hippocratic Oath? Doctors take their patient's lives in their hands and the patient's only protection is that the doctor will live up to his oath. If he doesn't, he can get slapped with a malpractice suit. Communicators shape and pattern the thinking, behavior and attitudes of a society and society's protection should be nothing less than communicators responsibly exercising their power. If they act irresponsibly, society cannot sue them for malpractice. The present trivia, violence and pornography that permeate our media diverts us from seeking solutions to our present problems. This continuing diet of escapist material lulls us into passivity and prevents the awakening of social and political consciousness.

NOTES ON RESPONSIBILITY OF THE PRESS *

Florangel Rosario-Braid

The questions of media's role in promoting a national (or cultural) identity, national integration, mobilizing communities for participation, improving productivity and public accountability often leads to the debates between media's role as an objective reflector of society (neutral role) or as an advocate supporting specific ideologies or strategies for national growth.

This dilemma still confronts us today as we try to wrestle with the conflict between the demands of media practitioners for freedom and the demand of society for an ally in its struggle towards economic and social development. The experiences shared by many Asian countries such as Thailand, Indonesia, Vietnam and Laos on how they are trying to address these problems may help us develop our own approach to developing a consensus on media's function in our society today.

For example, *Matichon*, a 27-year old publication in Thailand believes that the newspaper is one of the most important institutions in social change and imparts this philosophy to its staff. The latter are comparatively underpaid yet the paper has the best editorials. *Matichon's* editorials are always the product of collective decison-making after considerable discussion among the editorial staff. As the editor stated, "the staff is oriented to listening and learning from others . . . they accept that they do not know everything and this provide ample space for participation from the people particularly those in the rural areas. "They believe that Thai democracy started with the active help of the newspaper which encouraged people to write in their opinions." Newspaper organizations in Thailand are very powerful and play an important role in economic development.

The *Jakarta Post* which, since 1983 has been a cooperative effort of four publishers considers as its most important objective, the forging of stronger communication links with the rest of the world rather than profit-making. Indonesia limits newspaper pages to twelve on grounds of the need to allow smaller papers to grow. It also limits advertisement to only 35 percent of the total space. The Indonesian press is a "Pancasila" press according to a landmark definition of the role of the press. Thus, it adheres to the Pancasila philosophy on its orientation and behavior. This ideology consists of five principles: belief in Almighty God, just and civilized humanity, united Indonesia, democracy and social justice. Its 1982 Press Act prescribes that journalists and employees are entitled to twenty per cent of the shares after working for ten years with a press enterprise. It is the only ASEAN country where freedom of the press is expected "to disseminate objective information, implement construction, social control, channel popular aspirations and broaden

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communication and participation of the people." Finally, its approach is not confrontontional but persuasive and indirect even in its criticism. This is supportive of social norms that value self restraint and the practice of saying the truth gently and with as little purpose to hurt as possible." Aggresive journalism is considered insensitive and crude, and writers are encouraged to be "subtle as readers are able to read between the lines."

The Philippine mass media system according to many, has to be rationalized. Let the government and representatives of the private sector and nongovernmental organizations get together and come up with guidelines. We better get our act together and resolve conflicting perceptions on the role of media in order to prevent greater polarization among members of the country.

FREEDOM OF INFORMATION AND OF THE PRESS

Salvador P. Lopez *

I. Scope of Press Freedom

"Freedom of the press" is the familiar formulation of a basic human right that grew out of the power of the printed word. However, in more recent times - more precisely, since the establishment of the United Nations in 1945 - the preferred term has been "freedom of information and of the press." This longer phrase has the advantage of making it clear that press freedom has two' distinct components: the right of the people to be informed, and the freedom of the press to satisfy that right. The change is not merely verbal. It shifts emphasis from the subject of the action (the press) to its object (information). The new term also signifies a change of emphasis from prohibition of state interference to the duty of the state to promote and protect the right.

The change of emphasis is implicit in the language used in the relevant constitutional or treaty provisions. Thus, Article IV, Section 9 of the 1973 Constitution, reads:

> No law shall be passed abridging the freedom of speech, or of the press, or the right of the people peaceably to assemble and petition the government for redress of grievances.

The text is borrowed almost verbatim from the Bill of Rights of the U.S. Constitution. Philippine jurisdiction closely followed American juris-prudence in the liberal interpretation of this guarantee. In general, the Philippine Supreme Court, prior to martial law, tended to allow the broadest possible scope to freedom of the press by minimizing the restrictive effect which the threat of criminal prosecution for libel, sedition, action effect which the threat of criminal prosecution for libel, sedition, action for damages, or contempt of court have upon the exercise of the right.

Freedom of speech and of the press is not only guaranteed but amplified under Article IV, Section 6, of the 1973 Constitution:

> The right of the people to information on matters of public concern shall be recognized. Access to official records, and to documents and papers pertaining to official acts, transactions, or

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*Former Chairman of the Board of Trustees, AIJ

decisions, shall be afforded the citizen subject to such limitations as may be provided by law.

On the other hand, Article 19 of the International Covenant on Civil and Political Rights provides that everyone "shall have the right to hold opinions without interference as well as the "right to freedom of expression" which shall include "freedom to seek, receive and impart information and ideas of all kinds, regardless of frontiers, either orally, in writing or in print, in the form of art, or through any other media of his choice."

The Philippines has ratified the International Covenant on Economic, Social and Cultural Rights but not the Covenant on Civil and Political Rights. The Philippine government cannot therefore be legally held answerable internationally for the obligations imposed by the latter covenant.

However, Article 19 of the Covenant just cited corresponds to Article 19 of the Universal Declaration of Human Rights, which the Philippines is obligated to observe since it voted for the Declaration when it was approved by the U. N. General Assembly, in 1948. Indeed, the Philippines was a member of the original Commission on Human Rights which met in Geneva in 1947, to draft the Universal Declaration. Article 19 of the Universal Declaration reads:

Everyone has the rights to freedom of opinion and expression; this right includes freedom to hold opinions without interference and to seek, receive and impart information and ideas through any media and regardless of frontiers.

II. Limitations on Press Freedom

As a rule, the State has the power to impose permissible restrictions on freedom of the press. Such power is recognized in various international declarations and covenants as well as in the 1973 Constitution. Article IV Section 6 of the Constitution previously cited, provides that the right is "subject to such limitations as may be provided by law."

Another constituional provision restricts the ownership of media.

Article XV, Section 7, Subsection 1 states:

The ownership and management of mass media shall be limited to citizens of the Philippines or corporations or associations wholly owned and managed by such citizens:

This provision recognizes the potential of mass media in influencing local culture and moulding public opinion. Filipinos must have full control of media in order to limit such external influence.

Article 29, Section 2 and 3, of the Universal Declaration of Human Rights sets forth the limitations on the rights and freedoms, including press freedom, enumerated in the Declaration, as follows:

In the exercise of his rights and freedoms, everyone shall be subject only to such limitations as are determined by law solely for the purpose of securing due recognition and respect for the rights and freedoms of others and of meeting the just requirements of morality, public order and the general welfare in a democratic society.

These rights and freedoms may in no case be exercised contrary to the purposes and principles of the United Nations.

A. Laws· Penalizing Sedition, Rebellion and Subversion

Pursuant to the clause, "as may be provided by law," the following is a brief summary of existing laws, decrees and letters of instruction that restrict the exercise . of freedom of the press in the interest of national security:

(1) **Presidential Decree No. 970** (Issued July 24, 1976) amended Article 138 and 142 of the Revised Penal Code by increasing the penalty for authors or rebellious or seditious literature, including the editors and publishers of perdiodicals publishing such, and the owners/operators of the establishment producing or selling the same. The

penalty for inciting rebellion was increased to the penalty of **reclusion temporal in its minimum period from prison mayor or fine** ranging from six thousand to twelve thousand pesos, or both. The penalty for inciting to sedition was increased to the same degree from the original prison mayor in its maximum period and a fine not exceeding two thousand pesos.

(2) **Presidential Decree No. 1834** (Issued January 16, 1983) - This decree further increased the penalties for certain activities from **reclusion perpetua to death** in the following cases:

Section 7: x x x

Any person, who having control and management of printing, broadcast or television facilities, or any form of mass communication shall use of such facilities for the purpose of mounting sustained propaganda assaults against the government or any of its duly constituted authorities or who shall use or allow the use of such facilities for any plot or conspiracy to accomplish any of the acts which constitute rebellion or insurrection or sedition.

(3) **Presidential Decree No. 33** (October 28, 1972) penalizes the printing possession, distribution and circulation of certain leaflets, handbills and propaganda materials. It imposes the penalty of prison correccional in its maximum period upon the violators. The decree covers activities of persons who without taking up arms or being in open hostility against the government or without inciting others to the execution of any act of rebellion, shall print or publish any handbills, leaflets, posters or similar materials, or shall possess, distribute, or draw, write, or sketch any immoral or indecent picture or word on any wall, fence, sidewalk or any other visible public or private place which incite people to violence or to disregard, ridicule, defy or ignore any lawful order or act of the government or any of its officers or which, in any

case, tend to undermine the integrity of the government or the stability of the State.

(4) **Presidential Decree No. 90** (January 6, 1973) covers what is now popularly known as "rumor-mongering." A penalty of prison correccional is imposed on any person who shall utter, publish, distribute, circulate, and spread rumors, false news or information and gossip that produce divisive effects among the people, discredit of or distrust for duly constituted authorities and/or that undermine the stability of the government and the objectives of the New Society and, therefore, inimical to the best interest of the State.

Implication of P.D. 33 and P.D. 90

1. Both decrees in effect narrow down if not obliterate the privileged area of fair comment. Criticisms of the government or the incumbent President can easily be brought within the coverage of these laws.

2. Both decrees end with a "catch-all" provision.

3. They broaden the definition of rebellion and sedition thus expanding the threat of punishment. In effect, this operates as a restraint a priori.

(5) **Presidential Decree 1737** (September 21, 1980). This Public Order Act imposes a penalty of imprisonment for not less than thirty (30) days but not exceeding one (1) year for violations of which among others, provides that "whenever in the judgment of the President there exists a grave emergency or a threat or imminence thereof, he may issue such orders as he may deem necessary to meet the emergency including but not limited to preventive detention x x x restricting the movement and other activities of persons or entities with a view to preventing them from acting in a manner prejudicial to security or the maintenance of public order, directing the closure of subversive publications or other media of mass communication, banning or regulating the holding of entertainment or exhibitions detrimental to the national interest x x x"

Implications

1. The decree broadens the doctrine of clear and present danger adopted by the

Supreme Court of the Philippines in many cases. The President has now the power to close down media establishments when there is merely a threat or imminent danger thereof. The nature of "emergency" is not clear. It can be a catch-all word.

P.D. 1737 should be examined within the context of the "dangerous tendency" rule adopted by the Philippine Supreme Court in testing violations of freedom of the press. The Supreme Court held that "if words tend to create a danger of public uprising, then the words can be subject of the penal clause."

2. The decree likewise gives the President authority to restrain or restrict the movement and other activities of persons (including journalists) with a view to preventing them from acting in a manner prejudicial to national security.

3. Since the definition of what makes some acts criminal is vague, this may operate as a deterrent to journalists in their reporting and analysis which ordinarily would lie within the area of fair comment.

(6) **Presidential Decree 1877** - (August 5, 1983) Preventive Detention Action (PDA) - This decree provides for the issuance of a preventive detention action. Earlier Proclamation 2045 authorizes the President to cause the preventive detention of persons engaged in or charged with crimes of insurrection or rebellion, subversion, conspiracy or proposal to commit such crimes or for furtherance thereof. Thus, this decree incorporates Proclamation 2045.

As a general rule, only upon proper warrant issued by a court in appropriate cases shall persons charged with the aforementioned crimes be arrested and detained. An exception is provided in cases wherein the President is authorized to order the preventive detention of people engaged in or charged with these crimes upon application of a military commander or head of a law enforcing agency upon ascertaining that those who are to be arrested have committed or are about to commit these crimes or probably escape or commit further acts to endanger public safety and order, under the following circumstances: (a) when resort to judicial process is not possible or expedient without endangering public order or safety; and (b)

when the President thinks that to apply for a judicial warrant may jeopardize the intelligence operation of government or endanger the lives of authorities. The subject can be arrested and preventively detained for a period of not more than one year and his arms, equipment or property used or to be used in the commission of the crime or crimes. He has also the authority to order the release or direct the filling of the proper information in court depending on recommendation of a review committee.

In April 1983, Antonio Nieva, **Bulletin Today** Senior Editor and president of the newspaper's employees union, was held by the military on a **Presidential Commitment Order** and detained on a charge of inciting to rebellion. The arrest came three months after a strike by the Bulletin Union protesting unfair labor practices and barely a week after five existing newspaper unions agreed to band together in a brotherhood that would later be launched as a journalists guild. Nieva was released under house arrest after three weeks of detention.

B. Libel Laws

It is the State's right and responsibility to impose restrictions and penalties on writings which are found to be violative of the rights and reputations of others. This is ensured by libel laws.

Article 353 of the Revised Penal Code defines libel as:

> "a public and malicious imputation of a crime, or a vice or defect, real or imaginary, or any act, omission, condition, status or circumstance tending to cause the dishonor, discredit or contempt of a natural or juridical person or to blacken the memory of one who is dead.

Libel laws, however, can also operate as a threat or prior restraint to the journalists. Such is the case when they are applied indiscriminately or impose "crippling" financial penalties.

The number of libel cases against publishers, editors and writers for the past three

years has increased at an alarming rate as compared with that of previous decades, unprecedented in the history of Philippine jurisprudence.

Contrary to the clear intent of the law on libel, some libel suits filed exclude the publisher to the prejudice of the editor and writer.

On February 2, 1983, charges were filed by military officers against four (4) journalists and the editor of **Panorama** for alleged libelous articles: Jo Ann Maglipon for an article on the Atas of Mindanao; Ceres Doyo on Bataan; Lorna Tirol for "In this Catholic Country, Is it being Subversive to Live Out Christ's Gospel?" (November 21, 1982) and Sheilla Coronel, author of "Who killed Bobby de la Paz?" (December 12, 1982). The **Bulletin Today** and **Panorama** publisher Hans Menzi was not included in the libel suit.

Considering the low financial rewards journalist receive, these multi-million peso charges are unjust, unrealistic, and clearly intended for harassment. The high damage claims are meant to intimidate the journalist. The libel suit filed against Ceres Doyo claimed P10 million in damages. The defendant's lawyer described the suit as "malicious, even if the defendant were to pay P1,000 a day, she would not be able to pay the P10 million till the end of the century."

A more recent case involves a **Bulletin Today** correspondent Isidro Chammag who now faces a P40 million libel suit filed by military officers for his story on alleged military abuses in Abra province in Northern Luzon which appeared in May, 1983.

C. Unwritten Guidelines

During the Businessmen-Media Dialogue sponsored by the Makati Business Club on September 1983, **Bulletin Today** publisher Hans Menzi identified three guidelines which were set before the Bulletin was allowed to resume publication in 1972. These are:

1. not inimical to national security
2. no criticism of the first family
3. no trial by publicity

In a recent interview, **Bulletin Today's** editor-in-chief confirmed the publisher's statement. He said that it is in this area where government pressure is felt most strongly. He admitted that in some instances, what the journalists regard as objective reporting is considered a transgression of security by the government.

The Bulletin's immediate past editor has identified the following as other taboo areas:

1. corruption in high places;
2. "malpractices" (abuses?) of the military

At a recent seminar on the Unesco Media Declaration, Antonio Ma. Nieva, who presented the Philippine paper, confirmed that government intervention in the Philippine press is manifested through a set of guidelines handed down at the start of martial law and which media practitioners have internalized. These are: (1) anything critical of first family; (2) any story that would jeopardize national security; (3) any item that would peril military operations; (4) any article tending to cast aspersions on the military; and operations; (4) any article tending to cast aspersions on the military; and (5) any story inimical to the interest of the Philippines, its culture and people.

III. Conclusion

As mentioned in the MacBride Report, the most serious restrictions of a legal character arise from such concepts as "official secrets," "classified information," and "security." Such vague words, the Report added, can be open to very narrow or broad interpretations, the very indefiniteness of which often forces the journalists and editors to apply self-censorship. An examination of the decrees earlier cited will reveal that vague words and phrases such as: "best interest of the State," "detrimental to the national security," "security," "integrity" and "emergency," are common. The very vagueness of these words or phrases also permits law enforces to interpret them at their will and pleasure.

While these words or intentions continue to be vague, the scope of acts deemed

inimical to these intentions (thereby constituting a crime of rebellion, sedition and subversion) has been expanded. This renders virtually every criticism of government, a criminal act and operates as a deterrent to the exercise of freedom of expression.

How does one measure the state of press freedom anywhere, at any given time?

There is one useful rule of thumb: wherever or whenever people become embroiled over the question that they keep holding conferences, seminars and symposia to argue heatedly or at great length about it, it is almost an infalliable sign that there is no freedom of the press or that there is not enough of it. Because, if there was, people would simply go about practicing it instead of arguing about it.

Here is another rule of thumb: the Batasang Pambansa and the Press are like two persons riding a bicycle in tandem, along the road to Freedom and Democracy. They will either reach their common goal together, or not at all.

A society needs freedom of information for the same reason that a man needs eyes: to know where it is going. On the other hand, it is much easier to drive a horse with blinkers.

The analogy goes to the heart of the debate about freedom of information. It is undoubtedly easier, in the short run, to govern a country where there is a central command post at the top of the state hierachy which enjoys a monopoly of knowledge and information as well as a monopoly of power and decision.

The trouble with such a society, however, is that it tends to become a "spectator society" composed of citizens who have lost all initiative to think for themselves, to make their own judgments, and to do things on their own responsibility. Somebody at the top is doing all the thinking and deciding for them.

The best society for our people is one that is free, pluralistic, egalitarian, participatory, self-reliant and humane. Such a society would need a free press to serve it.

The mass media are functional instruments of the national society. Every nation, in the end, gets the kinds of information system it deserves, or more accurately, the kind of information system that fits its chosen model of political, social and economic organization.

If a nation opts for a liberal-democratic policy, then it will have an information it deserves, or more accurately, the kind of information system that fits its chosen model of political, social and economic organization.

If a nation opts for a liberal-democratic policy, then it will have an information system like that of the USA, France, Britain or Japan. If it decides to go socialist or communist, it will have a state-controlled system of information like that of the Soviet Union or China. And if it wants to remain authoritarian (though pretending to be "democratic") then it will adopt a model of press organization like that of the Philippines or Indonesia.

Do we want freedom of information and of the press in our country? If we do, we should realize that it would be necessary to restructure the national society. In the long run, only a free and democratic society can tolerate the burden of a free and unhackled press.

And in a dictatorship such as we continue to have, only a press that tries by every possible means to test the limits of freedom and extend its scope can help to bring about the eventual dismantling of the system and the construction of a free society.

A free press, or a press struggling to be free is indispensable leader or the vanguard of a peaceful revolution. It must show the way as well as respond to the clamor of an awakening people. It cannot just wait until all the conditions are ripe for liberty to be born or reborn.

The argument may appear oddly circular -- and it is circular: A free society needs a free press in order to remain free, and a free press needs free society to ensure its performance and continued existence. Freedom of the press is the touchstone of all the freedoms to which a free nation is dedicated.

AUTONOMY AND INDEPENDENCE OF PRINT MEDIA IN THE PHILIPPINES: THE BULLETIN TODAY CASE STUDY

by: The A I J Research Team

Editor's Note: This is the executive summary of the first and perhaps most in-depth study of the state of newspapers during the Marcos regime. It documents even the most insidious approaches to control media. The study was conducted by the Asian Institute of Journalism in 1984 at a time when such documentation was itsself a risk.

This Philippine report is part of a UNESCO-sponsored study aimed at analyzing the level of autonomy and independence of the press in two developing regions of the world -- Asia and Latin America. Specifically, it aims to (a) examine how social, economic, cultural and political issues affect media autonomy and independence; (b) identify and explain the constraints and motivations that affect media autonomy; (c) define the patterns of decision-making used by agents in the editorial, operational and environmental blocks; (d) determine the extent to which **Bulletin Today** and **Panorama** contribute to the enhancement of national development goals; and (e) offer policy recommendations that will strengthen the capability of the press to further contribute to the solution of societal problems.

Bulletin Today, a national daily and its Sunday supplement, **Panorama**, were selected as cases because both publications have the largest circulation and readership in the country. Data were gathered through (a) survey questionnaire; (b) interview; (c) unobtrusive observation; (d) content analysis; (e) DELTA Chart; and (f) library research.

The study also examined the relationship between societal problems identified (e.g. increasing militarizatibn, graft and corruption in government, unemployment, etc.) and the autonomy and independence of the press. These problems affect autonomy as they set the context in which the journalist, the editor and the publisher perform their job. It is further assumed that the press can contribute to the solution of these problems through a better informed public.

The extent to which the press may be able to address itself to these problems depends on its degree of autonomy or independence. The study noted that press censorship (whether self-imposed or not) the levels of media autonomy and independence, the study points to the emergence of these two types of decision-making behaviors, namely, (a) **after due consultation with outside blocks** and (b) **in a pre-determined way, following instruction from the outside blocks.** Many of the contraints observed affect agents in the editorial block (journalis and editors) more than those in the operational (the publisher, advertising and circulation managers, etc.) or

environmental (professional media organizations, media workers union, etc.) blocks.

In the editorial block, editors and journalists have decried the existence of laws which operate as prior restraints. The very general nature of the provisions of these laws make criticisms against the government appear subversive or seditious.

Equally repressive is the existence of "unwritten guidelines" or taboo areas which limit the areas for free comment. The existence of written and unwritten laws contributes to conscious passivity. Although aware of the need for objectivity and to present issues along a particular viewpoint. Some journalists hesitate to do so but instead act in a pre-determined way, that is, decision-making is based on past experience. Or, they refer the issue to the editor which gives rise to the second level of autonomy which is to act after due consultation.

For both journalist and editor, present economic problems have contributed to competitive behavior and a struggle for survival. Several respondents admitted having compromised objectivity owing to low salary and poor incentives. Others "moonlight" and practice "envelopment" journalism ("under the table" monetary rewards). These unethical practices have contributed to the practice of self-censorship.

Other constraints include the lack of necessary conditions for investigative reporting which is often attributed to inadequate training and resultant behaviors which are the effects of martial law. The study noted motivations affecting media autonomy, namely: (a) the publisher's respect for the public's right to know; (b) high regard for Bulletin because it is the oldest surviving newspaper; (c) the challenge in the form of limitations to press freedom which is found in the present political system; and lastly, (d) the "halo effect" of the journalism profession and the prestige and power it confers on its practitioners.

In the operational block, the pattern of media ownership is a major constraint in attaining autonomy. A "natural marriage" of interest between owners and the existing political regime characterizes media ownership.

While a newspaper may profess to support press freedom, this right is constrained when the interest of the publisher is at stake. In the case of the publications under study, the publisher's interests are (a) his close alliance with the incumbent political leadership; (b) his investments in the publishing industry; and (c) other business interest e.g., agri-business industries.

The commercial orientation of the media system is another constraint. Economic considerations principally dictate decision-making. The dependence of the newspaper on advertising as shown by the fact that 80 per cent of its support comes from this source makes it continually sensitive to market forces. Requests to "kill" or "play down" stories that are inimical to advertisers' interests are almost always considered.

The publisher's interference in editorial decision-making has led to the emergence of three patterns of decision-making. These are: (a) "stop," (b) "stop and revise," and (c) "stop and fire." Such interference prevents the publisher from fulfilling his public service obligation.

Agents in the environmental block directly or indirectly affect media autonomy. These agents include the government, professional media organizations (National Press Club and Publishers Association of the Philippines, Inc.), media workers' unions, competitive newspapers and the readers.

Government interference can be "persuasive" as in the form of telephone calls by government spokesmen to newspaper editors to give "advice," "suggestions," and guidelines on how to manage a particular story. It also takes the form of requests for favors. These forms of interference support the prevalence of the second level of autonomy, namely, after due consultation with the outside block. The government is the most intimidating among all the sectors in the "outside block" as its interventions are often in the form of libel suits, interrogations, subversion charges and preventive detention. The last four are the most common forms of harassment by the military against both editors and journalists. Victims to such forms of harassments have become cautious and often approach their decision-making in a pre-determined way.

Despite the system of self-regulation imposed by the Publishers Association of the Philippines, Inc. (PAPI), unethical practices still continue. A monitoring unit that will enforce PAPI's code of ethics may therefore be a necessary mechanism to support self-regulation. Existing professional organizations like the National Press Club are often perceived as social clubs which do not contribute substantially to the professionalism of its members. The right of the media workers (journalists, plant workers, etc.) to bargain for their rights and privileges is limited due to the absence of a strong media workers' union. Those in the media are the "most over-regulated" workers in the country and are subjected to regulations.

The rise of the "alternative press" has contributed to the objectivity and autonomy of the large media enterprises including the Bulletin. These alternative media whose number markedly increased after the assassination of opposition leader Benigno Aquino, Jr., are known for anti-government and opinionated content. While both the circulation figures and advertising revenue of the alternative press do not threaten the big dailies, the former have contributed to the growing objectivity of the latter.

The reading public can be a powerful pressure group in demanding editorial reforms. This was demonstrated recently through various protest actions by citizens against three major dailies (Bulletin Today, Philippine Daily Express, and Times Journal). Bulletin respondents from both management and editorial blocks agreed that the public demand for fair and objective reportage had motivated journalist to become more critical of government. This has also resulted in increased coverage of opinions and activities of opposition groups.

Readers identified Bulletin Today and Panorama as the newspaper and magazine that they prefer to read or which greatly influence their opinions and attitudes. However, many still perceive today's newspapers as being subordinated to government interests and as conduits for commercial advertisements.

How did all these constraints and motivations affect media outputs of Bulletin and Panorama? The content analysis has shown that in discussing government affairs (government policies and systems, government personalities, and programs and activities), most of the references made in Bulletin's editorials, columns and letters to the editor are neutral. This is quite unusual, particularly for editorials since they must in principle take a stand on issues. However, Bulletin's letters to the editor seem to be relatively daring in criticizing government personalities.

While the study showed that Bulletin did not appear to have courage to censure the government, it was however daring enough to censure the military. The newspaper has further manifested a neutral stance in reporting the news.

The Bulletin substantially covers domestic affairs, thus complementing Panorama's coverage of international affairs. Of seven subject matter categories, "others" appear as the most adequately covered category. "Others" include private individuals' activities; urbanization; ASEAN activities; and lifestyle in other countries. Discussion on these topics were mostly neutral. Considerable coverage was given to activities of selected individuals making Panorama personality-oriented.

The responsibility of the press in carrying out its critical functions in the light of present social problems is one measure of determining its level of autonomy. Results of the thematic analysis, however, showed that Bulletin and Panorama did not adequately cover the major societal problems facing the country today, and therefore have failed to contribute to their solution. The interviews with the principal actors in the editorial and the operational blocks have shown that their decision-making is greatly affected by constraints in the environment.

2
CRISIS REPORTING

THE PHILIPPINE MASS MEDIA IN TIMES OF CRISIS

Evangeline R. Alberto *

At no other time is the dependency on media information heightened as it is when there is conflict or crisis in society. The four-day Philippine revolution in February was a dramatic performance which evolved from a build-up of events starting from the snap elections of February 7, and which reached its crescendo when the deposed dictator fled the country on February 25.

Weeks before February 22, the fateful day when the distress signal was sent from Camp Aguinaldo by Minister Juan Ponce Enrile ans General Fidel Ramos, the media were already on the scene to cover the snap election campaign, and they were around to witness the unprecedented brazen massive cheating on election day and the frandulent canvassing of votes that followed days after.

Because of their immediacy, radio and television were in the forefront in the election coverage, and as the tabulation of election returns came in, conflicting reports were given by the mass media. While all the TV stations and practically all radio stations covered the official count conducted by the Kapisanan ng mga Broadcaster sa Pilipinas and the crony press, the NAMFREL (National Movement for Free Elections) count was monitored only by Radio Veritas, a radio station owned by the Philippine Catholic Church. The COMELEC count and the Media Poll Count showed President Marcos leading while the NAMFREL count showed Cory Aquino ahead.

Credibility had a lot to do with the fact that almost all the people were tuned to Radio Veritas from the time of Ninoy Aquino's assasination through the snap elections and up to the time of the revolution. This station became the only news source for the people who were hungry to hear about the events which were not covered by the crony media (these include practically all television and radio stations). A survey conducted in Metro Manila in 1985 has shwon that Radio Veritas and the alternative press had the highest credibility among the mass media.

And so it was that the people were already tuned in to Radio Veritas on that fateful evening of February 22, and with the quick response of the local and foreign press to the scene, the world had an instant knowledge of the drama that was the "Bloodless Revolution on EDSA."

The Role of the Electronic Communication

A. Radio

During the four-day revolution that saw the downfall of a corrupt dictator, the critical

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role that electronic communication played has demonstrated that mass media can indeed bring about revolutionary change within a short span to time. Radio Veritas was very much in the forefront as it was over this station where Minister Enrile and General Ramos aired their appeal for the people to rally behind their cause on the night of February 22. Anchored by June Keithley, the medium was extensively used to inform, mobilize, inspire and link the people to the centers of vigil. Later that evening, it was Cardinal Sin's call over Radio Veritas that would summon hundreds of thousands of the Filipino faithful to the streets of EDSA to give moral support and provide food to the camps. It was over Radio Veritas too that Butz Aquino made a similar appeal to which several thousands of people responded. "The early desperate cry over the radio from Minister Enrile could not have a more telling impact had it been sent on another medium. But radio has a greater force as the listener has the added impact of embellihing the message in his imagination." (Florangel R. Braid, "A People Power-Media Coalition")

Radio Veritas became the only lifeline and information link between the rebels in the camps and the people during the days that followed. Please for more barricades, vigilantes and food brought forth the emergence of "People Power" which was catalyzed by this radio station. People from all walks of life and from all directions poured out into EDSA to make their last stand for freedom. "It was an awesome sight -- a sea of humanity answering the summons of this one radio station playing like the Pied Piper of Hamelin." (Crispin Maslog, "The Role of Communication in a Crisis: The Philippine Experience.")

The drama over Radio Veritas was momentarily cut off when a commando group attacked its facilities. June Keithley however was able to move clandestinely to another radio station which she aptly baptized "Radio Bandido" and where she continued to carry on her marathon broadcast which was heard throughout the country, giving the people a blow by blow account of what was happening. A writer recalls, "The whole place seemed like one huge guadrosonic stereo all glued to Radio Veritas."

B.   Television

The credibility of the television stations during the elections and the revolution reached an all time low. All that these stations became during these events were to be blatant and distorted mouthpieces of Marcos who had schemingly institutionalized dictatorship through media control.

In all the critical events which started from Ninoy Aquino's assasination through the snap elections and finally the revolution, the television has been criticized for its lack of credibility and objectivity, and its inability to provide adequate information to the people. It will be remembered that there was no television coverage given at all to the Ninoy Aquino funeral, a fact bewailed by millions of Filipinos who anticipated the event with bated breath. Opposition rallies before and after the snap elections were not at all given a slot on television while its "hardsell" thrust was totally for the Marcos propaganda.

During the revolution, television was used by Marcos to "stage" a confession from his men whom he claimed had uncovered a coup d'etat plot by Enrile and Ramos to assasinate him and his family.

The television camera focused on a nervous-looking military officer who was forced to read his participation in the plot -- a self-serving ploy on Marcos' part to generate sympathy.

This was followed by another dramatic appearance on television by Marcos surrounded by his family in Malacañang. Knowing he was losing ground, the idea was to show the people that everything was alright and that he still had complete control of the situation. Despite attempts of the family to look nonchalant (with the First Lady and Imee smiling and a grandson running all over the place) the television viewer could not miss the forlorn and dejected figure that Marcos projected. It was as if he knew that his end was near.

Another interesting spectacle on television was when General Fabian Ver, visibly agitated and nervous, arrived in full battle regalia to ask clearance from Marcos to launch a full artillery attack on the camps, and

Marcos trying to appear very calm and collected, quietly said no. The camera showed a resigned and pathetic leader which was so unlike the arrogan and "invincible" Marcos. Incidentally the orders to attack were mandated just the same by Ver, but were not carried out by the officers in command.

In the middle of a press conference on Monday, February 24, as Marcos was about to answer a reporter's questions, the television screens blacked out. Channel 4 had been taken over by rebel troops. Channel 4 was renamed Voice of Free Philippines by the rebels. The initial telecast was without any format, casual and spontaneous. So unstructed and informal was its programming, that anyone came to sit on the make-shift panel to share their unscripted views, fears, reflections and euphoria over the recent events. All of them served as anchorpersons, facilitators, advisers and conduits of messages, appeals and announcements from the television audience. Channel 4 then became the communication center for the Revolution.

While Channel 4 was already in the hands of rebel troops, the other stations were all set to cover the Presidential inauguration of Marcos in Malacañang. Perhaps to show the people once and for all who had control of the situation, the Reformists cut off the power (Channel 9 transmitter) at precisely the exact moment Marcos was going to be sworn in, thus aborting a memorable scene at its climax. Marcos was off the air for the last time. Television however, captured the most informal Presidential oath-taking ever in history, when the widow Corazon Aquino pledged to faithfully serve the Filipino people in a small function room of Club Filipino, a club-restaurant in the suburbs.

The battle for the airwaves was completed by the rebels by the capture of Channel 9. The successful take-over of the television stations one after another triggerad off more link-ups of other radio stations with the new government station. By 9:30 p.m. February 25, news was confirmed on the radio and television that Marcos and his family had indeed fled the palace on their way to Hawaii. At that moment, millions of Filipinos spilled out of their homes to the streets in wild abandon, crying, laughing and praying in celebration of what seemed like all of their holidays combined.

Looking back, the Marcos government had all the time to regain Channel 4 after the rebels took over, as they could have signalled a media blackout immediately thereafter, but they did not. "Historians would someday debate on whatever the failure to act decisively was due to the lack of a central command on the part of government media or because God had a hand in the events that followed in that. He provided the right mix--people power, credibility and good judgment by the media in using the right messages at the right time" (Florangel Rosario Braid, "A People Power - Media Coalition")

The uncanny sense of timing, quick thinking and strategies employed by both media and the people helped bring the bloodless revolution to its successful end, of course, with the unseen hand of God directing them.

Role of the Print Media

From the time of Ninoy Aquino's assassination until the Revolution, a steadily growing social and political awareness of the Filipino people has been observed and this was shown in several protest actions by the various sectors of society through demonstrations, boycotts, rallies and the like.

In these activities, the press was criticized for its failure to provide balanced and truthful information and for its being the government's mouthpiece. In protest against the press system, the people boycotted the establishment papers and patronized the alternative press.

The print media through the alternative press did their share too in keeping the people abreast of development during the four-day crisis. A writer said, "Never in the history of the Philippines have the newspapers played so gargantuan a task in keeping the people's hopes alive and urging them to do their share by merely reporting truthfully -- and, may I admit now, with some degree of sensationalism--the events shaping up during the four-days before the revolution was over." (Esty Juco, Malaya May 13, 1986)

There was a great demand for the alternative print media during the crisis particular-

ly Malaya whose circulation jumped to as high as 500,000 copies a day, and the The Philippine Daily Inquirer, a newcomer then, whose circulation went up to 350,000 during the week of the revoluton.

Malaya's popularity stemmed from its negative stance against the government, having gained a reputation of being a "fearless freedom fighter" since the early days of martial law. Its articles have always been sensitive to national issues and critical of government mistakes.

The print media during the crisis witnessed the phenomenal rise of a new publication called "The Philippine Daily Inquirer." It started out initially as a weekly, covering for most part the Sandiganbayan hearings of the Aquino assassination in September 1985, and became the most sought after publication during and after the Revolution because of its fearless blow by blow albeit sensationalized account of the saga at EDSA to a hungry readership.

Another newspaper who competed for circulation during the crisis was the Manila Times. A new publication then, (since it started coming out in February 5, just two days before the elections) it was able to take advantage of the dramatic events of the snap elections through the days of the revolution.

Other publications which played major roles during the crisis that are worth mentioning here are the Mr. & Mrs. and Veritas. The crony press like the Time Journal, Daily Ex-

press, and the Manila Daily Bulletin were snubbed by the readers because of their lack of credibility.

In resume, it can be conclusively drawn from the events during the crisis that the mass media have indeed performed incredibly well -- informing, inspiring, mobilizing and directing the people from the start to finish.

Radio, particularly Radio Veritas played the most significant role in the upheaval -- not only in its vigilant airing of public opinion and reporting of events as they transpired but most especially in serving as the vital communication link among the participants of the revolution and the people, and among the people themselves.

Secondary to radio was the role played by television because it was only when Channel 4 was captured by the rebels did it become credible when it became the communication center during the latter part of the revolution and immediately thereafter. Before that, television had acquired a reputation built over the years of being a controlled and inhibited medium and therefore had zero credibility.

The print media although unable to equal radio's immediacy and reach played a major role too in its ability to provide the human interest details about the revolution and more importantly, it provided history with a more indelible record of the bloodless revolution which can be referred to by the future generation in the years to come.

MEDIA AND THE COUP: EMERGING ROLES AND LINGERING QUESTIONS *

Florangel Rosario-Braid,
Roberto O. Victoriano and Virgilio S. Labrador, **

Once again the latest coup attempt by reformist elements of the Armed Forces of the Philippines demonstrated the pivotal role of media in a crisis of such magnitude and proportion. Over 113 people died and 500 were wounded, mostly civilians as a result of the adventurism of a disgruntled few. For the sixth time in three years, another coup attempt was mounted, this time with more ferocity and organization, and as has been the case in every coup attempt, the seizure of media facilities were high on the objective list of the rebels along with the likes of Camps Aguinaldo and Crame and Malacanang itself. For a while, it seemed that the future of the constitutional government in this country hung in the balance, until the tide was turned in the government's favor.

Media, to be sure played an important role in this reversal. It is no coincidence that the beginning of the end for the rebels became evident when they withdrew their strategic positions foremost of which, included the two major television network stations that they occupied. Just as the rebels were losing the shooting war against the government, they were also losing a battle for the hearts and minds of the people being waged in the airlines. Unable to operate the television stations that they took over, and denied access to other stations, the rebels lost out in the "propaganda" war, which proved as fatal to their cause as the much-ballyhoed U.S. intervention.

Criticisms

The government, however, will have to bear the criticisms as a consequence of its actions during the coup. Media organizations led by the National Press Club and the People's Movement for Press Freedom have assailed the government's closure of two radio stations at the height of the coup for purportedly lending themselves as tools for rebel propagaanda. In a joint statement signed by seven prominent media organizations, they questioned the broad powers of the National Telecommunications Commission which has acted as "legislator-prosecutor-judge-executioner," according to the statement, on matters affecting national security.

The controversy over the closure of stations DZEC in Manila and DYLA in Cebu recals to mind the debate on national security and press freedom. Where does freedom of the press end and national security begins? Evidently the thin borderline between the two has yet to be established among the parties concerned. The government still has to come out with an acceptable definition of national

security and spell out clearly in what situations it can be invoked. In the case of the closure of the two radio stations during the last coup, critics assail the fact that the government's closure came before a state of emergency was declared by the President. There is a need, therefore, to review all existing laws and regulations governing the exercise of press freedom to ascertain their consistency with the consitutional provision that no law shall be passed abridging the freedom of the press. To begin with, legislators could start with holdover Marcos laws and decrees which continue to take effect.

On the other hand, the recent coup likewise revived the issue of objectivity and balanced reporting. Certain questions were brought to the fore: where does one draw the line between a reporter's duty as a citizen, which is to uphold the constitution, and his journalistic duty which is to report the truth?

Radio -- a "Revolutionary Medium"

Aside from reemphasizing media's strategic value, the coup also brought into attention a new and more potent role of media, particularly radio, as a "revolutionary medium," as one columnist put it.

Orson Welles' broadcast of "War of the Worlds" in the thirties is a grim illustration of the broadcast medium's "hypodermic needle effect" and its power to influence people's behavior. The broadcast was so realistic, it led people to evacuate their homes, some getting married in a rush, in fear of the green-skinned invaders from Mars. A more positive illustration is Franklin Delano Roosevelt's fireside chats which galvanized and lifted a whole nation from the hopelessness of the Great Depression.

These two contrasting cases define the extreme of radio uses, and serve as examples of how radio can perform, or not, its social responsibility to its audience. The radio coverage of the recent coup attempt raises the issue of social responsibility. DZRH and DZMM are generally regaled as heroes for fearless broadcasting under a storm of bullets and bombs. On the other hand, DZEC and DYLA, after receiving a few telephone calls from government officials (in effect, to tell them that Big Brother is Watching) were

closed down December 3. The stations were closed based on guidelines created by the KBP--of which the two stations were members--and furnished to the National Telecommunications Commission.

With all schools and offices closed, the majority of the city's population stayed in the safety of their homes glued to their radio sets listening to the latest news. With the television stations off the air, the people had only the radio to rely on not only for information but also hope and inspiration in those dark moments when the nation stood still as its fate was being decided by opposing forces of the Philippine military. Radio proved equal to the task. News and information were delivered instantaneously and objectively. In such crisis situations where the difference between life and death could be spelled by the speed of delivery of accurate information, radio was the ideal medium. Radio also provided a instant feedback mechanism in which people could call in their views or provide vital information. Callers came from as far as the Middle East worried about their relatives fate to ordinary citizens airing their views freely as well as opinion leaders.

The courage and objectivity of broadcast journalists deserve the accolade given to them by a grateful nation. Young dedicated media people risking life and limb to bring up-to-date news to an information-starved public. In a tension-filled situation, radio had a sobering effect on the population which prevented panic and pandemonium from breaking out. There were, of course, some exceptions, such as when one radio station was closed down after continuously airing rebel pronouncements and finally causing widespread panic and fear in people when they announced the unconfirmed information of an imminent attack on Malacanang enjoining people to evacuate their homes.

To be sure, media reporting during the coup leaves much to be desired. Reporters have yet to grasp the basic canons of crisis reporting, which prohibits the disclosure of troop positions and movements. Most reporters could not even properly recognize weapons and aircrafts, which could have saved a lot of confusion, especially in the case of the US Phantom jets. But this is not to dis-

count their exemplary performance, which has done the professon proud. If anything, the recent coup has proven that Philippine media has come of age. It has proven itself in a time of grave national crisis, when they are needed most.

"Emergency Powers"

With the President's assumption of emergency powers, media, broadcast in particular, perceives itself to be threatened. This "veiled threat", as some commentators put it, has not been felt since Febraury, 1986 when government forcibly closed or destroyed stations not echoing the government line. Naturally, this perceived threat has drawn comments, pro and con. Coming out strongly for the pro side, Loreta Medina, a literature teacher says, "In a critical moment like a coup d'etat, a journalist should defend the State; he has to subordinate his being a journalist to that of this being citizen. A coup... is an assault on his freedom to express ideas peacefully."

It is in the area of broadcasting that the issue of emergency powers is particularly highlighted. Here we must differentiate between radio and TV. Television, unlike radio, still requires the presence of an OB (outside broadcasting) facility to bring pictures into the home. With its powerful and portable technology radio, broadcasts can be done by one person on the run. TV admittedly has the more compelling element of visuals. One can recall the family of Col. Rafael Galvez, leader of the rebels who holed up in one of Makati's high rises, pleading for him to surrender. Or the tears Brigadier General Rodolfo Biazon tried to hold back. All these, while powerful and poignant, do not have the immediacy that radio possesses. With the radio reporters' ability to go "on the spot" without lugging cumbersome camera, radio is able to portray a reality that goes just beyond mere reportage. It magnifies as it were, the events being described. When DZRH's Eloy Aquino suffered cuts from glass shards of their mobile radio van, one empathized and suffered with her as she described how she could not move for fear that she would be cut worse. When DZMM reporter described airplanes swooping down Camp Crame, one could feel the peril that comes with the bombs. With this kind of power, radio could either create collective anxiety or collective sobriety.

At issue here is the constitutional provision which says that "In times of national emergency, when the public interest so requires, the State may, during the emergency and under reasonable terms prescribed by it, temporarily take over or direct the operation of any privately owned public utility or business affected with public interest." This is further supported by the provision that "The State may, in the interest of national welfare or defense, establish and operate vital industries, and upon payment of just compensation, transfer to public ownership, utilities and other private enterprises to be operated by the government."

Understandably, mediamen are worried about how the government will exercise this newfound power. They say that even before the government acquired these powers, it was able to padlock DZEC and, thus, "the parameters for media repression after the passage of such an emergency-powers bill are staggering." Having gone through the Marcos years when self-censorship was the norm, they oppose this power likewise.

A need for policy guidelines

It must be said that these worries of mediamen are not new. They have been discussed and mulled over in several conferences and policy meetings participated in by mediamen themselves, academe and government policymakers. In a way, the KBP guidelines (subsequently adopted by the National Telecommunications Commission) for broadcast personnel were a result of such a similar policy meeting. What the coup has done is to provide a test case on how much objectivity a reporter can exercise in the heat of battle.

This gray area has suddenly come into sharp focus. All at once, it appears that the ability of reporters to respond to such a crisis situation requires the tempering of education and training. How objective, for instance, can a reporter be when reporting on the whereabouts of rebel-held or government-held positions? If he sticks to the factual and objective truth he is in danger of being shot by either side.

While it is true that balanced reporting is always his goal, the concept that one's citizenship duties must prevail over one's journalistic duties puts the journalist's code of ethics on the spot. How much respect does media owe the needs of national security? Where does one draw the line between protecting sensitive information and gagging the free flow of information?

To go back to the earlier example of stations being closed down at the height of the coup, before the coup, these stations had already aired highly inflammatory materials but they never were in danger of being closed. Were the heightened passions generated by the coup sufficient justification for closing them down? Another example: Vice president Laurel, whether he was misquoted or not, was criticized for his statements at the height of the coup; however, he had made similar statements long before the coup, and was not criticized then.

From all these, it is clear that a consensus on some form of policy guidelines for media must evolve. The consensus must take into account the new lessons learned by journalists, both broadcast and print, from the coup. And if the lessons are sufficiently absorbed, they must form part of a training curriculum; perhaps re-training is a better word, for journalists.

Media's Responsibility

If media is afraid that government may misuse its emergency powers, the government likewise must fear media's use of its latent powers. Government, at least, has the excuse of having been installed by people. But who installed media in its seat of power? While it is true that media have the feel of the people's pulse, this feel must be a true feel, not one desensitized by the need for profit and the taste for power. And this taste for power is what has led to the creeping monopolization of media, especially broadcast media. Slowly, like a replay of the Marcos years, more and more media facilities are owned by fewer people. Government, if it were inclined, can use its emergency powers to break up these monopolies into smaller groups. With such a break-up, there will be a sudden availability of these media facilities for the ordinary citizen. One does not have to be a professional broadcaster anymore to be heared. The result will be better communication among the organs of the body politic. Happily for media, there is no indication that the government will do this. Although the Constitution does provide that "The State shall regulate or prohibit monopolies when the public interest so requires" thee is still a pervasive support to due process of law in the breaking up of these monopolies.

What should, however, be impressed among members of the media is that their power invests them with responsibility. During the coup, a time of crisis, this responsibility became magnified. It was not a matter of merely reporting events. It was a question of whether this power of media should be put at the beck and call of those who want to use violence to overthrow the government, a government which--lest media forget--guarantees the freedom of speech which media so zealously use now to upbraid the government.

PROBLEMS OF A HOSTILE FOREIGN PRESS *

Florangel Rosario-Braid

As we are sorting out the various ethical implications of media reporting during the last coup, we are again faced with the problems of a "hostile foreign press" which is perceived to report only the negative and the sensational.

The problem ariseds on the definition of "news" and "news values." Traditionally accepted definitions of what makes new (it must be disseminated quickly after the event; must elicit wide interest; contain new information; and depart from the normal day-to-day pattern of life) are now being questioned by Third World countries who look up to the media as critical resources for national development.

There are also many reasons for distortions according to the MacBride Report. These include the difficulty of journalists in understanding and interpreting circumstances and situations in foreign countries; their lack of access to information, or freedom to gather informations is impeded by government controls or other forms of official censorship; there may exist a vested interest in the misinterpretation of facts; a shortage of news channels, and technical restrictions (restrictions on newspaper space, limitations on time make it difficult for TV and radio to give in depth treatment or background analysis of the news).

Distortion of news occurs when untruths replace authentic facts; when a slanted interpretation is woven into the report, or where events of no real importance are given prominence and when the superficial or the irrelevant are interwoven with facts or real significance; when news is cobbled together from random facts and presented as a whole, or partial truths are assembled to form the appearance of a complete truth; when facts are presented in such a way that stir unfounded or exaggerated doubts and fears with the aim of conditioning subsequent action by individuals, communities and governments; and when silence is maintained on facts or events presumed to be of no interest to the public.

Arnold Isaacs, author and journalist, in analyzing Vietnam reporting describes the latter as a myth that tended to displace historical reality. He notes: "Despite all the acres of newsprint and miles of TV film devoted to the war, American journalism in Vietnam failed to give its readers or viewers even the most rudimentary understanding of its real issues and true nature. Television, in particular, but also the print media, focused on US troops in the field and the US policy debates at home to the almost complete exclusion of the Vietnamese realities that were, in the end, decisive. During many years of heavy coverage, American consumers of Vietnam

news learned practically nothing about Vietnam's past, about the traditions or structure of beliefs on the Communist side, or about the character and qualities of the South Vietnamese government and army . . . To re-examine that reporting is to realize that the real story on the relations between the US government and media is to be found not in their controversies, but in the failure of historical understanding that was common to both sides."

Again, deploring the imbalance in international reporting, Gorbachev's spokesman, Gerrasimov, explained it as a result of "easy-going" reporting and the lack of in-depth analysis. Changes were occurring very rapidly in Moscow, Prague and all over Eastern Europe and the journalist were either unprepared to report about them or too shy or diplomatic to write about the whole truth. "Perestroika" has effected radical changes such as freedom of the press. Journalists exposed bad management, corruption in high and low places, and began rewriting their history energetically. And like any new-found freedom, press freedom was misused as journalists started to enjoy their freedom with abandon. "Truth is the first casualty in war" -- this is the consensus of all who have analyzed conflict reporting. Karrow, author and correspondent, also notes that "current conflict is more complicated than "bang-bang," or "bullets and blood." While World War II issues were stark and simple like "Us and Them" or the "good versus the bad guys," the issues today are more complex. Isaacs notes: "Reality is more complicated and ambiguous." Conflict reporting therefore requires a broad range of skills and a profound understanding of psychological, political and economic forces. In the local context, the Communist insurgency is just another rebellion. A reporter worth his salt should be able to contextualize this conflict, relate it to historical events and examine its roots within existing social and economic inequities.

In 1975, while residing in Sri Lanka, I did have the opportunity to evaluate news coverage of the Non-Aligned Conference that was held in Colombo. Newsweek magazine focused on the "sari-clad heads of states" Prime Ministers Gandhi and Bandaranalike and other trivia. There was little of what I felt should be communicated -- the historical background of the Group and why they have banded together, as well as a more sympathetic understanding of people who have expressed their desired vision of society through non-alignment.

If only because it calls for a sober and objective analysis of our communication structures and how they can be rendered more supportive in building trust and peace among the peoples of the world, the principles of the New Information Order should perhaps to be given a second chance.

COMMUNICATION PROVES ESSENTIAL
IN NATURAL CALAMITIES *

Ramon R. Tuazon and Bernardo V. Lopez **

The recent earthquake has shown how inadequate we are in responding to a crisis situation. Crucial to a quick response is the communications infrastructure which we clearly lack.

Let us take as example a high-tech tool such as the cellular telephone. Cellular applications at the National Telecommunications Commission (NTC) have been consistently turned down until recently for some reason. Was it to maintain PLDT's monopoly? Was it plain import restriction?

Recent events have shown the crucial role of the cellular telephone. Baguio was completely cut off from the rest of the world for the first few hours after the first killer tremor. The grandfather of a friend in Baguio had to call his daugther in New York City via Camp John Hay so she could call Manila and tell everyone else that they were all right in Baguio.

The cellular phone was the savior. In the next few days, PLDT Baguio used cellulars to accommodate calls to Manila. The queues ran for a kilometer. PLDT worked 24 hours giving the Baguio public telephone service via cellulars for free. They allotted a maximum of two minutes per call to accommodate everyone.

The lesson is clear. It takes a crisis to develop crisis response. We are reactive, not proactive in our ways. The government obviously had no crisis reflex. Mass media provided all the information and even they, were late in presenting the impact and gravity of the killer quake. Alarmed relatives in the US in the early morning of Tuesday called Manila only to realize people here did not know the severity of the situation. The government's Philippine Information Agency (PIA) which should have taken an instant lead role took a few days to install its information drive only after realizing from mass media how bad it all was, Cory had to create a new office, the Earthquake Center, as a late "quick response" when there were other crisis agencies such as the National Disaster Coordinating Council and the Department of Social Welfare and Development. The government was in many ways caught flat-footed.

Government television also exhibited poor reflexes. Although Channel 13 (sequestered) was the first to go on live emergency programming on Monday evening, and by Tuesday morning, Channel 2 and 7 followed. The government station Channel 4 emerged only on Wednesday.

There are three quick-reflex communication factors in a crisis situation -- 1)

situation information, showing total extent at the earliest possible time; 2) advisories, telling people in a nutshell what to do and where to go; and 3) mobilization orchestrating, an organized quick-response rescue effort. This includes networking with international relief agencies and other countries, and centralization and disbursement of relief funds. These should be the communication components of any government disaster or crisis agency.

Mass media had its saving grace. The indigenous approach, the *Panawagan*, where a tearful mother told her children on TV or radio that she was all right; had its impact. Radio, the "messiah" of the EDSA revolt and in the numerous coups (in spite of some criticism) played a major role in broadcasting field reports from the most isolated disaster areas. Radio is magic in a Third-World situation, where communication infrastructures are inadequate.

Now that we have learned our lesson, there should be no excuse in the next crisis, whether it is a typhoon, a coup, or an invasion.

DISASTER PREPAREDNESS AND TV
(Or How TV Should Work in Times of Crisis) *

*Lydia B. Brown ***

I.   RATIONALE

Television broadcasts are vital resource in any country, and never more so than in times of crisis.

Television is one of the most important source of news and comments. The work of putting TV to use is never the work of one person or even a few individuals. It depends on a team of talents and skills with the team members equipped with the necessary knowledge to function effectively as a unit.

In times of crisis, the public's appetite for news increases significantly. Television's tremendous power can be harnessed effectively, or as been in recent events, misused causing the public to abandon it in droves for the more relevant medium (in this case, radio).

This paper is presented therefore, in the hope of averting future situations where, in times of crisis, TV is caught unprepared.

II.   FREE PRESS VS. CONTROLLED BROADCASTING

Freedom of Speech is one of the most talked about right enshrined in the Philippine Constitution. On the other hand, it has been argued that too much power and influence, if concentrated in the "wrong hands," could ac-

tually threaten the very freedom any democratic nation aspires to have.

In times of crisis what can the public expect of the broadcast media? At the very least, it should be able to expect that proper editorial balance be maintained and the highest standards of objectivity be observed. Unfortunately, Philippine television cannot practice these lofty guidelines during normal times, it is therefore, asked how the public expect any better in times of crisis?

What can be done in such a situation? In the Philippines, there is no clear policy delineating what media should be, although it is normally assumed that we subscribe to the functions set forth by the rest of the civilized world, which is that media should inform, educate and entertain.

In practice what we have is a situation where the entertainers use media to sell themselves, the businessmen use it to sell their goods, and the politicians use it to sell their policies. This tangle of interests may be amusing at times but in crisis situations, it can be extremely irritating.

What is needed therefore, is for broadcast media (specifically Television) to get its act together and decide how it should respond in times of crisis.

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This paper is presented with the view in mind that the implementors are desirous of setting up a system that would uphold democratic principles, respect constitutional rights and most of all, respond to the public in a sane and credible manner. Credibility is a hard-won asset necessitating strict impartiality in all matters of public controversy. Any propaganda machine can be easily defeated by objective reporting of the news - good or bad. More recent examples of this were the BBC's performance during the Second World War in the face of Hitler's massive propaganda blitz and the growth of the Philippine alternative press in the time of Marcos and Cendaña. Since the Aquino government has either the desire nor the resources to set-up a massive propaganda machine, it seems like the most intelligent recourse would be to ensure a situation where cool objectivity can take the steam out of any enemy propaganda efforts. To try to do otherwise would be turning its back on the very recent history of how it came to power.

III. BROADCASTING GUIDELINES

Philippine TV practitioners are bound by the Kapisanan ng mga Brodkaster ng Pilipinas' Television Code intended for the guidance of all broadcasters.

Under "Program Standards," the TV Code is very clear about the treatment of NEWS, PUBLIC AFFAIRS and COMMENTARIES. Further provisions under the sections on POLITICAL BROADCASTS and SEX and VIOLENCE give broadcasters a clear idea of accepted norms of behavior whether in times of crisis or under normal situations.

What is lacking however, is the implementation of this TV Code.

Philippine broadcasters should therefore, reiterate their commitment to implement the tv code and make sure that their staff (from on camera to off camera talents like directors, producers and writers) understand the meaning of this code.

They should also agree on what sanctions to impose on violators of this code, and include public reactions or complaints in determining which of their members violated that code.

IV. SPECIFIC PROGRAM CONTENT

Broadcast organizations should come up with special "information advisories" to keep the public informed in times of crisis.

Much of this information can be prepared ahead of time and should include:

1. Maps of affected areas
2. Travel and traffic advisories
3. Important telephone numbers and addresses:
   a) Police
   b) Military/civilian assistance
   c) Red Cross
   d) Metro Manila Commission
   e) Evacuation Sites
   f) Status of business and commercial establishments (which banks, markets, airlines, buses are operating)
   g) Hospitals

In addition, media should coordinate with the government to harness civic action towards activities like:

a) Food centers
b) Blood donations
c) Volunteer services
d) Other forms of assistance from the Public

Most people who do not live in "hot spots" want to know how they can help in times of crisis. The government should immediately activate local relief centers and use the media to make these known to well-meaning citizens.

Suspension of regular programming may be done on a "priority" basis with different levels of response based on the severity of the emergency.

For example:	RESPONSE
LEVEL 1 (Minor)	News Advisory (e.g. character generator) with a "news flash" on the hour.

| LEVEL 2 (Mild) | News Advisory with a "news flash" every half an hour. |
| LEVEL 3 (Severe) | interruption of regularly scheduled broadcasts with emergency news bulletins. If this situation persists, have carefully chosen fillers ready to air in between updates. |

During crisis situations the public does not want to watch "regular" programs. Yet, the "emergency news" people cannot stay on the air indefinitely. A compromise must be found in carefully chosen materials that are not the regular fare offered by the networks.

Public response is very important during times of crisis. The Broadcasting institutions should immediately open "HOT LINES" for people to call with information and queries. These calls will help the program producers, writers and directors address public concerns immediately.

The behavior of on-camera and off-camera talents during times of crisis is another area worth studying. During a crisis, news takes precedence over all other forms of programming. Handling the news can be divided into two sides: reporting and editing, or "INPUTS" and "OUTPUTS." The staff of the broadcast facility can therefore, be roughly divided into those who cover the news and those who select, put in order and present the news. In times of crisis, newscasts must give the NEWS - whether it makes good television or not. A combination of simplicity, clarity and urgency should be aimed for but everything must be geared towards delivering the news - from coverage to story selection, to writing, to graphics, and even the newscaster's tone of voice.

Because of the nature of television, the camera must be in the right spot in advance. In TV, there is a natural bias in favor of a story that will produce good pictures - conflict, drama, adventure. TV is better equipped to depict only the "highlights" rather than the whole story. It is therefore, important for the news team reporting the events to set these

"highlights" in the right context given background information, motives behind certain actions, and the consequences of certain events. In the interests of objectivity, it is always better to find respected figures to provide these analyses so as not to enter into the controversy one is reporting. To show unedited footage and provide a voice-over narration is a practice better left to "Home Movies" enthusiasts. Unfortunately, this is the level that most Philippine news team succumb to in times of crisis.

V. ORGANIZING A NEWS TEAM

Ideally, the networks news department should be prepared to cope with any crisis putting its top people on camera and utilizing its best behind-the-scene talents to support the team. Unfortunately, this is not always possible given the internal procedures (and policies) of different organizations.

It might therefore, be advisable to create an In-House "SWAT Team" ready to respond to any crisis in the shortest possible team. The staffing of such a "SWAT Team" would depend on the set- up of each station but ideally it should have:

1. One Camera Talent
2. Producer/Editor
3. Writer
4. Camera people
5. Lights Staff
7. Audio Staff
8. Technical Director
9. Field Reporter(s)
10. Production Assistant(s)
11. Graphics Artist
12. Technical Control Staff

These people must have access to equipment, a studio, and other resources in an "emergency situation." They must be located and assembled in the quickest possible time and fully aware of the requirements of their jobs. They must be prepared to function on a minimum 8-hour shift to allow the network management to plan succeeding manpower deployment.

Ideally they must have training not only in broadcast journalism but also in fields like: stress management, counter-terrorist activities, psycholigical warfare and related areas.

These people are a network's first line of defense. They are responsible for communicating with the public and maintaining the credibility of the institution in times of crisis.

They must be chosen and trained with the care and thoroughness with which an "elite guard" is selected.

VI.   IN CONCLUSION

This paper does not support to have all the answers on how TV should operate in times of crisis. It was prepared with the view that the opinions expressed here could provide a "talking point" from which a more comprehensive plan could be drawn up.

Whatever happens, TV must be prepared to deliver information to the public in times of crisis. To do less would be to deny the medium its potential and to betray the public's trust.

If television is to be taken seriously in this country, it must win the public's trust. Otherwise, it shall be forever relegated to the status of "fair weather friend" by the viewing public. And given TV's performance during the December, 1989 coup d'etat, who can blame them?

CRISIS REPORTING IN PHILIPPINE MEDIA *

Ramon R. Tuazon and Roberto O. Victoriano

After six coup attempts in less than three years, several catastrophic storms, one tragic earthquake, and a devastating volcanic eruption, the Filipino journalist is now an expert in crisis reporting.

The post-earthquake coverage, for instance, proves that local media is equal to the challenge of a crisis situation. The current Pinatubo explosion simply adds proof to this growing ability to tackle crisis. Radio stations have assigned "spotters" in the Pinatubo area to give advance warning of any mudflow threatening adjacent towns. Coordination with government officials and information sources are at an optimum, so that information, even when conflicting, is subjected to the immediate refereeing of public and expert opinion. As a whole, available news and information are getting delivered instantaneously and objectively in a situation where the difference between life and death is spelled by the speed of information delivery.

For days now, the nation has become totally dependent on media to tell it what is going on. Even government has to depend on broadcast stations -- whose reporters have a knack for being in the middle of refugees, falling rocks and ash, and getting trapped in mudflows -- to decide on what to do and where to go.

It is during crisis that media takes on new roles and responsibilities, so as to respond to the needs of the times.

Information Delivery

The primary role of media in a crisis situation is to provide adequate, accurate, and timely information for decision-making. During calamities, data on the location and extent of damages (human, physical, and financial), kinds of assistance needed, type of initial relief and rescue operations being provided should be made readily available.

Information advisories are also necessary during and after a crisis - what to do (and what not to do), important telephone numbers (assuming they are working), addresses of evacuation and relief centers, among others.

The indigenous *panawagan*, combined with the high-tech cellular phone, has again relieved the fears and anxieties of thousands of Filipinos who have relatives and friends in calamity-stricken areas. Even personal messages aired over radio or television, the quickest and most reliable way of transmitting information in crisis, add to government's source of data for decision-making.

Nevertheless, there are opinions that adequate and timely information was appallingly lacking after the earthquake. Then Finance Secretary Jesus Estanislao said: "If we had got all the information . . . we could have moved much faster and therefore saved a few more lives." This lack of information delayed, so it is claimed, positioning of rescue

workers to disaster areas, confined a few others only to Baguio and Cabanatuan cities and neglected many other seriously affected areas such as La Union and Nueva Vizcaya.

This may be equally true in the Pinatubo situation. At the start of the explosion, only Olongapo Mayor Dick Gordon seemed to have had a cellular phone. He was, thus, available to the media and could use the phone to marshall resources and rescue operations. The apparent breakdown in government information systems occurred, not for the lack of willing government workers, but for the lack of basic communication facilties in the disaster-prone countryside. For example, our telephone density in the regions stands at around one line for every 2,000 persons. Thus, the nation has depended primarily on mass media as information conduit.

Other telecommunication services are equally bad, if not at a worst state. There are still 300 municipalities and towns which do not even have a basic telegraph service. Our domestic satellite system is used primarily for commercial purposes despite their enormous potential for disaster preparedness, resource management, distance education, to name a few. Cellular telephones which have proved most helpful are very few as the petition of a Philippine Long Distance Telephone Company (PLDT) competitor to operate cellular phones interconnected to the PLDT gateway is still not operational.

This sorry state of Philippine telecommunication is a result of decades of low priority afforded to the sector. Expansions in telecommunication services have concentrated in profit (urban) centers overlooking the need for and advantages to be gained in linking remote villages to provincial and urban centers.

Government information centers in the regions, however, can be credited for doing their best despite constraints. For example, after the 1990 earthquake the community information centers of the Philippine Information Agency (PIA) sourced out news and information on areas initially not reached by the mass media, such as Nueva Vizcaya, San Jose City, Kalinga-Apayao, Benquet and Ifugao. Unfortunately, information on these areas reached Manila only on day three and four, again due to limited communication facilities.

Monitoring and Surveillance

Another, important function of communication media is monitoring and surveillance, including, as discovered in the latest calamity, conditions of public infrastructures, such as roads and bridges. Travel and traffic advisories have helped both commuters and government offices such as the Department of Public Works and Highways (DPWH). As a result of continuous broadcasting, the DPWH is able to dispatch "repair" teams to areas with damaged infrastructure.

Mass media have also helped the public by monitoring prices of prime commodities. Again, Olongapo's Mayor Gordon is an example of an official who knows how to use media to the hilt and is aware of its limitations. Thus, interviewed over the radio he told people the current prices of commodities; yet, he had sent out teams on jeepneys using a public address system to tell people the right prices of goods while warning unscrupulous businessmen who wanted to earn unreasonably high profits.

Monitoring of relief and rescue operations is once again proving controversial as media becomes critical of the slow relief system.

Commenting on this allegation, made during the 1990 earthquake, then Press Secretary Tomas Gomez threw back the blame to media: "I'll tell you who is not doing good. It is the reporting of media which is bad." Then President Corazon Aquino, likewise, flayed media for playing up volcanic destruction in Subic and Clark and, thus, giving the impression that the bases negotiations have been checkmated by nature.

Despite criticisms, media monitoring of relief and rescue work has somehow instilled a greater sense of public accountability among public officials.

Mobilizing Resources

Beyond giving "publicity" to human suffering and deprivation, local and foreign media are able to mobilize resources for immediate relief and assistance. Broadcast stations and newspaper organizations have

launched their own calamity fund campaigns and have collected money, foodstuffs and clothes for the calamity areas. Reminiscent of the EDSA Revolution, media has called on the people to volunteer their talents and services. Some media offices are, in the process, becoming relief operation centers due to generous support from the public. The foreign media's dramatic reporting of the disaster has earned the attention of the international community. Some 25 countries including Germany, the United States, and Middle East countries, to name a few, have sent donations. Filipino communities abroad are also mobilizing themselves to give support.

Media, however, should go beyond initiating relief and assistance. It should contribute to sustained development, and, as such, should examine the causes and impact of crisis. As recommended by the UNESCO Commission to Study Communication, "consciences should not be dormant from one emergency to the next. Planned development and measures to improve resources can forestall catastrophes. Well-informed reporting, both on problems and difficulties and on the active efforts that are being done, can create a climate of hope and confidence."

National Unity

For a society which is polarized -- politically, socially, and economically -- the recent crisis has renewed hope for national unity. Images of unity, sharing, and cooperation dominate the airlanes, while newspaper editorials, as usual, call for genuine reconciliation. Without saying so, these images of unity and cooperation may have moved even rebel forces, such as the Reform the Armed Forces Movement (RAM) and the Communist Party of the Philippines - New People's Army (CPP-NPA), to declare a unilateral ceasefire so that "we can face with courage as one people our collective losses and take stock of ourselves in building a just future." Not to be outdone, former Defense Secretary Fidel V. Ramos has ordered treatment, relief, rescue and rehabilitation for CPP-NPA partisans who have become victims of Pinatubo.

Media's Uninspiring Images

Despite its outstanding performance, media still suffers from lapses in coverage due perhaps to lack of disaster preparedness. The most common complaint is the too vivid or graphic presentation of death and suffering in an attempt to dramatize the extent of damage of the calamity. One media critic said: "There are far too many close-ups of blood and carnage."

Unintentionally, perhaps, some journalists do not respect the privacy and dignity of the dead and dying. There was the radio reporter persistently interviewing a dying child who had yet to be rescued from the rubble of Philippine Christian College (PCC) in Cabanatuan. A television station aired footages of Mt. Pinatubo refugees clawing for food like animals.

For tabloids, disasters mean a great day for sensational headlines. An afternoon tabloid shows a doomsday headline, all in red, shouting *Tidal Wave to Hit Provinces, Metro Manila* a few days after the Pinatubo explosion, thereby adding fear and anxiety to an already tense situation.

Experimental film-maker and Baguio resident Kidlat Tahimik, commenting on the effect of the radio coverage of the earthquake, bewails the total dependence of the mountain people on media. He feels that radio is diverting people's energies as they listen to the radio rather than return to their farms as soon as the earthquake had passed. Kidlat, said: "What is happening now is that the media has become a god."

And Mayor Dick Gordon, preferring to put more of an accent on the quiet aspect of rebuilding and rehabilitation instead of on the more sensational drama of relief and rescue operations, has requested media to ask for less food, clothes and medicine. "We have enough of those," said Gordon. Instead, he wants roofing materials, construction tools, repair tools or, better still, money so that Olongapo and Zambales can stop feeling mendicant and "get on with the business of rebuilding and rehabilitating itself."

3

REDEFINING THE ROLE OF MASS MEDIA

NEW CHALLENGES, NEW ROLES
FOR THE MEDIA *

Florangel Rosario-Braid

When the demand for the New International Information Order was raised by Third World Countries in the early sixties, the primary complaint was the absence of two-way exchange of information between the countries of the North and the South, dominance in communication contents, and distortion in the presentation of news.

President Aquino, Malaysia Prime Minister Mahatir, South Korea's President Roh Tae Woo, India's Foreign Minister Singh and Prime Minister Benazir Bhutto, in the satellite summit were in agreement on the challenges facing Asia including the limits of democracy. President Aquino asked media to be sensible in reporting conflicts such as a coup, stressing that press freedom could only survive in a democracy. But while media stood firmly behind the government, it also created a semblance of instability for the country, she said. Again, she reiterated the need for media to act responsibly.

Prime Minister Mahatir's government has a clearer policy on media, He states: "People mut be sparing in their use of freedom; for democracy to work, we have to discipline ourselves; we must be circumspect so as not to misuse freedom." President Aquino's limits to freedom is expressed in her emphasis on "strengthening democracy to help the underprivileged; in using it to sustain socio-economic and political growth; in forging a partnership with nongovernmental and people's organization; and in encouraging and motivating the media to be socially responsible but not telling them what to do."

President Roh of South Korea sees the role of the press as that of building a free and democratic nation. To this end, constructive criticism by the press is a healthy approach. Prime Minister Bhutto's expectation of the press is that it must mature; it must investigate and must not take reports at face value; and that in consolidating freedom, members of the old order must reconcile with those of the new order in working towards peace.

One must not ignore national security in examining media's role in society, according to India's Foreign Minister Singh who, like the other Asean heads, believes that people have a right to know but that media have also the responsibility to provide accurate information. Furthermore, media must be regulated to ensure that they are supportive rather than antithetical to development goals.

The Agenda for the 21st Century -- to emulate the Newly Industrialized Countries (NICs), reduction in arms control, elimination of regional conflict, pursuit of social justice (including attention to minorities and women), population control, environmental

protection and conservation, improvement of foreign investment potentials, and the role of religion and shared values in achieving regional cooperation -- offers the anchor for the restructuring of the role of media and information technology. Unfortunately, the Meeting succeeded merely in allowing these issues to surface. The various panels were heavily dominated by journalists, adverstising men and economists. Someone commented on the absence of women panelists and gender issues. There were no social scientists (except Galbraith) who could have provided insights into the common cultural heritage and values, the glue that ultimately will provide the common framework for cooperation.

The Meeting presented no alternatives -- alternative structures, values, philosophies. There were no "hows" in responding to the complexity of the new social order except to come up with economic scenarios in capital flows, modernization, technology transfer and the future of the European Economic Community. While there is a growing networking of groups working towards "alternative economics" -- or the emphasis on social and spiritual growth with equity and in harmony with nature, this megatrend and other positive development indicators did not merit attention. I looked forward to listening to development strategies that have worked -- Saemul Undong in Korea, cooperatives in Japan, Taiwan, Scandinavia; alternative movements such as the Green Party in West Germany,

and the growing number of coalition groups working for peace, environment, ethnic, consumer and women's issues. The sharing of these experiences would have enriched Third World participants knowledge on strategies for survival in the 21st century.

As a communication scientist, I expected a more contextual analysis of the media systems in Third World countries and answer to questions like: What policies and incentives enable community media (which are in fact more responsive to a large percentage of our population) to survive? How can we achieve more balanced programming? How do we ensure the successful grafting of liberal media policies in political economic systems that are either authoritarian (media are controlled by government) or laissez-faire? (media are left alone to compete in a free marketplace with no regulations on the part of the government). The latter, as we have found out, has resulted in monopolies and control by those who have political and economic power. Case studies on alternative systems 'like BBC and educational and cooperatively owned media would have given Third World participants useful lessons on what may be appropriate systems for a developing country.

One Asia Assembly, Plenary II may consider focusing on these alternative movements as well as expanding its concern on sustainable growth to sustainable development.

COMMUNITY MEDIA: PARTNERS IN SCIENCE AND TECHNOLOGY POPULARIZATION *

Florangel Rosario-Braid

believe in the philosophy that "small is beautiful." I also subscribe to any strategy that promotes decentralization and subsidiarity, the latter referring to the encouragement of the small group or community to develop on its own as the principal responsibility of government. During the past few decades of unbridled use of centralized mass media for entertainment, we have witnessed not only a deterioration of our moral values but also the sinking of our economy. We are not able to establish as yet an empirical connection between the communication system (with its ownership and its centralized structure) and the socioeconomic political crisis we are in, but we could venture a guess that the mass media are primarily responsible, as they have, to a large extent, supported the present policies, programs and goals.

These developments have shown that the only hope for survival is to turn the strategey of development from "top-down" to "bottom-up." This would mean helping people to help themselves, become self-reliant and self-generating, and become more resourceful so that they do not become overly dependent on government or external agencies. Community media, if mobilized properly, could support this communitarian philosophy of development. They are local and indigenous; they have the capability to promote horizontal and two-way communication among people living

in the same community so that the latter can be raised to a higher level of participation.

Development can only succeed when a society learns to make optimal use of its resources. The application of science and technology in a manner geared to the society's basic values could help promote this growth. Such a viewpoint is worthy of reflection today especially because many policies in technology transfer have ignored the socio-cultural factors. Furthermore, we see little evidence of improvement in the lives of the deprived sectors as a consequence of scientific and technological progress.

Science and technology are often seen as panacea to poverty and misery of millions of populations living in underdeveloped areas. Low productivity is also attributed to inadequate and inappropriate application of scientific knowledge. While science and technology are necessary factors to attain national development, they however do not provide a cure-all remedy as pictured by development planners.

In the rural areas where two-thirds of our population lives, science and technology has not as yet affected the lives of the rural folk. About 73 percent of rural households have incomes below the poverty threshold. Those who may be classified poor based on a

poverty line of P827 per capita per annum are 59 percent of all farmer-tenants, 52 percent of farm laborers, 50 percent of part owners, and 48 percent of full owners.

With this prevailing poverty in the rural areas, what could have been the barriers to the successful implementation of science and technology strategies in the countryside? Is there a dearth and S & T information for dissemination to the rural people? I believe the problem is on the lack of S & T communicators as well as creative strategies in technology popularization. There is therefore a need to examine the present communication approaches in the rural areas.

Technological innovations produced in the North and in the urban areas must also be adapted to the needs of rural communities. When we talk of technologies, we refer to two types. The first we describe as **exogenous technologies** and they refer to those which are imported from the West or the urban areas. The Bataan nuclear plant is an example. Many of our new communication technologies are also exogenous. **Endogenous technologies**, on the other hand, are those that are local and indigenous. Azolla fertilizers, herbal medicines, the "cenakulo" theater are examples of endogenous technology.

Technology is also classified into hardware (e.g., radio sets, newsprint, film projectors, video tape recorders and telephone) and software (e.g., content or message, philosophy of programming or editorial stand). When we talk of technology, we are therefore referring to both the hardware and the software aspects.

Let me suggest a number of considerations in the utilization of exogenous technologies. These include:

- **Selective adaptation and criteria.** Communicators should be discriminating in the choice of messages. The technology should meet the needs of the people and must be "user-oriented." Affordability and environmental consequences of the technology as well as availability of materials or resources should be considered.

- **Appropriateness to socio-cultural conditions.** The appropriateness of technology must be evaluated before it is disseminated to a wider group. The negative impact of technology such as cultural erosion and dependency could be avoided if we consider such factors. S & T communicators must also recognize the importance of psychological factors such as attitudes and motivations in popularizing science and technology as they can be deterrent to acceptance.

- **Economic costs.** Heavy investments in science and technology during an economic crisis could create considerable public outcry. Take the case again of the controversial Bataan Nuclear Plant which was built as an alternative fuel source. Some $2.1 billion has been spent in putting up the plant and P500 million more is needed to make it operational. The anti-nuclear groups however, claim that the plant is an environmental risk with no assurance of safety as what has occured in the Three-Mile Island nuclear accident in the U.S. Another argument is that the plant makes us even more dependent on the West as we have had to import the entire plant, fuel, experts and spare parts. Exploring alternatives in fuel which are indigenous and less costly are therefore preferred. In most Indian villages for instance, dried dung is used as alternative fuel source. An average family owns two to three animals which supply about 20 dung cakes a day. This illustrates how a village is able to meet the energy crisis without use of nuclear power and oil.

On the other hand, we have other alternatives in the promotion of endogenous technologies:

- **Support community mobilization and encouragement of local initiative.** Optimal utilization of local resources is a prerequisite to development. Not only do in-

digenous technologies make use of our local resources; they also provide local employment. Thus, communities where these technologies are found are mobilized for productive efforts. Local initiative is also further encouraged. Providing this kind of support in our country today are creative organizations and community learning organizations such as the Bayanihan school experiment in Palawan, Innotech, and Assisi Foundation.

- **Appropriateness to socio-cultural conditions.** In adopting a particular technology, beneficiaries are often confronted by the issue of modernity vs. tradition. Here, modernists invoke the need for rationality as a prerequisite to entry into the formal economy. On the other hand, social development planners suggest that caution be exercised so that valued traditions are preseved. The development planner is therefore faced with the challenge of harmonizing modern values of rationality with intuition and local values of cooperation and harmony. A society which anticipates the coming of technology should be able to fuse its values with those of the technological age.

- **Concern with reach.** Are these technologies able to reach enough people or is their reach confined only to a particular community? This issue concerns cost-effectiveness as there is an urgent need to reach a larger population with technological information that could help farmers and entrepreneurs get out of dependency and economic bondage.

Community Media and Science and Technology

The problem of reaching the deprived sectors of the society, majority of which are in the rural areas, is a major concern of science communicators. Thus, efforts on how existing community communication resources could

be tapped should be a priority. This calls for an inventory of available media in the community that can be harnessed for S & T dissemination.

Community media should not merely relay information on new scientific and technological innovations. They should also help adapt such information to community needs. Where mass media have failed or have not been effective, community media are expected to succeed because they are better able to reflect community needs. Take the case of community newspapers which are better able to cover community happenings. They are also more credible as they depend on the community resources for manpower and information. Community media are able to support concerns of a community and orient its technical information to community priorities such as fishing and effective resource management.

Since science and technology policies are "demand" rather than "supply" in orientation, community media would be suitable channels to support these policies for they utilize appropriate indigenous materials and resources, and because they reflect community needs more adequately. With the focus on the lag between technological and social development, endogenous community media could help bridge the gap.

Through community media, the following societal problems related to science and technology communication can be remedied:

- **Low productivity.** Science and technology can provide technical information to improve productivity of farmers and small entrepreneurs. High-yielding rice varities or propagation of azolla and other inorganic inputs are examples of such technical information. Post-harvest technology is another important concern of S & T as it has been shown that large quantities of farm produce are often lost due to improper handling and inadequate storage.

- **Inappropriateness of certain technologies.** Science and technology can warn users against the ill-effects of pesticides and chemical fer-

tilizers. Such chemical inputs are highly toxic that they could kill when they reach intolerable proportions inside the body. The Philippine market is sometimes turned into a dumping ground for some of the chemicals banned in other countries.

● **Poor nutrition.** "Brainwashing" from mass media has brought about wrong attitudes towards certain foods like brown sugar and unpolished rice. This has resulted in the preference for "junk" food among children and even adults. Also a case in point is breastfeeding. From 1973 to 1983, the number of Filipino mothers who practised breastfeeding dropped from 87 to 83 percent. It can be assumed that this was influenced by the mass media campaign undertaken by drumbeaters of multinational companies who are promoting commercial milk. Science and technology messages can therefore be harnessed in correcting such attitudes.

● **Need to improve ratonality.** As stated earlier, there is a need to marry characteristics of modernity (e.g., modern rationality, empiricism and individualism) with those of a traditional society (e.g., intuition, cooperation and harmony). A country of 64 million people must be able to feed itself and thus must continually experiment with innovations that would increase its productivity.

Here are some of the community media that can be tapped for science and technology:

● **Mass Media.** Newspapers and broadcasting organizations operating in a community can provide agricultural technology information to support agricultural projects. They can present positive and negative effects of fertilizers and other innovations and are suitable channels for distance learning especially for out-of-school youth and adults.

● **Traditional media.** Examples of these are theater and folk media. These media are indigenous to the community and are therefore effective channels for mobilizing the community.

● **Audiovisuals.** Posters, wall newspapers, slides, etc. complement mass media.

● **Interpersonal communication.** Word-of-mouth communication through informal groups and community organizations are known to be the more effective and should be utilized more by S & T communicators.

A media mix strategy utilizing all these channels should be designed taking into consideration the needs and other development requirements noted earlier.

Community media have been used in Latin America and other countries to promote such values as conscientization and participation. Some Latin American examples include the **Accion Cultura Popular (ACPO)** which provides basic education in Colombia through radio.

Movimiento de Educacao de Base (MEB) is aimed at "conscientization" rather than at teaching purely technical educational skills. Thus, people are made aware of physical and socio-cultural realities and their own potential to alter them so that overall self-improvement could be realized. In a couple of years, MEB was able to benefit about 400,000 peasants who have learned to read.

Indigenous Community Media

A cheap and effective way of providing information on national and local events particularly in agricultural communities is the blackboard newspaper. The Moalboal Times, the country's first blackboard newspaper, was named after the town in Cebu where it was introduced in the early 1970s. The Moalboal Times setup operates like this:

A string of 25 blackboards was put up in strategic areas

where the public usually gather. The news items which appear in these blackboard newspapers were written by a five-man editorial staff assisted by public school teachers who acted as assistant editors. Among the reporters were market vendors, fishermen, farmers and other parishiners. The staff members do not receive any remuneration. Moalboal Times carried community events and news from outside the community that are lifted from provincial and national newspapers.

The potential of community radio for distance learning that enables farmers/entrepreneurs to learn how to apply technical and scientific information can be seen from experiences by both developed and developing countries in using radio for education.

Through community radio, those who are unable to have access to formal education due to physical barriers or economic reasons can share the school's resources (teachers, curricula, etc.). Open universities and correspondent-broadcast schools are the most popular form of extending the school. There are open universities in Britain, France, Germany and the United States. In Asia specifically Malaysia, Sri Lanka and China, open universities are still at various stages of development. Here in the Philippines, we have had similar experiments since the early sixties, but none of them could be described as truly successful in terms of our cost-effective criteria.

Community media are also used in promoting small and micro industries. Of these, the most ideal are community-based, low- cost technologies; their locality and reach make them readily accessible to community-based organizations. Their major functions are: (1) dissemination of economic information (i.e., commodity prices, market opportunities and product standards) needed by entrepreneurs for planning and decision-making; (2) provision of channels by which small entrepreneurs are able to express

problems and needs to planners and decision-makers; (3) documentation of successful small and medium enterprises for nationwide replication and training purposes.

Audio and video cassettes are micro technologies that are able to help people through a trained facilitator who helps them articulate their needs, and problems. This feedback from the community could be directed to the larger media or brought to the attention of policy makers.

The examples cited above substantiate the significant role community media play in community development. Indeed, community media have proven to be effective in conscientization, community mobilization, income generation, basic education and other goals that are intended for community development. What S & T communicators have to do is to avail of their use, develop creative strategies in popularization, and help build local organizations that can ensure their continuing use.

Local Experiment in Community Learning

Linkages of science and technology communicators with community learning organizations could provide them opportunities for popularization of indigenous technologies. These include:

- **Assisi Foundation.** One of its programs in Laguna has organized a substantial complex of barrio-scale, machine-based livelihood projects intended to raise the area's productive capacity to a higher qualitative level. They include rice-milling, blacksmithery, and coconut-processing micro industries.

- The Bayanishan school community project in Palawan has integrated the school into the community through skills education tailored to the existing livelihood concerns of the people -- e.g. boatmaking and blacksmithery.

Challenges to S & T Communicators

Science and technology communicators today must be able to face these challenges:

- establish linkage with existing community media and existing community learning organizations;

- adapt existing S & T information to suit local needs;

- produce S & T information and communication materials based on local conditions;

- promote feedback and interaction on community conditions to central policy-makers;

- popularize inventions so that they do not gather dust and help local communities utilize these technologies;

- focus on small-scale industries that use appropriate raw materials and markets;

- identify and strengthen projects for self-reliance;

- encourage communication planning with the people;

- focus on indigenous technologies such as herbal medicines and indigenous foods.

These are the concerns to which science and technology communicators should address themselves in order to ensure optimal utilization of resources that would pave the way for countryside development.

In summary, the challenge to S & T communicators is to help mobilize local communities throughout the country to become self-sufficient, utilizing local community media to achieve this goal. Their role in national development is to see to it that appropriate technology is selected, adapted, and transferred to a large enough number of potential users so as to effect greater productivity. During these critical times, they are called to actively participate in the organization of all available local resources and knowledge so that basic needs are met and the survival of the nation is ensured.

MASS MEDIA AND THE RIGHTS OF THE CHILD*

Florangel Rosario-Braid

The images of children in media are indeed horrifying. Almost everyday we read or hear about the plight of street children, child prostitutes, children suffering from hunger and malnutrition and children caught in armed conflicts. Our children are dying or suffering because of neglect and irresponsibility. It is a "silent emergency" hardly anyone hears above the burst of gunfire, the eloquent speeches of politicians, or the merry jingles of advertisements with happy, healthy children.

Although there has been marked increase in media coverage on child issues, the quality of reporting leaves much to be desired. Journalists have yet to transcend traditional events-oriented reporting for the so-called "process reporting."

If stories on hunger, sex and violence affecting children make headlines, it is because they fit into the definition of news values -- that it deals with the unusual or bizarre following the "man bites dog" dictum.

Events-oriented stories are concerned with a fragmented view of reality. According to Tarzie Vittachi, former UNICEF official, events reporting takes a one-dimensional view of a problem, focusing only on what is visible to the naked eye. Unfortunately, the greatest human stories are processes which are not reported well.

Process reporting explains what is happening, why such is happening and not just what happened. It relates an event to its political, economic and socio-cultural environment thereby giving a more in-depth and comprehensive perspective. Process reporting is not merely a response to an event; it anticipates, and is therefore able to prepare readers or viewers to cope with realities.

In the media coverage of the children of Negros, traditional reporting focused on the number of children dying of malnutrition and hunger. There is little analysis of the issues which led to the event such as the feudal political structure, the monocrop economy and the absence of skills and resources for alternative means of livelihood.

Stories on children best suit process reporting — poverty, education and literacy, health and nutrition, children in difficult circumstances (disabled, child labor, children caught in armed conflicts). To adequately cover these issues, one must however be able to listen, probe, and empathize in order to capture the invisible domain of attitutdes, fears and aspirations. Beyond the need for more comprehensive knowledge of the political, economic, technological developments, the journalists must also have historical perspective and a profound sensitivity. It demands a great deal of belief in oneself as

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stories on poverty, hunger, illiteracy and similar development stories never make it to page one.

Constraints in Communicating Child Issues

Child issues are not as dramatic as reporting politics, business, labor and other beats where conflicts abound. Science, health, social services beats are perceived as boring and difficult to report about. Often, they are assigned to junior reporters who need to gain experience. But reporting child issues require technical expertise.

Another constraint is the lack of access to vital information or freedom to gather information due to bureaucratic red tape and outright censorship. Restrictions on media space and time are reasons for inadequate coverage and distortion of content.

Many broadcast programs are not able to provide role models or help in value formation. In the local movie industry, it has become a trend to portray young girls and boys in seductive scenes to attract greater public patronage. This trend will continue unless the media institutions realize that alternative programs that deal with positive values can have market appeal.

Media's Role

Media reporting of negative events has contributed in lessening human suffering and deprivation through immediate relief efforts by governments and nongovernment organizations.

The media must however go beyond focusing attention on the issues. They must help analyze causes of these problems, identify options and mobilize resources for action. A useful reference is the **Convention on the Rights of the Child** which sets minimum standards of protection for children's survival, health education and provide explicit protection against exploitation at work, physical or sexual abuse, and the degradation of war.

UNICEF cites experiences on how other countries have successfuly integrated child health messages. In Syria and Egypt, national TV personalities brought the message on immunization and Aids awareness. These announcements are however paid for by spon-

soring agencies. Recently, ABS-CBN Channel 2 started airing a spot announcement on the need to uphold the rights of the child. Beyond individual campaigns, a long-term commitment must be given by media managers, editors and journalists, film makers, etc. to this task.

Advertising can also work for the cause of child survival. Consider the fact that while Coke and Pepsi have reached virtually every neighborhood in developing countries, oral rehydration theraphy (ORT) which cost only 10 cent per package but has saved the lives of over a million children worldwide each year, is still virtually unknown (ORT has been available for the past 20 years). As a result, over two million children worldwide still die from diarrhoeal dehydration.

Recommendations

1. Editors and journalists must be trained in process reporting and in the popularization of child issues.

2. More children's program such as **Batibot** (local version of Sesame Street), **Balitang Bata**, etc. Producers of these programs however decry the lack of support from advertisers and government.

3. Support for the establishment of a public broadcasting system which will provide development agencies access and alternative programming that will not compete with commercial programs.

4. Plan use of "small" media (comics, wall newspapers, mimeographed leaflets, flipcharts, audio cassettes, low-powered radio) and folk media for child issues. These can be utilized for health and sanitation campaigns, agricultural productivity and community mobilization programs.

5. The media should link with the educational system in the promotion of child rights.

6. Reach out-of-school children. In many depressed areas of the country, children are deprived of basic rights to education because

of the distance of their homes to schoolhouses or because they are needed to help augment family income.

In upland communities, such as the Cordilleras, "older" children of five to six years old take care of their younger brothers and sisters the whole day. (Radio and self-learning materials are excellent resources for this purpose.)

7. Design learning strategies such as "integrative learning" which provides for a "balanced" development of the child's cognitive and affective skills. This will also equip children with improved survival skills for the future.

8. Media education should enable children (and parents) to protect themselves against media abuses such as the prevalence of violence and trivia. By understanding the economics of media, they can use pressure on the media establishments. They can demand wholesome programs that would contribute to total human development.

9. Train message developers to be able to capture non-zero sum approaches such as cooperation, sharing and non-adversarial forms of solving conflict.

10. Impress upon media managers and advertisers that social responsibility and profit need not be mutually exclusive.

11. Extend these concerns to the legislature through lobbying for laws that will strengthen the capability of the communication system to support child issues.

12. The media should strengthen their functions of surveillance and the development of greater consciousness by providing mechanisms for forums and feedback.

Conclusion

The crucial factors in the advancement of child survival and development is a comprehensive approach using all available communication technology and learning systems. What is needed is a political will to mobilize available resources and the creativity to package these "survival issues" so that they can have greater impact.

The Convention of the Rights of the Child embodies a basic principle which every nation should adhere to: the lives and normal development of children should have first call on society's concerns and capacities and that children should be able to depend upon this commitment all the time.

The late nationalist Jose W. Diokno once wrote, "There is one dream that all Filipinos share: that our children may have a better life than we have had..." If we dream of making our country a nation for our children, let us make sure that our children will live to see it.

Our concern for environmental protection and conservation and "saving the earth" by helping restore its life support systems is anchored on the hope that our Planet Earth will be able to sustain the yet unborn children of the future generations.

PROMOTING SUSTAINABLE DEVELOPMENT

Florangel Rosario-Braid and Ramon R. Tuazon

I. **Critique of Environmental Reporting in the Philippines**

1. More media space and airtime is given to environmental issues today than 5 to 10 years ago. This can be attributed to: (a) the sustained advocacy and lobbying efforts of governmental, non- governmental and international organizations; and (b) the series of natural calamities which struck the country and required coverage on their impact, and aftermath.

2. Areas of coverage, however, seem to be limited to traditional areas which blend well with sensational reportage -- deforestation, illegal logging, and air and water pollution. In this sense, coverage is still not adequate.

3. The lack or absence of coverage of other environmental issues can be attributed to: (a) lack of awareness of the range of issues; (b) technical limitation or lack of understanding of scientific or technological concepts and processes; and (c) inability to appreciate the importance or sense of urgency of a particular environmental issue.

    Among the environment-related issues which need more coverage are:

    ● *Health risks.* A study conducted by the Philippine National Science Society showed that nine groups of workers have high risk of accumulating toxic substances. These are farmers, traffic policemen, semi-conductor workers, painters, ammunition factory workers, paint factory workers, car and car battery factory workers.

    To illustrate, many workers in banana plantations in Mindanao have become irreversibly sterile because of a toxic pesticide dibromochloropane (DBCP).

    ● *Land pollution*. Mining firms in the Philippines dispose of some 371,644 tons of mine wastes and 190,896 tons of mill tailings daily. They pollute not only the land around the mining sites but also the marine waters.

    ● *Water pollution*. Of the five major rivers in Metro Manila, only the Marikina River is within the allowable standard for dissolved oxygen content.

    ● *Air pollution.* The main source of air pollution are transport vehicles and industrial facilities. The extent of air pollution due to vehicles cannot be established, because of the eight monitoring stations, less than half work.

In the case of industrial plants, only 80 percent of industrial plants in Metro Manila and 90 percent nationwide comply with anti-pollution regulations.

- *Hazardous materials.* A World Health Organization (WHO) - sponsored study (1984-1985) estimated that 80 to 150 mega litres per annum of asbestos, inks, dyes, oil, grease, emulsions, and skimmings, among others, are discharged as dilute solutions into waterways.

- *Culture and Value System.* Man's relationship with nature is, to a large extent, dependent on his values, beliefs, and culture. Western-influenced values, such as competition and individualism, have led to the destruction of our natural resources for selfish ends. The concept of common property and ancestral domain are critical issues in resource management.

- *Children and Women.* These two groups are the most vulnerable to the ill-effects of resource degradation, pollution, and other man-made environmental disasters. They also suffer the most as shown in the number of female and children casualties.

4. Health, science and technology and allied concerns are regarded as unpopular beats reserved for upcoming journalists compared with politics (Malacañang, and Congress) and business which are the prized beats for "senior" journalists.

5. Coverage of environmental issues are still events-and personality-oriented rather than process-oriented. Events-oriented stories are limited by merely presenting what happend. Preference is for stories which fit the traditional "man bites dog" type of news stories.

Personality-oriented coverage is illustrated in cases where an ordinary case of illegal logging would not merit prime time or front page treatment unless a famous politician or military officer is involved (or other well-known personalities).

On the other hand, process reporting is not satisfied with what happened. If also examinies issues or events as they relate to other issues and events within a broader context. It looks at the whys and hows of events. Thus, poverty is a process, while crime is an event. Flood is an event, and, in contrast, upland migration and forest degration are processes.

6. The tendency to focus on events rather than processes has resulted in the preference for negative stories or the so called "bad news." Examples are natural and man-made calamities. On the other hand, positive stories are those which inspire people toward self-reliance and empowerment.

Examples of positive stories include:

- A kindergarten in Alegre village in nearby Oton town has designed an innovative curriculum for children aged four to six. In this school, children of poor fisherfolk, construction workers and tuba gatherers have games, storytelling sessions, art workshops and other activities to attune children's feelings to nature.

   A typical day starts with meditation when the kids are asked to keep still for two to five minutes and "feel a oneness with nature and the sacred."

   The best part of the day is the storytelling session. The stories help develop the children's imagination and also impart morals and information about water pollution, forest conservation and nature.

- Community efforts or *bayanihan* in constructing artificial reefs, and in reforestation, have fostered people empowerment.

Local residents organize *bantay dagats* to police the shores against illegal fishing. In upland areas, FOSAs were organized to help local Department of Environment and Natural Resources (DENR) authorities impose forest laws.

- Women in C.P. Garcia in Bohol realized that they no longer need to go to Manila and Cebu and be domestics. With CVRP, they now see local opportunities, such as oyster raising, and dry fish preparation. They have also organized a cooperative.

- Through such technologies as artificial reefs and replanting of mangroves, the quantity of fish harvest in many areas has increased substantially.

- Community organizing activities in many resource management project sites has enhanced the leadership capabilities of local leaders. Also, many communities can now collectively respond to local issues, such as health, sanitation, and water.

- In some NPA-controlled areas where resource management projects exist (e.g., CVRP in Negros Oriental), some rebels have abandoned their cause and now participate in project activities.

7. Negative stories are preferred, because they sell, i.e., they increase circulation or ratings. In contrast, positive stories are perceived as too boring and will never be able to compete in the ratings game.

8. Environmental reportage appears "ad hocish" as stories (particularly on exposes) lack follow-up or follow-through leaving the reader to wonder just what happened to a particular story (e.g., muro ami in Central Visayas).

II. Constraints in Environmental Reporting

1. Some journalists complain of the lack of access to information, especially from the government offices due to bureaucratic structure, and misplaced sense of confidentiality, among others. Some government officials also have developed the habit of denying statements made when such statements have resulted in some controversy. News stories are immediately branded as "sensational," "exaggerated," and "irresponsible," especially when thay are put in a bad light.

2. Investigative stories are limited for a number of reasons. First, media organizations (newspapers or broadcast stations) usually do not allocate additional resources to finance such, especially if they entail long distance travel. Second, investigative stories entail some security risks. For example, a journalist who covers the Mt. Apo controversy in Minadano has to contend with the peace and order problem in the region. Journalists run the risk of being caught in the middle of a conflict situation.

3. Persons linked to environmental crimes are often those belonging to powerful business and economic elite. Journalists who expose illegal activities of these powerful individuals run the risk of being harasssed and intimidated.

4. Covering a technical area, such as environment, requires special training. Many journalists treat environment-related stories as the usual science and technology articles and hope to learn about the subject as they go over their daily routine. Many still do not realize the implication of faulty media coverage to our survival.

5. Media coverage of environmental issues has to contend with well- funded public relations and (dis) information campaigns mounted by vested interest groups (particularly those involved in crime against our environment).

III. Suggested Framework for Coverage

1. Culture and the Environment

Cultural values are necessary for community (communal) resource management. Past environmental programs failed to harness the communal or cooperative values which

have been supplanted by individualism that led to competition over scarce resources. The practice of *kaingin* for example is a result of our competitive behavior.

Communicators, therefore, should disseminate messages and images which contain values which will reinforce or revive the sense of communal ownership of our natural resources and reaffirm people's harmony with nature and their environment. Among these are the values of balance, thrift, frugality, and recycling. These are also expressed in Filipino values like *pagbabahala, pakikipagkapwa, pakikiramay, pakikitungo, and damdamin.*

On the other hand, western values which are exploitative of the environment but seem to be reinforced by media are commercialism, materialism, consumerism, and "throwaway" mentality, among others.

To many traditional communities, especiallly those in the upland, natural resources are not only sources of food and livelihood. They have almost spiritual attachment to these resources. Land is life, "people come from the land, for without land, there would be no people." It is this belief that had motivated our ancestors to care for their environment.

The T'bolis of South Cotabato, for example, regarded the land as the body of one of the sons of D'wata, the Highest God, on which all sorts of trees and plants grow profusely, eventually covering it.

Tribal groups believe they are the stewards and not the owners of the land and its resources, who are tasked with maintaining and enriching its life-giving function. Batangas folks plant a tree every time a child is born, so that he or she might grow up with a brother and sister tree.

The innate desire to commune or harmonize with nature dates back to the days of our forefathers. This is manifested in old beliefs and practices, such as songs and dances to prevent occurrences of natural calamities, or to pray for rain to ensure good harvest.

2. Women and Sustainable Development

Often, development policies still focus on the male as head of the household. This ignores the fact that women are the major users of the natural resources. They perform a larger share of the work on the farm: they provide fuelwood and water, cook food, and process and market their products. Their central-role in managing resources is not properly recognized despite the fact that women are effective resource managers.

In addition to their skills in managing households, they are generally more predisposed to conservation values, such as frugality, and such practices as recycling. Women have greater sensitivity regarding issues of health hazards, food safety, environmental pollution, as well as economic value of soil fertility and crop protection.

3. Children and the Environment

Children and youth (below 18 years old) comprise almost half of our population (27.69 million or 45.8%). It is essential, therefore, that their concerns be integrated in sustainable development programs and that they themselves are made aware of sustainability issues.

Even a child in the womb of a mother is not free from harmful effects of unsustainable practices, such as pollution (including smoking by mothers). Children, particularly in the rural areas, are exposed to the dangers of solid waste, fertilizers and pesticides, and mine tailings. Washing and bathing in polluted waters also cause communicable diseases among children. They are also exposed to social ills, such as drug abuse and prostitution, or are forced to join the growing number of streetchildren. In conflict-ridden zones, they are caught in the crossfire.

A society that is unable to protect its children cannot be expected to protect its environment as well as support sustainable growth. Our natural resources are not our inheritance -- they are borrowed from our children and our children's children.

V. Strategies for Improved Environmental Reporting

1. There should be a conscious effort to increase the space (in newspapers and magazines) and airtime (for radio and television) devoted to developmental issues and concerns.

2. Topics or areas of coverage should not be limited to the so called-traditional topics (e.g., deforestation, illegal logging, and pollution,) which blend well with sensational reporting but should include non-sensational but equally important issues (children and the environment, cultural values, ancestral domain, and technology risk assessment).

3. Field visits by journalists to resource management project sites will be encouraged to deepen their sensitivity to environmental issues.

4. Media awards groups shall be encouraged to include in their annual award categories recognition to individuals or organizations who have excelled in environmental reporting and advocacy.

5. Coverage should-be continuing or sustained rather than merely responsive to an event or an ad hoc campaign. Follow-through or follow-up stories should be encouraged.

   More investigative stories should be written to help authorities monitor existing and emerging issues.

6. There shall be a gradual shift from "pure" environmental reporting to linking events to the broader issues of sustainable development. This will make for a bigger perspective and put the environmental issue in its proper focus.

7. Coverage of environmental issues should depart from its present event-orientation towards process reporting. The former takes a one-dimensional view of an issue, focusing only on what is visible. The latter explains what is happening, why such is happening and not just what happened.

8. The tendency to focus on events has also resulted in the preference for negative stories ("bad news"). There should be conscious efforts to provide balanced reporting. "Positive" stories or those which inspire people toward greater self- reliance and sustainable development should be given adequate coverage.

9. Regular training programs should include environmental issues. Topics can include process reporting, policy analysis and interpretation, and research utilization.

10. Journalists and media organizations must link with government and non-government organizations engaged in environment advocacy. These organizations could provide updates or situationers on the environment, research data, and technology, among others, which are needed to enrich media content and coverage.

11. Private (business) sector must be mobilized to help create environmental consciousness among the general public. For example, they can be tapped to support a program development (trust) fund to subsidize production of environmental programs (including investigative stories).

PREPARING JOURNALISTS TO MEDIATE
IN THE TRANSITION TO THE 21st CENTURY*

Florangel Rosario-Braid and Ramon R. Tuazon

Alvin Toffler in his latest book **Power-shift** warns that knowledge and communication systems are not power-neutral. Says Toffler, "Virtually every fact used in business, political life, and everyday human relations is derived from other facts or assumptions that have been shaped, deliberately or not, by the pre-existing power structure." Author of two other bestsellers **Future Shock** and **Third Wave.** Toffler concludes that in the 21st Century, the highest-quality power will come from the application of knowledge rather than from will of force or wealth.

Other futurists and social scientists such as John Naisbit, Peter Drucker, and Marc Porat agree with Toffler's assessment that we are now living in an Information Society. Scenes from the movies such as **Star Wars** and **Back to the Future** no longer appear distant as they seem. Computer technology will be a dominant fixture in the newsroom. Reporters will send in bits of stories which are subsequently processed into coherent news reports by computers.

The key actors in an Information Society are working in such diverse industries as the mass media, advertising, telecommunications, computer manufacturing, accounting and education. These knowledge workers — journalists, programmers, educators, scientists, etc. — constitute the **in-**formation elite** while the large landholders and industrialists who wield so much power today will be relegated to the background. **Power and wealth will revolve around communication activities.**

Journalists as Power-wielders

Because of the nature of their work, journalists are among the power brokers in the 21st Century. With the coming of the Information Society, a new dimension of social responsbility is added to the journalism profession. In the past, social responsibility is narrowly defined in terms of the traditional principles of objectivity, impartiality, truthfulness and accuracy. Today, in an environment where access to information defines the amount of political and economic power one wields, it is crucial for journalists to ensure the widest dissemination and sharing of information. As information is redistributed, so too is the power based on it.

The journalist in the 21st Century plays a crucial role in narrowing the gap between rich and poor, the unschooled and the educated, by providing the marginalized sectors access to information. It is the ability of knowledge or information to democratize power and wealth that threatens the strong and rich. Thus, power holders and continue to control the generation, processing and dis-

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tribution of knowledge or information. Our experience with the past regime provides a good illustration.

A basic question which should be asked is: how prepared is the present practitioner to assume a critical responsiblity such as democratizing or redefining power relationships? The question can be best answered by prevailing media values.

Process Vs. Events Reporting

The accepted definition of what makes news indicate that the following criteria should be present: it must be circulated quickly after the event, be of wide interest, contain information which the recipient has not received before, represent a departure from the everyday pattern of life, and contain information that is useful in reaching decisions (MacBride, 1980).

Many journalists and leaders in developing countries take the view that there are other criteria which should define what is news. They criticize the above criteria as "too western" as they primarily focus on "events" rather than "processes."

Every journalism student and practitioner know that the basics in reporting consist of the 5 Ws (Who, What, Where, When and Why) and 1 H (How). This concept dominates present-day journalism. It deals with concrete events, often the unusual and the bizarre such as the "man bites dog" story. But as Tarzie Vitachi, former director of the Press Foundation for Asia says, "the greatest human stories are processes which aren't reported quite well."

Events-oriented journalism is concerned with a fragmented view of reality, and more often than not, it is unable to accurately report about the critical problem of society -- poverty, environmental degration, social conflict, and perhaps, the most significant trend since EDSA -- the growth of volunteerism and the coming of age of nongovernment and people's organizations.

Events reporting tends to be sensational while process reporting examines issues or events as they relate to other events or to the braoder context or environment. The latter examines the whys and hows of events and

does not dichotomize or fragment components of an event. Thus, poverty is a process while crime rate is an event; hunger is a process while hunger strike is an event, flood is an event, in contrast, upland migration forest degradation are a processes related to an another process such as the deterioration of our natural resources.

In terms of time frame, events-oriented stories focus on what simply happened while process stories are historical. The latter type look back at the past, examine the present and provide options for the future. Vitachi also noted that western reporting of an issue such as the environment often takes a one-dimensional view of the problem, that is, a focus on what is visible to the naked eye. The erosion of forest lands or the destruction of coral reefs are events that represent only one of the outer environments; processes such as poverty, values and beliefs, are often ignored.

Reporting social conflict requires creative strategies and new journalistic skills. Often, conflict reporting is narrowly defined to reporting war and political crisis. The kind of conflict reporting relevant to our society today is that of social conflict -- ethnic, insurgency, labor-management and tenurial, among others. These are situations which normally arise in the course of redefining power relationships and structures.

To report processes, one must be able to listen, probe, and emphatize in order to capture even the invisible domain of attitudes, fear and aspirations. Beyond the need for more comprehensive knowledge of the political, economic, and technological developments, the journalists must have a historical perspective and a profound sensitivity. It demands a great deal of humility as process stories on poverty and similar significant developments never make it to the front page.

The "bad" and the "good" News

Another area of criticism against traditional (western) journalism is its excessive stress on "hard" negative news such as natural or man-made calamities, violence, political upheavals, and social unrests. As one veteran Filipino journalist noted, there must be something perverse in a situation where the public knows more about sex and scandals than an

ongoing community project (irrigation, road construction, cooperatives) which will directly benefit them.

If knowledge or information is to empower people, journalists should be able to provide them with information which could improve productivity, enhance political consciousness, harmonize various sectors of society, and build self-reliance. The challenge today is how to reorient journalists to make them realize that good news is as worthy and interesting as bad news. And as the MacBride Commission Report (Many Voices, One World, 1980) noted, "the divergence between the different criteria of what makes (good/bad) news is probably not as wide as it first appears, and certainly they are not mutually exclusive."

Responding to the Challenges

Since the EDSA-Revolution, there has been a marked increase in the number of process-oriented articles. Perhaps this can be attributed to the growing realization among journalists themselves that the traditional style of reporting is not contributing to the developmental requirements of our society. Since many media institutions do not have the resources (and time) to promote "process reporting" stories, a number of news service organizations have recently emerged to provide this specialized service. They include the Philippine News and Features (PNF), Center for Investigative Journalism (CIJ), Asian News Features (ANF) and Associated Editors.

It has been argued that process reporting can only succeed if we have a "process-sensitized readership" and a "process-sensitized advertising system." And since the latter is the lifeblood of media, the initial move towards a process approach must come from advertisers themselves. This is not a remote possibility. Of late, our advertisers have been displaying some sense of social responsibility by producing advertisements which call for national discipline, productivity, cooperativism, and moral recovery. Media owners and advertisers have also been responsive advocates of diverse issues such as sustainable development, child rights, energy conservation, among others.

The academe is also reviewing its curriculum to identify areas for improvement. Values is now given adequate attention. There is conscious effort to bridge the gap between theoretical and practical instructions. Students are also provided skills in using new communication technologies which revolutionize the process of information gathering, processing, and dissemination.

Innovative delivery systems are now being developed to respond to the needs of media practitioners and other professionals who, because of work constraints, are unable to attend the traditional classroom lectures. The distance learning system being implemented by the Southeast Asia Interdisciplinary Development Institute (SAIDI), Asian Institute for Distance Education (AIDE), CAP College, Polytechnic University of the Philippines (PUP) and lately, the Asian Institute of Journalism (AIJ) affords professionals an opportunity to pursue their career goals through independent learning.

The distance learning program depends primarily on course guides or modules as main learning resource. This self-learning and independent materials may be supported by multimedia packages such as video cassette recorders, audiotapes and diskettes.

Human resource development can now take place through alternative delivery systems which take into consideration workstyles and needs of present-day media professionals. The introduction of new communication technology has made this a reality.

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A FEEDBACK MECHANISM FOR MEDIA *

Georgina R. Encanto **

The continued proliferation of newspapers which as of today number 24 (with at least two others expected to be added to the list), is a confounding phenomenon, considering that the market is capable of supporting a maximum of four newspapers. Four years after the February revolution, one would think that most of the newspapers that sprouted then would have withered away.

The expectation was that only the viable and better quality newspapers would survive. As of today, only three newspapers — **Manila Bulletin, The Philippine Star,** and **Philippine Daily Inquirer** — are financially solvent. Yet none of the others that appeared shortly after the 1986 Revolution have folded up or shown signs of disappearing. It is apparent that a number of these newspapers depend on other sources of funding, a fact that fuels speculation that these newspapers are used to promote business and political interests, especially those having to do with the 1992 elections.

While the existence of so many newspapers is cited as an indication of the restoration of press freedom and proof positive that democracy is alive and functioning in the country, it has triggered concern among those in the communication sector, the media practitioners, and the general public alike about what the increased number of newspapers really means.

Some of the questions being asked are the following: How will the intense competition that is inevitable in such a saturated market, affect the newspapers? Will the competition make them improve their quality in terms of more reliable and accurate reporting, indepth coverage and analysis of national issues and problems? Or will it drive newspapers to put more emphasis on sensationalism, playing up crime, violence and sex, in their frenetic bid to raise their circulations by catering to what, presumably, the masses like to read? Will competiton among newspapers mean that the information needs of the reading public be served more efficiently? Or does the existence of so many newspapers create further confusion by adding to bedlam of misinformation, distortions, rumors and half-truths that are being disseminated?

The fact that one reads very different and even conflicting reports about the same events from the dailies suggests the serious gaps and failings of our media. Take simple estimates of crowds, such as that which flocked to the February 25 EDSA anniversary celebration. A number of newspapers reported Associated Press's estimate of 30,000. Some newspapers claimed there were 100,000 to 200,000. Still others said the crowd was about 300,000, quoting Malacañang.

The coverage of the tragic events in Tuguegarao on the weekend of March 3 and 4 which resulted in the senseless killing of Brig. Gen. Oscar Florendo, AFP spokesman, further illustrates how media can generate so much confusion in the public mind. Some newspaper accounts of how Florendo died claimed that he was killed by Aguinaldo's followers, who was wounded in the left shoulder, as the one who held Florendo hostage and later gunned him down. Still other newspapers said that he was shot at close range by his captors before government troops started their assault. Another newspaper claimed he was shot in a crossfire between government troops and Aguinaldo's followers.

These conflicting accounts are likely to leave the reader confused. How can the public form intelligent opinions about the issues when they cannot even get the facts straight?

Then, there is the undue amount of attention accorded to Aguinaldo. He is depicted by a number of newspapers as a populist leader, folk hero or "modern day Robin Hood" to quote **The Philippine Collegian** instead of an intransigent public official whose capers are eroding the government and military's public image.

Clearly, considering the clamor for more professionalism in journalistic practice, there is a need for more systematic and scholarly analysis of media. Some mechanism to closely monitor and evaluate it, to sort out the information that is being disseminated, the coverage of certain specific issues, the contents of newspapers, and the space allocation to different categories of news, the news sources and the manner in which news is treated by specific newspapers and journalists, is in order.

While such media studies are already being conducted by academic and training institutions such as Ateneo de Manila University, the Asian Institute of Journalism, the U.P. College of Mass Communication and press institutions, it would be useful to have this done on a more regular basis.

The academic institutions have the expertise and the faculty and students to conduct studies, the results of which could be sent regularly to the national newspapers.

Hopefully, these research-based studies would contribute to greater professionalism by making the management of newspapers more cognizant of their performance as institutions charged with public responsibility. It would also focus on journalism issues, on the strengths and weaknesses of Philippine journalism, and thereby help define and refine the standards for the profession.

Complementing this could be "case studies" of actual problems, issues and events and how these are handled by specific reporters and newspapers.

Sections in journalism scholarly journals could be devoted to citing outstanding performance of journalists as well as violations of certain established canons of journalism, such as accuracy, balance, objectivity, completeness and a sense of understanding of the issues being reported, similar to the **Darts and Laurels** of **Columbia Journalism Review.** The plan of the National Media Council, a recently organized NGO headed by Melinda Q. de Jesus, to have such a section in its publication, Journalism Review is most timely and commendable.

These twin efforts, together with the current efforts to adopt codes of ethics, institutionalize the concept of the ombudsman and other forms of self-evaluation within the industry, would contribute greatly to making journalists realize that together with press freedom must come a sense of accountability.

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MEDIA VALUES

MEDIA AND SOCIETY*

Florangel Rosario-Braid

At the height of the Marcos regime, the areas of freedom were limited: most of the rich and the well-connected did as they pleased but for many, the restrictions on travel, movement, free speech and free thought were very real restrictions. Yet, even in those days, people who chose to be free, were free. They freed themselves by communicating with each other, by telling the truth about the regime through xeroxed articles. With the muzzling of the formal media, the plain paper copier became an instrument for freedom.

Then came February, 1986. The media industry ballooned with 23 dailies in less than a year's time. Radio programs once again streaked through the airwaves carrying a variety of opinions, some from irresponsible blocktimers who distorted and misinterpret facts. Television programs — some of them at least — were reformatted. Surely, if the office copier could be such a potent weapon for freedom, the formal and more powerful media can open up new areas for Filipino freedom.

There are other freedoms — freedom from poverty, freedom from ignorance, freedom from poor health and malnutrition, freedom from foreign interference, and freedom from fear and suppression.

The question is: Has media, with its power, led the way in exploring these other areas of freedom? I say "no"! and there are ample reasons for saying so.

Consider media reportage. In both the print and electronic media, it is a mere reporting of events. Thus, the Garchitorena landscam began with a simple "leak" which led to three teams conducting simultaneous investigations, reached a climax with the clearing of Juico and the identification of the villains, and the triumphant ensconsement of Miriam Santiago in the DAR seat. Forgotten in the whole reportage of this morality play are the actual victims of the scam; the Filipino farmer, and by extension, the Filipino people. Their opinions were never heard and how the scam affected them were never discussed fully. We witness this penchant for events, for the sensational and the dramatic, in both the grosset tabloids and the most respected broadsheets.

I agree that events must be reported, but not at the expense of the information needs of the people. Events must be reported but an equal amount of space should be given to processes which lead to development.

Because media is concerned only with events, and because media cannot respond adequately to development needs, media finds itself saddled with the job of creating images. Even serious newspaper provided coverage of the Zsa Zsa Padilla-Dolphy-Alma Moreno triangle and boosted the image of

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Dolphy as a Lothario, or Miriam Santiago as a graftbuster. The President is a well- meaning, though at times, a misled leader. There are other images -- not necessarily of people, such as the Multilateral Aid Program will save us from economic disaster and turn us into an industrial power, or an American standard of living and way of life should be pursued by Filipinos. Because media creates these indelible images in our minds, they inevitably foist on us only a limited choice of ideas, and since media fails to talk of issues, it must therefore talk of personalities.

Other ideas and other alternatives are given limited coverage which leaves media devoid of memory and recall of possible solutions to national problems. To illustrate: while everyone has heard of the latest in killings, smuggling, graft, fashion and the movies, can you recal what the Central Visayas Regional Project did in Cebu? Can you name the latest direct aid projects that affected the poor? But it is precisely this type of information which we must disseminate if we are to alleviate poverty in the rural areas. It is true that this type of information gets into the papers, but the more important question is: did it stay long enough to create an impact?

When media does not portray events, it comments. And there are a lot of perceptive commentators in Philippine media. But again, many of these commentaries are mere reactions to current events and do not identify a continuing agenda for the nation. Deprived of continuity, media commentary becomes a mere response to current events.

This reactive instead of a proactive orientation may have rubbed off on the national leadership. For indeed, who is leading the nation? Is it Congress? The Executive? The Judiciary? or the Fourth Estate? Do we have a national agenda for devising strategies for development, poverty, relief, education, national sovereignty and independence? I am afraid that what we have, instead of strategies, are mere explanations for our present national ills. Former Secretary Juico, for instance, is adjudged innocent because he had no direct hand in the Garchitorena scam. The marines who shot the Paombong fisherfolk are innocent because they did not get proper signals. Garchitorena happened, so says Juico,

because it was bound to. We are a poor nation because we are saddled by debts which were caused by the former regime. Allt hese are explanations but they offer no long-term programs toward a solution.

If media is merely a reflection of the society in which it exists, then it is not strange that media likewise offers mere explanations and has, consequently, failed to lead. Following the path of least resistance, media has consistently offered us a diet of escapism in the movies, television, newspapers and comics. **Aswang, impakta, tiyanak** mow people the imagination of Filipino moviegoers and komiks readers; television dishes out an endless barrage of young moviestars further trivializing what is already a trivial intellectual atmosphere; and newspapers -- anyone will tell you that the best-read parts of any newspaper are the sports page, comics and entertainment section, not necessarily in that order.

But is media really a reflection of society? To an extent it is, although in a recent survey we conducted at the Asian Institute of Journalism, among sectoral representatives we found some very telling answers. In this survey -- and media's heart should be gladdened, -- 86 percent of the respondents say that media should perform a watchdog function and in this, media has been more than adequate. Media today, is more critical of the government although it should improve the quality of its investigative reporting.

Half of fifty percent of the respondents believe that media should support government-initiated development programs. This means that media should help in mobilizing public support for these programs, instead of being primarily adversarial. And here is where a gap --- something I will discuss later - - exists.

In the same survey, more than half (53 percent) of the respondents think that media provides adequate coverage of national issues. And here, we may point out that women's groups have always bewailed media for projecting them as sex objects, weak, even befuddled at times. Sixty-seven percent believe that is must improve coverage of local and provincial issues. From all these data, we can say that media is indeed a reflection of

society. But society may not like what it sees in the reflection. If such is the case, then media must take a closer look at its immediate environment and ask what the people want in terms of information.

From this survey, we could glean that what people want most of all is to end our state of dependency on outside influences. The recent editorial cartoons show the Philippine panel at the recent Multilateral Assistance Initiative Pledging Session in Tokyo, arriving with begging bowls in hand; then another cartoon shows a woman -- (was it the President?) in an Uncle Sam recruiting poster saying "We want you" -- with the same dark glasses and begging bowl. These portrayals could do a lot of damage to people whose confidence in themselves is already very low. While media has commented on the independent stance that some legislators have taken, particularly for instance on their examining each loan and grant for strings attached, media has failed to play up the fact that most of the aid pledged would have been given anyway in the form of official development assistance. Media in this case is saying that we are really such lucky fellows for having begged &3.5 billion in aid.

People want to see more of the world beyond their immediate environment. Yes, reporting of the national events is well and good but more and more people are asking for information they can use. A farmer in a land reform area would have need for information regarding the DAR anomalies. But he also needs information on proper land management, post-harvest techniques and marketing technology. It is not an accident that in the AIJ survey, the respondents (68 percent) were asking for more stories on health, education, science and technology, agriculture and other development-oriented topics. Thus, aside from wanting to see more of the outside world, people want to learn more from the outside world.

And having learned of the outside world, people would want a two- way flow of ideas and information between this outside world and themselves. For instance, a farmer in Nueva Ecija can learn from a farmer in Negros; an urbanite in Manila can get a lot of information from a rural extension worker in Bukidnon.

Why media cannot offer more two-way flow of information, more development-oriented content, or at least, offer an agenda to end our dependency may be traced to the structure of ownership. More and more, media is being owned by big business. This concern for business has altered the agenda of media. A critic says that "the dominant media have less and less concern with reaching the dispossessed and addressing the weaknesses in the social order." And he was not talking of Philippine media but American media although the words apply just the same.

Whether "private greed" of media capitalists can meet the needs of the public is really up to the men and women in media. Individually, despite the ownership structure, people in media can do something to promote a people-oriented agenda.

First, they can give a wider choice in ideas and information instead of saying that "this is what the people want." Again, to quote the same critic: "Giving citizens a choice in ideas and information is as important as giving them a choice in politics. If a nation has a narrowly controlled information, it will soon have narrowly controlled politics.

Secondly, media can offer alternative scenarios. One scenario, which I call the Ka Roger scenario, is painted by the edia as a leftist victory, resplendent in marxist chic, with the downtrodden masses in the vanguard. Another scenario, which I call the Lady Miriam scenario, shows the victory of good government over evil if we could just exterminate the grafters in government. But we know that identifying a society with a person (charismatic leadership model) is a short-cut-step. Still another is the Let it Be scenario which says that if we could make some adjustments here and there, everything will turn out well. Yet, there are other scenarios not touched by the media. There is Cooperativism which is the philosophy of the middle forces who believe that the vision of a good society is one where social change and people participation is achieved through non- violence and cooperation. Media has given the specific cooperative projects such as the one initiated by Dante Buscayno, adequate coverage. But cooperativism goes beyond mere projects as it is also a philosophy. The cooperative movement and other grassroots initiatives could

provide the alternative that is more attuned to the spirit of EDSA. For democracy will have no future unless popular movements act in concert -- and cooperativism can provide that leadership.

Thirdly, media can enable all sectors of society to be heard. We are not talking here of just one or two viewpoints but an orchestra of voices -- women, youth, the senior citizens, government employees, the handicapped, and the other special interest groups -- from which a true consensus can emerge.

Fourth, by enabling a wider sharing of information, media can promote the sharing of power between government and the governed. In fact, media may be able to create a new form of governance whereby the will of the people is actually reflected in the organs of government. Information is power and by putting information in the hands of people, media would create now, although smaller, power centers throughout the country. This will result in greater self-reliance and a truly participative society.

Fifth, media can return to its place of origin, and this is in the community. We have heard social prophets say the media will one day be "demmassified." There are many specialized publications and other media in Metro Manila today which may spread through the provinces until it creates a strong irresistable wave. These media do not merely cover a geographic community; they cover communities of special interests. All of us are members of several communities -- women lawyers for interest are members of the community of women and the community of lawyers. Where media once practically determined what is to be said and heard, the people themselves become involved in defi - ning content and directions of community media. This participatory process enhances even more the process of empowerment of the small, marginalized sectors of society.

Sixth, instead of fomenting conflict and controversy (a favorite pastime among columnists and blocktimers), media should help resolve conflicts, build consensus, and promote non-violence as an alternative. Indeed, there is something perverse about a situation where one knows more about scandal than he does about a community effort to build a road or an irrigation canal. Development news may be less interesting than news on conflict, drama, sex and violence, but we must admit that the absence of development news gives the reader an imbalanced worldview.

The growing realization that our media (communication) system does not quite "fill the gap" naturally brings up the question: What does and How?

The first step is to define a set of rules or what may be the begining of a communication policy. Here, the Constitution provides the "the State shall provide a policy environment. . . for the emergence of communication structures suitable to the needs and aspirations of the nation . . ."

Many sectors (journalists and lawyers most especially) are wary of communication policies (for them, the best policy is to have no policy at all). They believe tha policies will only narrow the range of press freedom. But the truth is that the absence of media policies has resulted in the deprivation of the rights of the majority; has spawned oligopolistic or monopolistic media ownership; perpetuated colonialism and "trivialization" in media content; strengthened urban-bias; and even limited press freedom to no more than the right of a few -- editors, publishers, etc.

We need a policy framework which will provide an alternative to the excessively commercial broadcast industry. Programs on livelihood, literacy, nationalism, values formulation, among others hould be accomodatd in a public broadcasting system.

We need a policy framework which will make possible the dream and vision of one of our television networks "to link the nation's 7,100 islands into a dynamic whole . . . Bridging each and every Filipino all at once, despite all their diversity." Such a dream and vision can be achieved by expanding media infrastructures through local production centers. Hence, Manilans will learn to appreciate the culture of other regions.

We need a policy frmework which will update our level of communication technology but at the same time deepen our awareness of the needs of the small (community) media. High and low technology need not be

exclusive. Experiences of the Asian countries -- Indonesia, Thailand, China, India -- show that high- cost technology such as the satellite can be linked with low-cost technology in applications for social development such as health care, distance study, resource management, disaster warning, etc. We now live in an information society and the challenge of the new technology is to unify our culturally diverse society. We can leapfrog into a post-industrial society using information and communication technology to develop a new kind of entrepreneurship.

We need a policy framework which will define areas for (government) regulation, deregulation and self-regulation. We need to examine the proposal to create a constitutional body which will address current and emerging communication issues. Such a body may be similar to the US Federal Communications Commission.

In a truly democratic society, the process of policy-making should be evolutionary, participatory, and futuristic. While in the past only the government and a few "experts" were involved in policy making, every sector -- peasants, youth, laborers, women, cultural communities -- should now realize that they are all stakeholders, and that their vision of a desired communication order should be recognized.

Being a Third World country, the Philippines itself has the short end of the information and communication stick. A social critic describes it thus: "The background and feature reporting about developing countries of the press in the industrialized world is almost 100 percent in the hands of foreign correspondents. The same applies to radio and television reporting which relies entirely on assigned staff members. The US exports more that 150,000 television programme hours a year into the Third World . . ." This information should awaken local media to the real extent of its responsibilities to Filipino society, and these responsibilities arise from the needs of society.

One of these pressing needs is to eliminate the imbalance and inequalities in the flow of information between developed and Third World countries. Media in developed countries seldom provide an ac-

curate image of the poorer countries. In the eyes of the Third World person, who sees himself through Western media's eyes, he lives in a state of perpetual crises. Yet, Western media floods the Third World with models of living that the Third World can only hope for. Thus we have a revolution of rising expectations which often ends in rising frustrations. Media therefore whets consumerism for goods and lifestyles which the economy may not be able to provide.

Another need is to eliminate the effects of monopolies, and excessie concentration of media power. This is already in our Constitution, and what we now need are enabling laws that will operationalize the monopoly provision and encourage alternative cooperatives and employee and public stocks.

Media must also answer the need to respect cultural communities and the right of the latter to inform the public about their social and cultural values. Media can do this immediately. It can begin by eliminating all the stereotypes it has created . . . the Moro as huramentado, the squatter as a beggar . . . and in its place, offer a three-dimensional picture of these people by accurately depicting their aspirations and culture. Ethnic and social groups must have access to information sources and to participate actively in the communication process.

The media must also be assured of a plurality of sources and channels of information; it must be assured of freedom which is inseparable from responsibility. For in the end, our discussions about freedom, two-way communication, participatory democracy are inevitably tied up with responsibility.

Media, however, must led the way. Its power enables it to dictate the social agenda by which we shall run the affairs of our nation. If media, as it does now, persists in seeing events as fragmented, non-connected, and discontinuous, then it will forever be reporting events and will never contribute to improving the nation's capability to make judgments of history. The EDSA revolt provided a shining example of a continuous information flow between people and media. The soldiers who were there were listening to small transistor radios and in that brief moment, media was really interactive. The soldiers refused to

shoot; they know that they were faced with ordinary, unarmed civilians.

Media can help shape a vision of society in which everyone is a partner. It can persuade people to contribute to this vision by making it a realistic and reachable vision. Recall media's role in Masagana 99 again. It was a reachable vision and because it was reachable, the farmers responded.

Media can be used for productive endeavors, relieving poverty in the urban areas and the countryside. Livelihood programs in the urban areas and the countryside. Livelihood programs and reading materials can be placed in the hands of broadcaster and the reading public. Information can be converted into actual income.

Most of all, media can foster social integration, cooperation and understanding among people in the country. Instead of the confrontational atmosphere which media now engenders, it can popularize a common code of meanings that would link groups of various persuasions, ideology and culture into a nation. This sharing of meanings can promote cooperation and release energies for economic and social development.

More importantly, with the creation of a common media code, we can finally think of media for the common good. This would mean sharing of power and the sharing of the economic wealth that arises from this power.

To sum up, media in our place and time, must acknowledge its own power and exercise this power responsibly. To do this, it must reassess its performance and its directions. As it does so, media can reinforce the areas of freedom we have already gained and explore the new ones we have yet to attain.

MEDIA VALUES AND SOCIETY *

Florangel Rosario-Braid and Roberto O. Victoriano

We live in one of the most exciting periods in our history. Yet these are also times marked by confusion fragmentation and polarization.

It is easy to yearn for the good old days when we looked at the world in black or white, red or blue. Today, there is a blurring of differences not only in ideologies but also in the media delivery systems, a struggle towards consensus and respect for nuances instead of always searching for clear affirmation on position or stance.

Thus struggle is marked by a questioning of values and a breakdown of institutions. Our institutions -- the family, the school, the media and government -- have emerged out of existing value systems. As they were shaped by these values, we are asking these same institutions to help in restructuring values that have led us to stray from our vision of a just and humane society.

Thus, when we examine the constitution mandate on media, we have to go back to the preamble which states these values: **common good, preservation of our patrimony, rule of law, truth, justice, freedom, love, equality and peace.** The educational goals expound and add further to these values **creative and critical thinking, ethical and spiritual values, moral character, personal discipline, patriotism, materialism, love of humanity, respect for human rights and duties of citizenship, and family solidarity.**

Because the framers of the 1986 Constitution were aware of the inherent values in media, they carefully crafted a provision which would define for the present and future a communication order which suited the Filipino. It states:

> *The state shall provide the policy environment for the full development of Filipino capability and the emergence of communication structures suitable to the needs and aspirations of the nation and the balanced flow of information into, out of, and across the country in accordance with the policy that respects the freedom of speech and of the press.*

A freewheeling concept of freedom -- interpreted as untrammeled freedom in the marketplace -- has guided the practice of communication. Media is seen as a mirror of society; thus we often justify what we print or air as mere reflection of our present society which at present is confused, divided and speaking in various voices.

Yet, the Constitution mandates structures to our needs and aspirations of the na-

tion and these are the ideals reflected in the preamble.

That is because, as the Constitution states media can fill the demand for creative leadership and be a strong force in leading us. It can take the present confusion as an opportunity to **mediate and unify towards consensus** so as to finally harness all the forces of greatness in our people.

That then is the reason for the Constitution's injunction to develop a "Filipino capability" in terms of "communication structures suitable to the needs and aspirations of the nation." This is acknowledgment that media and communication technology made by and for Filipinos is more capable of transmitting the desired Filipino values. Media that is foreign controlled, overflowing with foreign content, or dependent on foreign technology will naturally be filled with foreign values that may be dissonant with ours.

This explains the rather militant pose taken by such nations as Indonesia, India, Malaysia and Singapore on the influx of foreign programs in their television networks. In these countries, media are recognized as carriers and purveyors of values and policies are intentionally made so that these media carry what are considered as values supporting of a national goal or behaviour.

The current wrangling over the bases further demonstrates the need for a communication order that will be "suitable to the needs and aspirations of the nation." Whether the bases stay or go, there will come a time when the debate must end, and when the debate ends, there must be a period of coming to grips with reality.

In the bases issue, media have been used to espouse either an anti- or pro-bases stance. Even radio programs which try to be participative are no more than polltakers and airers of opinions. Media have, consequently, become more confrontational serving as arenas in which the warriors contend, with one coming out the winner and the others losers. In trying to be a forum for opinion, media have succeeded in becoming a tool for dissonance; and in trying to admit of a multiplicity of ideas, media have almost **shirked its responsibility as a tool for consensus.** Thus,

the US bases issue is handled with the accent on confrontation, not consensus; on win-lose propositions, not win-win situations; on freedom but not on the accompanying responsibility.

Yet, despite these shortcomings media will continue to play a very important role in the Philippines political and social life because it has the capacity for rapidly mobilizing the many resources that are still untapped for nationbuilding. What is needed is for media to be aware of the things it does and the values it unconsciously espouses; because media can never be value-free, its values must be "suitable to the needs and aspirations of the nation."

Toffler in **Powershift** provides a 21st century scenario where he believes that power will shift from those who use force (by military or oppressive states) and wealth to those who use information and knowledge. Local media can help usher us to the next decade by developing and transforming itself so that it can provide the moral force necessary in the building of our nation. But it must begin with the here and now.

For the present, we must all work in concert towards positive changes in media. We should, perhaps look for greater media concern for the environment and sustainable development, rights of children, public accountability, among other things. Media must consciously include in its programming such "survival values"—as entrepreneurship, pagkakaisa, disiplina, sipag, tiyaga, lakas ng loob and pagkamasinop (cooperativism, discipline, industriousness, perseverance, inner strength and frugality.)

Let us touch on a few of these values.

Oftentimes, media has engaged in running arguments over environmentalism, preservation of forests, use of poisonous agricultural inputs, and other concerns. All these make up a portion of the whole tapestry known as **sustainable development.** Media must be made aware of the greater overall stakes so that it can get the right perspective when tackling agricultural, industrial, environmental and similarly interlinked issues.

Both as an act and as a form of resource mobilization, **cooperativism** holds the

promise of equitably distributing access to wealth and resources, education, health and other services which are now exclusively the elite's and the educated classes. On a larger scale, cooperativism can show how we can repair the divisions that have broken the Filipino social fabric.

Frugality is a national trait which needs media support in order that it can be appreciated. Frugality has always been equated with the term **kuripot** (tightfisted) which gives it a negative nuance. Media can put frugality in the correct perspective by showing it as the trait that will pull as through the hard times to come. Media can begin by putting a stop to the yuppie-oriented advertisements that plague television and print.

Values of frugality, discipline, entrepreneurship can be instilled by the media but it will be difficult to do this if our media continue to support conspicuous consumption instead of productivity.

As media learn and become comfortable with its new role as a purveyor of Filipino values, it may come to realize that there are certain built-in values which media assume and must replace.

While it is true that there is a media code of ethics, there appears to be some weaknesses in the implementation of our self-regulation. While we stress don'ts, we have not given adequate follow-up in implementing do's -- for example, more wholesome programs for the family; use of media in education as a complement to formal education; and more process or investigative reporting so as to enlighten the larger population on public issues and thus make them participate meaningfully.

Thus, the need to assume new values becomes paramount. Let us call these **media values.** Ideally, media will perhaps begin to work for a communication order which is participatory, non- confrontational, non-exploitative, democratized, nationalistic and which relishes its freedoms and responsibilities.

From **adversarial** or **confrontational** it can become **non-confrontational** and **consensus-seeking.** Why Filipinos, who are so good at consensus-building in person, become aggressive and confrontational over media is a mystery.

Media can enlarge its present role of representing the interest of the media-privileged (that is, those sectors of the population with access to and knowledge of how to use the media) to that of really enhancing the economic, social, cultural and political life of all sectors of the population. It must, in short, be **non-exploitative** of the underprivileged. As it is now, there is a good amount of exploitation especially in the medium of film and television: movies and teleplays are built around the life of the marginalized, women, cultural communities and other outcasts of society. These powerful media, casting a very strong focus on these sectors, show them in negative stereotypes. For example, the poor are portrayed as living in filth, prone to violence, and with the sex habits of a warren of rabbits. On the other hand, when media focus on the rich they are always shown as living a sybaritic, pleasurable existence.

If media is to be non-exploitative, it must allow the participation of the users themselves in the production and management of media. Participatory in this sense does not only mean access to and utilization of media and communication technology. Despite the inherent conceptual difficulties, there are already many documented instances of media actually involving viewers and readers in production, management, circulation, and editorial work.

One step beyond being participatory is democratized media. This means that actual ownership is shared among a broad spectrum of society, with no special interests being defended or protected by the media's editorial policies. At this level, the only concern that matters for media is that of the common good. From a parochial/communal viewpoint, media now sees the totality of society and proceeds from the common good of every member.

It goes without saying that this kind of media must bear a **nationalistic** orientation. Nationalistic here must go beyond the narrow sense of referring to a nation-state or a common racial root. **Nationalistic media** must

mean that media serves the communication needs of the society in which it is operating, in this case Philippine society. It does not matter that there are Chinese, Japanese, Americans and Filipinos of other ethnic origins; what matters is that these people form a part of society and as long as they do not damage the dominantly Filipino social fabric, then media can work for them.

The overall value that needs stressing is that of adherence to **freedom with responsibility.** Much of the garbage that infests media stem from a chaotic exercise of freedom which, media must know, is the obverse side of the coin called responsibility. In Dagupan, Pangasinan there is a pejorative term for this kind of journalism; it is called "vinegar" journalism. According to Dagupan journalists, some radio commentators were merely sent on an errand to buy vinegar; encountering a microphone on the way, they become instant radio commentators and journalists despite their lack of training and knowledge.

These values which are all self-imposed values can be internalized by media. Internationalization will make media realize that there are even higher values that need to be promoted consciously. These values --- let us call them formative values --- enable both media personnel and media users to hold on and concretize the other values already mentioned. Under formative values we can name social justice, egalitarianism, self-reliance and critical thinking.

These formative values can help strengthen what we earlier termed as Filipino

values and media values. A person with an innate bent for **social justice** will find it difficult to operate media which is confrontational, exploitative and irresponsible. A citizenry that thinks critically will be more creative and aware of its rights and responsibilities. A person who believes in **self-reliance** will not be so enamored with media that he will believe everything media says as gospel truth. Indeed, formative values are the basic values on which the other values depend.

As we confront the developments of history, Filipinos will need to assume new values or reinforce old ones to ensure national survival. The ability to overcome the problems we meet will depend on how deeply we hold these values. For example, should the US bases departure leave us with a gaping rent in our garments export, we will need strong doses of self-reliance and critical thinking so that we can export something else or find a new market for the exports. We might even have to rely on good old barter trading. At any rate, critical thinking and creativeness will be called for.

How these values can be implanted in the national psyche, how to elicit the strength which can be drawn from these values, and how to use the energies that these values can unleash, is challenge to media. But start, media must, with itself. That is why there must be more and more consultations among media, the citizenry, and government in order that we can device a strategy of creative response to all these crises into opportunities.

COMMUNICATION APPROACHES ON THE FILIPINO VALUES SYSTEM RELATED TO POPULATION AND ENVIRONMENT *

Florangel Rosario-Braid

How do we prevent the further denudation of the forests and degradation of the environment? No clear-cut answer has been found to answer this question and this is evident in the continuing destruction of our natural resources which are our life-support systems. Perhaps, it is because many of our strategies were not rooted in culture. Additionally, we have not been able to show the interrelationship among population, environment and communication.

Communication comes from the Latin word, *commun*, meaning to come together, to share, i.e., having a sense of community. Culture and value systems are as important or even more important than the economic and technological aspects of sustainable development. *Kapwa, pakikisama, pakikitungo, pakikiramay and damdamin* are values necessary for communal community resource management. The failure of past programs on environmental management in the uplands has been due to the inability to harness the "communal" or cooperative values. Somewhere along the way, these communal values were supplanted by individualism that led to competition over scarce resources. The practice of *kaingin* (slash and burn agriculture) is

a result of that competitive behavior. It was shown that where the people shared equitably in the resources, they were more caring and protective of these resources. The uplanders in the Cordilleras has that almost spiritual attachment to the land; they regarded it as their ancestral domain and truly cared for their land which encompassed the entire environment -- the air, the sky and the entire cosmos. Land was life, not just an economic resource and they were willing to die for it. They had "damdamin" or emotional attachment to the land. They and other traditional societies in other parts of the world practised the concept of common property. They had common woodlots which provided everyone who used this resource equal access to it.

Common property refers to the right of common use as opposed to that of specific use held by individual owners. Common use means that several owners are co-equal in their rights to use the property, that is, the resource is not everybody's property, users who are not members of the group are excluded. Thus, common property, with its traditional controls and socially based institutional regulations, can be managed as a natural resource on a sustainable basis.

Another concept of a rural institution is the cooperative, which is again communal. The concept of "bayaniusap" coined by a successful cooperative in Paranaque means thinking, talking, and feeling together.

The challenge, therefore, is that of reviving these communal and cooperative values. Already, there is a revival of this community spirit as shown by the examples in the Central Visayas where I had the opportunity to head a mid-term review team. The Central Visayas Regional Project (CVRP) was pointed out as an excellent model of resource management, particularly its participatory approaches based on devolution of responsibilities to communities. The project is located in Cebu, Bohol, Negros Oriental and Siquijor where selected uplands and nearshore fishing resources have been chosen as pilot areas for resource management. There are the *fosas* (forest community groups organized to keep watch over the forest resources to prevent illegal logging) and the *Bantay-Dagats,* their counterpart in the nearshore fisheries projects. Community groups were also organized by the *Barangay Development Council* to keep trucks from destroying feeder roads. The value of non-adversarial forms of settling conflict was demonstrated in Bohol where forest dwellers settled conflict over land use through mediation of community leaders. The value of *pagbabahala* or responsibility is very much a value of these groups which are voluntary associations.

I find the values attached to trees useful in developing reforestation strategies. But these values have yet to be communicated in appropriate channels -- training modules, and radio, print and audiovisual media, so that they can be utilized in training resource management personnel.

The culture of learning must likewise be restructured to make it responsive to sustainable development. It must be a learner-centered system with facilitators who are able to mobilize groups of people to think, cooperate, and act together on crucial development issues. This will mean a drastic restructuring of our present institutions which are sectoral, fragmented and compartmentalized into boxes of specialization. This will mean a refocusing of concern from a primarily production-oriented strategy to a more integrated approach which will give as much consideration to marketing and post-harvest technology.

Environmental degradation often arises from overpopulation, meaning the growth of population beyond the number which could be sustained out of the produce of the ecosystem. Looking at the next decade, natural reources are threatened by the 30 to 40 percent natural population growth in many rural communities. Migration flows are responsible for population imbalances. Some rural areas are over-exploited by immigrants practising shifting cultivation, while areas with better potential are sometimes neglected.

The depletion of the labor force in many upland areas due to out-migration of male farmers has affected sustainable agricultural practices. Often, the woman plants, harvests and markets the produce with the help of older children. We found this practice in a Cebu upland area. The latter explains the value of large families where the children are expected to help in farm chores.

Development policies primarily focus on the male as the head of the household. This ignores the fact that women are major users of natural resources. But it has been shown that where women have equal decision-making powers as the men, they tended to opt for smaller families. The more educated women also tend to delay marriage and opt for smaller families.

The planning of options on strategies requires a framework rooted in these socio-cultural and political realities. At the same time, such framework should recognize the wealth of knowledge about how people learn, adopt new ideas and relate to their environment that have been distilled over the past decades.

I agree that "culture is communication" as "the role of communication is to level different meanings and mold them into commonly shared symbols for interaction." It is, therefore, important to use symbols in establishing consensus and a common philosophy or ideology. The countries that have used symbols successfully in crystallizing a national philosophy are Japan, Korea, Indonesia,

Malaysia, to name a few. The Confucian ethic which places emphasis on work ethic and social harmony has influenced our "tiger" economies as well as Japan, Korea, and China. Indonesia has its *Pancasila* and Malaysia has its *Rugun Negara*. It can be said that the spirit which propelled these societies to the level of development they are in now was based on common values, such as reverence for God, national unity, and social justice, among others. These are the "standards that the people aspired for and are the main source of the people's collective commitment to social goals." They are the viewfinders into the future that make sustainable development possible.

In the Philippines, it calls for the harnessing of the values of harmony, cooperation (bayanihan), and compassion, and crystallizing these into a national philosophy through sharing and communication.

Communication technology would also encompass new information technologies like satellites for resource mapping and disaster warning. They are important tools for resource management. The importance of "process reporting" in monitoring the environment cannot be overemphasized. This is different from traditional reporting which is "events-oriented," i.e., it reports manifest reality, such as the number of virgin forests or the extent of illegal logging. " Process " reporting, however, captures what may not be visible to the naked eye. For example, the reporter writes about the poverty and destruction of the forests, man's relationship with others and links this event to the urban migration of youth, because they cannot see any opportunity for a better life in their communities. If we have more process-oriented journalists, we could have prevented the rapid deterioration of our natural resources.

The vision of a community-centered development requires a new breed of development managers. Management of change requires a multidisciplinary perspective and a deep sensitivity to the needs of human development -- the capacity to listen and learn from others. The top-down communication approach characterized by teaching, telling, and persuading must now give way to methodologies which encourage participation and interaction. A system of rewards and incentives for behavior that supports sustainable development must be provided for.

A recent trend indicates a return to values and structures that are essential to sustainable development. These include networking of advocacy groups committed to resource conservation, the breakdown of highly centralized bureaucracies, educational and communication systems into more decentralized structures, greater emphasis on the ethic of frugality, resiliency, emphasis on interpersonal relationship and the pursuit of harmonious approaches in resolving social conflicts.

Finally, how can we communicate this important message -- that we did not inherit our land from our parents; we only borrowed them from our children. This is the communication challenge.

A NEED FOR ANOTHER KIND
OF INVESTIGATIVE REPORTING

Florangel Rosario-Braid

This question was posed by *Business World* publisher Raul Locsin as he suggested two principles for investigative reporting. They are: (1) Start on a neutral note. Then as more information comes in, the negative aspects emerge; and (2) Don't start looking for the positive.

It is obvious that he objects to positive reporting which is really a one-sided approach to a story. (Only press agents do it; he can't recall any editor asking a reporter to cover a position news story). He also believes a reporter is already biased when he starts looking for just the negative. What are the requirements for investigative reporting? Locsin says: Humility, an open mind, and hard work.

N. Ram, a much-awarded journalist, in his background of investigative reporting noted that it is a sub-culture by itself with practitioners having their own clubs and "rules of the game." The image projected is that of journalists using highly adventurous methods. Investigative journalism must be adversarial, so that it pits the press against the government. In recent years however, investigative reporting became more conformist and less lively as it began to accept assessments made by government. As Chanchal Sarkar puts it, "journalists tend to remain close to the official view, since it is safer to do so."

On the global front, Crocker Snow believes that media should project shared values. Today's events provide media the opportunity to arrive at a global agenda. However, because TV suffers from a "tyranny of timeliness" the print media can present a more sober approach to the world's most important problems like environment. The latter requires considerable to depict "how bargains and tradeoffs" are made. Like Vitachi, Snow argues for "process reporting" which he believes can only succeed if we have a "process-sensitized advertising." And since the latter is the lifeblood of media, the initial move towards a process approach must come from the advertisers themselves.

A. Ramon Magsaysay Awardee in Journalism, Gour Kishor Ghosh of India lectured to our students at the Asian Institute of Journalism sometime in 1981 using the case study of his paper, AJKAL which primarily focused on investigating injustices particularly against the underprivileged. Its news coverage was always followed by reactions of those affected. While its editorials often focused on the negligence of authorities, they also deplored the lack of civic awareness by citizens. The

paper followed up every case until its resolution by the authorities concerned.

Then there are other even more dramatic examples of how investigative journalism has brought about the downfall of former head of states like President Nixon and Prime Minister Takeshita.

While investigative journalism has demonstrated the tremendous power of the fourth estate, there are still areas which have not been fully covered and questions which have not been asked. Few reporters for example have dared investigate the ownership of present media enterprises beyond naming principal stockholders of media enterprises. But more diligent probing into the usual Securities and Exchange documents may yet uncover other interests and motivating forces behind the ownership of certain media and telecommunication structures.

Then there are also other questions such as "to what extent should an investigative reporter break the law?" or "who decides what is good for the greater number?" Chronicle's Amando Doronila explains that the so-called adversarial relationship between the government and the press is applicable only in a politically stable society. Like the others, he believes that media must take up new roles and responsibilities because of the present upheavals. In a crisis situation such as a coup d'etat, Filipino journalists according to Doronila cannot be and cannot afford to be neutral. They have to take sides. Thus, the notion of objectivity becomes a casualty as soon as it hits the rocks of crisis." One can therefore present a point of view, a particular value as long as he does not distort the facts.

In the final analysis, what may be important in investigative reporting is that of being able to examine and understand the process of conflict. On reporting about ethnic conflict, for example, the journalist often fails to strike a balance between the many pluralistic views or to probe into the differences of opinions and value systems of conflicting groups. More than this kind of imbalance, investigative reporting often fall short of solution such as how to reduce anger and tension. The latter requires creativity, imagination, and a sensitive understanding of the art of human dialogue.

5
DEVELOPMENT AND COMMUNICATION

A DEVELOPMENT-ORIENTED COMMUNICATION APPROACH: SOME PERSPECTIVES*

Florangel Rosario-Braid

I. Introduction·

For the past two decades. Third World countries have been experiencing the impact of modernization and the application of linear models which have resulted in widening existing disparities between urban and rural areas, the rich and the poor, the powerful and the powerless. We have witnessed how communication technology has been used to strengthen vested interest groups and the increasing trends towards the interlocking relationship between media owners and those who wield economic and political power. Wide divergencies exist between the motives of multinationals and the needs of the majority of the population who live on and below the subsistence level. Inconsistencies also exist in the rhetoric of leaders and politicians and what is actually accomplished. Differences exist in institutional basic needs and in the orientations and perceptions of priorities between media practitioners and media educators. In short, there exists in many Third World countries today a "divorce" between sectors and interest groups which is widening in spite of the introduction and dispersal of available communication tech-

nologies. This brings us to the question of appropriateness of existing models of development, methodologies of learning, knowledge generation and dissemination and existing communication paradigms.

II. The Situation

The present situation as summarized herein shows an increasing polarization of the North and South; between the elite and the masses; between the rich and the poor. This is happening despite efforts at the macro level the North-South dialogue and for a specialized agencies of the United Nations-and despite the introduction of modern technology such as computers, satellites and large-scale industries. The poor nations of the South are now beginning to realize that these technologies have perpetuated and worsened existing imbalances and intensified centralization and the erosion of cultural values. Although many of these technologies were originally intended for education and other social objectives, they are more often used as tools of commercialism, betting the interests of transnationals and existing power structures. In Giddens' (1985) framework, he sug-

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gest and integration of the elements shown in the diagram (fig. 2) in order that nations may emerge as stable modern states. Present instabilities are attributed to the inability to integrate the elements noted on the right side of the table- control of means of violence, peace movements, and rule of force in policy development. In Giddens' opinion, the assumptions given by Durkheim on industrialization, Marx capitalism and Weber's notion of "pure types" of societies are too simplistic and inadequate in understanding the complexities of modern society.

Third World countries could profit from the experience of the West. While modern societies are expected to be highly pacified, the failure of many modern states to understand the impact of military power in shaping the modern world, and their ability to take appropriate measures in controlling violence, is now tending them to become "totalitarian". (Giddens, 1985).

Earlier communication models, have been shaped by environment in which they have emerged; one which is characterized as a fairy stable society where few imbalances or inequities exist. In this earlier situation, diffusion and trickle down of ideas and innovations from the center have occurred with minimal manipulation by more powerful sectors. Applied to developing societies, the modernization model only succeeded in benefiting those who already have access to resources. Methodological tools, such as the survey with emphasis on the mean, were reliable instruments in reflecting the realities in the developed world but were found wanting in developing societies where social, economic and cultural gaps exist between the elite and the large majority of the population. In these dualistic societies the elite, with its western orientation, has very little identification with the masses. Yet it is this small sector that designs and initiates development policies in agriculture, education and industry. Zero-sum strategies have reinforced the political and economic power of the sector, while the masses continue to be mired deeper in poverty.

In the recent past, efforts were extended in redressing imbalances through agrarian reform and other rural development programs which were outensibly intended to benefit the poor. But the absence of comprehensive framework fostered fragmented development, aimed primarily at economic-oriented growth. From foregoing premise, this paper argues for a comprehensive framework which views problems and structural changes from a historical perspective and which recognizes inter-relationships existing between the cultural, social, economic, political and ecological factors in planning and evaluating development. The framework defines the relationships between government, the private sector (business) and mass based institutions, and suggests the linkages between the modern and the traditional sectors and the needed evolutionary changes in moving toward a desired future. Here the notion of a balanced social order means that each sector understands the necessity for cooperation in achievement of societal and individual needs. The role of communication is to harmonize and integrate the various groups so that they are able to develop creative approaches to solving their problems and meeting basic needs. Communication is a critical imperative in liking their needs to the macro needs of society-nation-building through improved productivity, national identity and an equitable distribution of resources. Communication as a process of dialogue is essential in transforming society into more humane, participant and creative communities.

Communication also provides the needed links in evolving from one stage to the next so that a smooth transition is effected. Information provides a basis for planning and evaluating priorities, making decisions on trade-offs and other alternatives within criteria of cost-effectiveness. This way, rapid shifts from one extreme to another is avoided. Thus, large-scale industrialization with its export-dominated strategy, the plantation economy and urban-oriented preferences, if found to be dysfunctional in achieving balanced development, should be phased out in stages in order to prevent dislocation of those dependent on these industries, as well as other economic debacles.

Fig. 1 suggest imperative changes through the strengthening of existing interactive communication systems in order to effect greater dialogue among various groups, lessen

dependency on the West, promote more global networking, particularly South-South relationships, and support of regulatory devices including selective criteria for planning and utilizing imported technology. Other changes include developing alternative responses to centralization and bureaucratization and threats to the ecology, a more effective linkage between small community media with the largest mass media and decision centers, alternative means of controlling violence through conflict- management strategies and finally, a restructuring of the goals and content of educational institutions so that they may be rendered more relevant to participatory development:

Experimental methodologies for learning, such as Freire's "conscientization" and innovative strategies of learning which integrate the informal (home), and nonformal (on-the-job training), and the formal (schooling); selective criteria for technological transfer and selective adaptation mechanisms; policy and planning structures for communication technology based on development criteria including geopolitical considerations; policy support for ecology (greening); peace and community movements which reflect aspirations from below; non-zero-sum economic strategies and other mechanisms for bargaining resolution and power-sharing.

III. An Emerging Communication Approach

Clearly, we see in Giddens' paradigm the role of communication in linking the various elements and forces, harmonizing and orchestrating the functions of surveillance, free speech and governability with existing ideologies (capitalism or socialism), with the process of industrialization and its negative impact (anomie), with intervention strategies (control of means of violence and rule of force), peace, labor and ecological movement. Communication in the paradigm effects a movement from the earlier model of Marx and Weber whose arguments do not include the possibility of interdependence, harmonization and complementarity.

Third World philosophy, art and religion offer perspective for a development model which could guide future communica-

tion approaches. Asian values of harmony, fusion through encounter and dialogue, complementarity, integration, and the emphasis on wisdom instead of knowledge, provide the cultural base on which could be restructured the traditional Lasswellian model of communication process. As B, C, and D in our Fig. 1 show, the movement is from left to right in its evolution which attempts to capture the dynamics of the Third World development and the social, political economic and cultural realities. It also places emphasis on the unintended effects of communication as these have, in fact, been more significant in their impact on social change. The alternative models given are community-oriented, or what Teheranian (1985) describes as "communitarian" representing an ideal Third World alternative response able to contain most of the values found in the concept of a desired future. It is user- oriented (Braid, 1979 and 1983) and is more attuned to the needs of individuals and groups in the community rather than with the needs of the larger institutions which are now being served by the present communication system. Moreover, it recognizes the need to link the community with the center through small media and traditional community centers.

The emerging paradigm shows (1) a narrowing gap between the urban and the rural sectors through mechanisms which improve people's capacity for learning, self-management and participation; mechanisms for bargaining and leverage; redistributive mechanisms; and nonformal training which upgrades labor's skills thus contributing to general productivity; (2) strengthening of values and local institutions that promote cooperation, resource sharing and the use of local communication resources that are able to elicit people's needs and link them to national development planning as well as facilitating interaction and feedback between individuals and groups at various levels of society; (3) support of alternative means of control of violence through non-confrontational conflict strategies between labor and management groups, support of objective and non-partisan peace movements; and finally; (4) strengthening of mechanisms and institutions that enhance individual creativity, cultural identity and human dignity.

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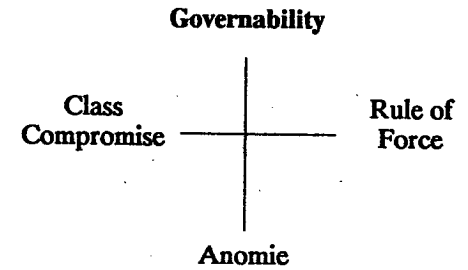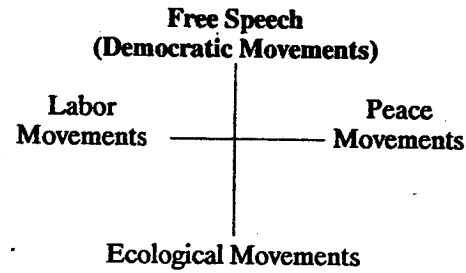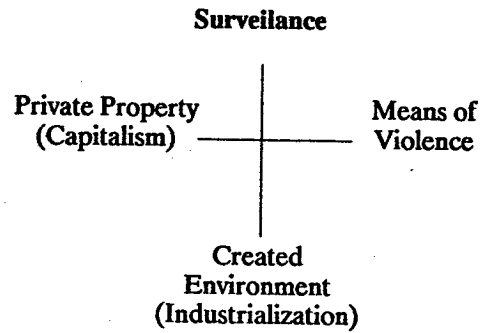
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Figure 1

A. ISSUES, EVOLUTIONARY CHANGES, POLICY INDICATORS

Critical Issues	Imperative Evolutionary Changes	Policy/Research Implications	Desired Future
Growing polarization of the elite and the masses divorce between basic and institutional needs	Interactive systems for dialogue between groups: linkage of small communities with the center through small media	Experiential research and training methodologies and feedback mechanisms; preferential option for the poor	Integration of elite and masses through a strong middle class; solidarity
Centralization and concentration of resources at center	Decentralization structures and redistributive mechanisms	Support for non-zero-sum economic strategies	Closing of economic and information gaps; subsidiarity
Cultural invasion: — Western-oriented elite — Mass media	Policy and regulatory structure; selective criteria, standards, models, reorientation of elite and media content	Selective filters for technology transfer (economic, technical, cultural); selective adaptation of technology	Enhanced personal and national identity; integration of modern with traditional values
Commercialism of communication systems, divorce between media practitioners, politicians and educators	Alternative communication systems; education and community-oriented	Policy support for community media and alternative media systems	A balanced communication system; narrowing orientation gaps
Impact of modernization: — psychological dislocation — split personality economie — labor-management conflict	Linking mechanisms to effect smooth transition: — nonformal training — guidance and job-placement centers — conflict management strategies	Policies on achieving balance between needs (demands) and responses (supply): support for nonconfrontational strategies	A community-oriented development with a communication system linking needs and responses of various sectors; enhanced creativity
Growing militarization and insurgency	Control of violence through peace movements, social redistructive schemes	Comprehensive policy and research on means of control of violence	An ideology that promotes social justice
Ecological threat: — nuclear — environmental pollution	Growth of citizens movements for lobbying: "greening" movements	Support for ecology groups; policy research on environment and natural resources	Enhancement of humanitarianism and a healthy environment
North-South issues: trans-nationalization of communication and information. One-way flow of trade	Lessen dependence on North: South-South dialogue	Support for regional exchange networks between and among Third World nations; regulatory structures for technology transfer; critical research on macro issues	Global networking; endogenous development

Surveilance

Private Property
(Capitalism) ———+——— Means of
Violence

Created
Environment
(Industrialization)

**Free Speech
(Democratic Movements)**

Labor
Movements ———+——— Peace
Movements

Ecological Movements

Governability

Class
Compromise ———+——— Rule of
Force

Anomie

* From Giddens 1985

PARTICIPATORY COMMUNICATION: CONCEPTS AND ISSUES

Florangel Rosario-Braid

Alternative media systems such as ownership patterns have emerged due to existing imbalances in society which are either:

a) central government or elite control of the system;

b) widening of the gap between the center and the periphery; or

c) state of marginality an uninvolvement by the larger population.

1. Based on human rights to participate, to communicate or to initiate communication. Active participation implies the right to participate in decisions on the contents and nature of the messages, and to influence decisions regarding policies.

2. The need to make receivers and members of a media enterprise as active agents is based on the following reasons:

a) The media constitute a powerful culture-creating mechanism. They are found to exert a greater social force than traditional or formal education. However, we have not yet devised appropriate training or policies to enable us to rationalize its influence and uses.

b) The transformation of present information media to communication media where the audience and members of media enterprise

stop acting as consumers and receivers but as creators and perceivers.

c) The change from unidirectional communication or information transmission to active receiver participation can come about through societal transformation particularly in ownership patterns.

3. A radical restructuring of the communication process to make it more "development" oriented or what we describe here as "development journalism" will include:

a) A broadening of journalist's perspectives of news from that of merely reflecting commercial or center's interests to that of societal needs and interest. The press will have to learn how different sectors of the population particularly the passive audiences speak or think on important issues.

b) Training should provide members (audiences on members of a media enterprise) criteria and skills in the following:

1. critical evaluation of the media, their influence and social organization

2. capacity to analyze and evaluate content of media

3. capability to propose alternatives on program structure and content

4. capacity to participate in decisions on organizational and communication policy concerns

5. ability to participate directly in producing alternative content messages

4. In Peru, the "campesinos" did not write for the paper or became journalist. But they were the direct generators of the news by supplying the facts, opinions and suggestions for the professionals to work on. Yet, they also carried out other functions: they made decisions in their capacity as trustees and owners of the undertaking: supplied themselves with and studied the information necessary for the best decisions; served as a contact with their base in the rural areas; carried out political and administrative negotiations; and arbitrated in disputes.

5. Based on self-reliance, on the redistribution of resources between social groups... on man's complete freedom from all forms of marginality (lack of participation and unstable level of involvement) and exploitation.

6. Self-management - capability of a group (a cooperative) in managing its own activities. There is less dependence on external institutions. People become aware of an increase in their capability to perceive and articulate their needs as well as improve their social and economic conditions.

7. Community media and cooperative media - Functions are information

education, entertainment, participation, aesthetic appreciation, community action.

8. Characteristics of Community Media:
- owned and controlled by people
- can be profit-generating but directed to public service
- serve recognizable communities
- policies encourage participatory democracy; recognize right to ideological popularity; opposed to racism, sexism and other discriminating attitudes
- support decentralization and redistribution of power; assists people in sharing duties and collective action.
- content of information emphasizes that which reflects their own reality rather than that transmitted by outside.

9. Cooperativism promotes access. Access implies the ability of the public to come closer to communication systems. In concrete terms, it implies choice and feedback. At the level of choice, it means a) the right to media, materials, the right to read or listen to desired programs; b) the availability of a wider range of materials, the choice of which is made by the public instead of being imposed by production organizations. Feedback means a) interaction between producers and receivers of messages; b) right to comment and criticize; and c) availability of means of keeping in touch with producers, administrators, and the managers of communication organization.

INFORMATION AND COMMUNICATION IN RURAL DEVELOPMENT

Florangel Rosario-Braid

As this time when we find our countries being gradually transformed into "information societies", it is important that we begin to establish structures - training, research and development and planning mechanisms that would enable us to adapt to the technological age.

I think many of you now realize that the most important resource in the 21st century will be information. Many of us are still in the materials and energy dependent societies but we have to evolve from that state if we want to maintain our existing level of overall development. For information, unlike other resources does not diminish with sharing. When properly utilized and shared with others it increases the productivity of both the giver and the receiver.

In the Philippines, our goal is to become an industrialized country by the year 2000. But it is that kind of industrialization that is based on vibrant and well developed agricultural base. One cannot leapfrog into full industrialization without fully developing the productive capacity of the agricultural resources. The reality points to a sectoral, fragmented approach in agriculture which, if unchecked may be carried over into the process of industrialization.

An Integrated Approach in Rural Development

An integrated or systems approach to farming and rural development will mean a restructuring of all institutions and functions. A well planned information system will be needed to support such a restructuring. Some of the priority requirements of a farm system approach are:

- linkage between production, credit, marketing, distribution and postharvest.

- manpower training of farmers, laborers and extension workers in participatory and cooperative approaches.

- identification of appropriate rural institutions such as cooperatives that could institutionalize innovations, such as farming and management systems.

- linkage of farming to off-farm employment opportunities such as home and small-scale industries.

- evaluation of technological options and providing information on their relative advantages and limitations.

What is envisioned here is not merely an integrated agricultural system. It is the transformation of an entire community so that each community, sector, component, activity or function is linked together towards a common purpose. A coconut producing community will be organized around the various uses of the coconut but it is not isolated from other productive activities of the community such as rice and livestock production. The entire farming system is coordinated by an information system to ensure that what is produced is efficiently distributed. Resource management and environmental concern are integrated. By-products and wastes from livestock or palay is recycled into fertilizer or various forms of energy needed for production cycle. A continuing education program on values needed for sustainable development - frugality, discipline and conservation shall by a responsive information system.

With an efficient marketing and distribution system, every community will be able to have a balanced distribution of its produce. There will be no rotting onions or tomatoes because of an inefficient transport system.

An Integrated Information System

Technologies and knowledge generated from research centers need to be packaged so that they can be rendered useful to entrepreneurs and decision-makers. There are also significant technologies and information generated among farmers themselves after years of trial and error. What is needed is a system of retrieval that enables the farmers to share information with each other and learn from each other as well as documentation that will enable the successful replication of such experiences. When we talk about technologies, what often comes to mind are production technologies or inputs but not technologies for environmental management and control. For it was only during the past few years when the consequences of neglect of our critical resources became manifest, that agricultural planners began to seriously invest resources in the control of soil erosion and destruction of our forest and fisheries resources. While we have various technological options to arrest the degradation of our natural resources, we need more specific information on the cost- effectiveness of these technologies or what works more effectively

given varying resource endowments. This refers to aridity of certain regions and other soil and climate characteristics, not to mention information on disaster-prone areas.

I have strayed from rural financing just to give a scenario on the farming system approach. But these concerns are important in the planning of rural financing.

Technological Innovations

Past experiences in rural development have indicated that where the government played a dominant role in the planning and implementation of programme, there was a little trickle-down of benefits to the rural poor. The Club of Rome, in its documentation of twenty years of government-led development recommends a strategy described as "The Barefoot Revolution" where the key engine of development depended primarily on barefoot technicians from non-government or voluntary organizations. The Grameen Bank is an illustration and so are the many successful credit cooperatives in the Philippines. This is in the area of priming the pumps as in such examples as the Philippine National Bank when it delivered credit on wheels to farmers of the Masagana 99 program, or what the Land Bank is doing now in reaching out to farm cooperatives in the Philippines.

Your main concern during this forum is to strengthen your network through a more effective and efficient use of existing information and communication resources. I think we now realize that information is so vital in network building and in enhancing productivity. Take Japan which has very limited natural resources but which today is a world power because it is an informative society.

Some of us may not be able to afford the technological hardware of Japan but this should not discourage us. For it has been shown in examples in other countries how low-cost and indigenous technology is able to mobilize traditional communities like it has done in Indonesia and the Philippines which have used puppets, mobile theater and blackboard and wall newspapers. Radio has been used for education and community development in India and many of our Asian and Pacific Countries as well as in the developing countries of Latin America and Africa.

There are new technologies that are becoming more affordable. Desktop publishing would allow communities to put out their own newspaper or magazines, books, pamphlets and low-cost materials becoming dependent on the few printing presses normally located in the larger cities. Community radio and VSATs (Very Small Aperture Terminals) encourage the community to develop its own radio and video programs tailored to their needs. The latter is an interactive system using satellite and is suited to educational needs of peripheral communities which need to continually exchange information. It lends itself to requirements of government development agencies which have to established closer networking. The rural telecommunication system in other part of the world is quite weak as evidenced by the fact that 79% of the Philippines, 1,560 municipalities are unserved by a telephone system. A new technology secular communication has demonstrated its capability to respond during disasters such as recent earthquake in the country.

But more than "hardware" technologies is the need to use information to strengthen networking among various NGOs, private voluntary organization and government agencies engaged in development. They range from associations like yours to environmental groups, cooperatives and women's groups. For example there are environment groups working primarily on promoting organic and low external inputs for sustainable agricultural like the LEISA in the Philippines. A network called Women in Rice Farming System Network provides information on alternative technologies. Some grassroots networks are involved in rural energy and in promoting sustainable development practices.

We must also look at rural financing as a subsystem within the rural development chain. Otherwise, we may be strengthening the financial base for production and alleviating poverty only for the present. Experiments like the Green Revolution have shown that financial support that lead to higher productivity may not necessarily contribute to sustainable development if the resource base is, endangered like what chemical inputs have done in the past. It is therefore important that rural financing considers resource management and conservation as equally important concerns.

Training for the Development Journalist

I have discussed some of the challenges for the communication information manager particularly in the area of information hardware. But what is even more important is the software that could be communicated. By focusing on the integrated farming system. I hope I have conveyed the need to:

1. develop information packages that will link the various subsystems, from production to post-harvest and consumer systems and the various activities of the community which must be viewed as interrelated.

2. develop messages on sustainable development which focus not only on technology but also the value and attitudes that have to be developed.

3. utilize information for effective technology transfer.

But the requirements of integrated and sustainable development require a new breed of journalists and information managers who can generate and package information from a "process" perspective. Traditional training has focused on the who, where, what, when, but not on the why or how. This "event" approach has resulted in a type of journalism that merely reports on the manifest but not the latent news -- i.e. what is invisible to the naked eye.

"Process" reporting not only delves into the background of the event in order to explore the whys and the hows but also relate events to provide a total picture. Thus, a story on environmental degradation relates the destruction of forest or fisheries resources (as qualified in the number of trees or coral reef that have been destroyed) and other social ills to urban migration of the youth and poverty. A " process-oriented " journalism further examines social relationships such as man's relationship with his neighbors and his environment in order to understand hidden positive values that may be harnessed for sustainable development. Process reporting does not stop with reporting the event; it follows it

up until action by concerned authorities is done. Rural financing must be seen as a sub-system of the entire development process. Information is the nerve that connects all these functions and processes.

The Rural Credit Institutional Setting

In order to be able to map out an effective development and information strategy, it is important to understand the rural credit institutional setting in the Asian region. It can be classified into three categories on the basis of dominance and ownership. The first is one where a state-owned bank for agriculture dominates-Thailand (BAAC). Malaysia (Bank Pertanian Malaysia, Indonesia (BRI), Nepal (ADBN), Bangladesh (BKB). Their scale and scope are mostly agricultural. They receive heavy operating and operating inputs from the state and/or favored with privileges not otherwise accorded to other banks.

The second is where a privately-based cooperative finance system almost exclusively finance agriculture. This is characterized by a wide network of mass-base primary coops in the countryside linked through a vertical structure to an apex cooperative financing institution (as in South Korea and Japan). Initially receiving large support from the government in the early year, the example we find in Korea and Japan are now largely dependent on their own resources. They are active in mobilizing funds in both rural and urban areas and the transformation of intermediate funds into viable instruments in both rural and urban sectors.

The Third is one where several types and mix of state-owned nationalized or state-supported institutions for retailing rural credit exist side by side, with some institutions tasked with very specialized functions. The Philippines, Pakistan, India and Sri Lanka appear to be in the category. (Agabin, 1986).

These three categories of rural financing have to be studied more carefully in the search for appropriate strategies of involving greater people participation. For we cannot achieve people empowerment. in the ¹ real sense unless we enable them to become more productive.

Summary

1. It is important to understand the system of ownership of rural financing as a context for designing a communication strategy.

2. Where the media are owned by big business or state-controlled we can expect its orientation to favor these two big sectors. We would however like to encourage the emergence of third sector in rural financing such as cooperative and NGO-initiated rural credit schemes. Public broadcasting (owned and controlled by NGOs and public sector) will be such an alternative system that can support the third sector economy.

3. The slow utilization of credit programs and show repayments of loans which characterized most credit program in Asia should be addressed by an information system.

4. Communication and information programs should not be merely concerned with the diffusion and transfer of information and technology. It must likewise promote the protection and conservation of natural resources and the promotion of research and development in order to reduce its dependency on imported technology.

5. Success stories on rural financing such as replication of the Grameen Bank and other innovative schemes in rural finance should be packaged for various information channels.

6. Training in Process Journalism-the rationals has been described in this paper and APRACA can assist in spearheading this effort through their journals and other information networks.

7. Inventory of Communication Technology, both hardware and software with the purpose of exchanging experiences.

8. Preparation of information strategies on problems and opportunities in rural financing to counteract fallacies such as: a) rural microentrepreneurs are un-

able to organize themselves; b) they are too poor to save; and c) they need cheap credit for their income generating activities.

Many policies on rural financing do not contribute to the self- sustained growth of rural groups nor do they sufficiently benefit the rural poor. (Seibel, Rural Finance, 1990).

9.   A central clearinghouse which will package information on rural credit for more effective utilization and to enable exchange of experiences among various rural financing institutions within the Asia-Pacific region will be necessary.

SOME ECONOMIC AND SOCIAL DIMENSIONS IN DEVELOPMENT COMMUNICATION

Florangel Rosario-Braid

shall attempt to relate communication development to the realities of Third World development; the New Information Order and the relationship of communication to other institutions, particularly economic institutions. I shall show how economists look at the economics of communication and cost-benefit effectiveness and show the need to come up with social indicators. I shall also deal with the concept of development communication particularly in its application in the communicative act and particularly within the integrated development context.

A. Information - An Economic Force

The MacBride Report discuss the linkages of communication problems to the new international order, as changes in the field of economics and communication are part of the same process towards amore equitable and just international division of labor. Consider these observation:

- A constant flow of information is vital for economic life.

- Communication represents a growing segment of a country's gross national product and has direct repercussions on productivity and employment.

- Although unit cost of many communication products have tended to decrease, the investment necessary to produce them are increasing.

Capital-rich nations have a built-in structural advantage.

- Two consequences of the increasing scale of this capital investment are: 1) the number of people utilizing the media must rise if the process is to be economical (in terms of the cost of serving a single person or sending a simple message); and 2) control of financing and equipment tends to pass into the hands of large-scale enterprise, which are able to pool the capital needed.

- Many countries, particularly in the less-developed societies, have given priority to distribution at the expense of production. Hence, they have found themselves dependent on investment abroad for their infrastructure -- on news compiled by outside organizations, on entertainment also created far away, and on source of production over which they have no influence.

- The effects of the above are:

   1. Entertainment on TV and radio are heavily laden with imports from abroad, and advertising is often influenced, if not controlled by branches of international companies;

   2. This pattern has led to large-scale foreign intervention,

heavy external investment and unhealthy competition in the development of media materials;

3. The creation of national and international monopolies; and

4. Such centralization often creates a certain amount of standardization in media producers.

- The massive dissemination of cultural productions--books, films, recordings, TV programs which often reach a multi-million people, points to a vast democratization and popularization of culture.

- In addition to enlarging the cultural audience, the industrialization of production and marketing of cultural creations has provided more work and better earnings for a large number of creative and performing writers, artist, professionals, technicians.

Now, having presented the macro-economics aspects in communication development, let me now give you an overview of the micro aspects as shown in the concept of cost-effectiveness.

B.   Cost-Effectiveness of Communication

Economic decisions involve choosing one of several possible alternatives and choosing the optimum combinations of revenue and of cost. Rational economic decisions would therefore be directed toward increasing revenue at a minimum increase in cost. In decision making on communication strategies it is often impossible to find the maximal solution so that planners try to "satisfied" or to find the most satisfactory alternative in problem solving or achieving objectives. Financial costs are either fixed cost and variable or recurrent costs. Fixed costs are capital costs which are usually investments, depreciation, maintenance and wages and salaries. Variable or recurrent costs refer to costs which vary with the volume of output such as fuel and cost of raw materials.

A project is cost-effective if it able to maximize desired results with given inputs.

Normally, cost-analysis involves an assessment of the economic desirability of investment in a project which yields its return over a period of years. There are five stages in a cost-benefit analysis namely:

1. definition of objective

2. identification of alternatives

3. quantification of alternatives

4. measurement of tangible and intangible benefits

5. measurement of costs

For example, in the training of information personnel, one can only measure cost-effectiveness after evaluation changes in performance after training. Value is given to these changes and compared with the cost of inputs. If benefits (changes in performance) are higher than costs of inputs then the training is cost-effective.

One limitation of this assessment is the social costs which are very important in communication planning, have not been included. They refer to social benefits such as increased self-confidence among trainees, greater participation of trained staff in organizational activities and the like.

They also include negative consequences such as feeling of alienation and passivity brought about by the increased use of communication technology in education; pollution of the environment which could be in the form of physical (brought about by increased production of hardware technology in information and transportation; and mental pollution resulting from the excess of trivia in media message. In training, the negative consequences is shown in the possibility of being overtrained for present and available tasks.

In the choice of media mix, one is often guided primarily by economic costs. Decisions on the use of ome medium or the other, although guided by consideration of costs which include reach or the number of people within the leadership or listenership of the information campaign, often ignore other characteristics of the media which can affect both economic and social costs. For example, attributes such as credibility, permanence of recyclability, (opportunity to store media for future uses such as books, publications and

films) and interactive attributes such as media's capacity to effect interaction among senders and audiences -- all these affect their value or cost.

C. Development Communication

This brings us to the concept of development communication which in addition to being a purposive approach to the use of communication -- the goal of which is to improve the social and economic well-being of the widest number of people, also connotes the active participation of people in the communicative act, the presence of active dialogue and consultation among planners and people involved in change and the support of people's rights and needs for self-reliance and autonomy. The media's ability to support interactive and bottom-up communication would imply that they are more cost-effective particularly in achieving the social goals of development. Audio cassettes provide opportunity for interaction among planners and the people and would therefore rate very highly in terms of development goals of participation. Access, or the opportunity of people to participate in the planning of media content or the use of available media resources is another criterion for evaluating the social impact of communication media.

The evaluation of environment impact of communication media is a neglected area in social research. Again, there is need to do cross-comparison between two or three projects to determine which of the projects is more feasible from the standpoint of economic and social costs.

Now that we have defined development communication and have shown how important it is in the evaluation of cost-effectiveness, let us now examine where we are in terms of practice. We, at the Institute are preparing learning modules which include development journalism, science reporting, communication planning and development support communication for trainor. I think you will agree that the problem lies not so much in the definition of development communication nor in the lack of social indicators (for we have been able to identify a number of them) but in the operationalization of these indicators in terms of attitudes and behavior.

For example, how can the concept of self-reliance be manifested in decision-making on media or message choices? How would a communicator behave to indicate that he supports participatory planning? What do we mean when we say the communicator would be more of a facilitator or catalyst rather than an informer or teacher? What changes in news gathering or news processing or dissemination are shown by the print or broadcast journalist because of the DEVCOM orientation? In other words, we expect that the communicator has internalized the concept of development communication and that this is manifested in his attitudes and behavior towards his task, his colleagues, the organization, people and society. What I have just said may sound simplistic but I challenge all of you to sit down, reflect, and list down attitudes and behaviors of communicators in a variety of communicative acts within the framework of development communication.

Communication In Integrated Community Development

Perhaps the most ambitious use of communication strategies and for that matter, an area where they could provide opportunity for evaluation of their impact is the integrated development strategy which is at present the approach in most of our development programs. Here, the evaluation of cost-effectiveness becomes more complex as the media and message are often integrated, and as the various infrastructures the physical and social are also integrated, communication provides the orchestration of these components. Economic and social cost analysis involves evaluation of:

a) communication management activities such as the linking of various internal and external units involved in the project management of information systems or the organization of information for various levels of managers;

b) information, education, and communication activities which involve: 1) publicity and public relations activities on project goals, activities and outputs;

c)   information on project support inputs beneficiaries;

d)   education on productivity and other survival concerns; and feedback from people on perceptions, reactions on project objectives and outcomes as they affect their lives and those in the community.

You will note that private corporations have already created positions such as Vice-Pres. for Public Affairs, Public Relations or Communication. The responsibility calls for the management of the various information and communication activities of the organization, a communication role that IAD and other development projects now recognize. In other words, we are very optimistic that the graduates in this specialized field of communication would find opportunities as communication managers of development programs and new learning and delivery systems. Of course this is only possible if we continue to persuade policy makers on the important role communication managers play as partners in national development. Our salesmanship must of course be supported by tangible evidences of what communication support can do in achieving project and program objectives.

MEDIA AND POLITICS

Florangel Rosario-Braid

There are many distinct similarities and dissimilarities between the German and the Philippine media systems. As the victors of the Second World War were trying to es-. tablish democracy and were in the process of determining the type of media needed, radio broadcasting was being introduced in the Philippines as a commercial enterprise.

Today in the 1990s and beyond, we should perhaps endeavor to have a "dualistic media system" by having an alternative to the commercial system. We hope we shall be moving to this stage if the bill proposing the Creation of a Public Broadcasting System in Congress is passed into law.

While the Philippines is supposed to have a free press, the reality is that the media, particularly during the past administration, was controlled by big business interests which also influenced the political life of the nation. In other words, those who controlled media and the economy also wielded political power. We are still in the process of finding ways of breaking monopolies and democratizing existing institutions as provided for in the 1987 Constitution. Until this happens, I don't think we can ever have a free mass media system.

In terms of similarities, I think the German "chequebook journalism" is like our own "envelopmental journalism." There is a recognition by politicians that journalists have the power to make or break them and so they

sometimes use the chequebook or the envelope to get the media on their side. Both societies, however, realize that the most important role of the journalist is that of mediating. In the past, however, the role of media has been that of informing, entertaining and educating. The role of mediation was shown in the combat field, but again, the journalist in such crisis situations, was ill-prepared and needed more training in this area of conflict mediation.

Another issue is the betrayal of citizens by the marriage of journalists and politicians. We have witnessed this pattern during the Marcos regime. I don't think we have quite disentangled this relationship, but we're working very hard at it.

On the topic "Towards a Liberal Media Policy," I'd like to address this by looking at how we regard the role of communication in national development. Many pay rhetoric to media by saying that it is the nerve of government, that it is the glue that holds society together, but very little has been done in terms of implementing policies which should guide the behavior of the institutions concerned with communication planning.

It is the absence of communication policies that has produced so much chaos. Again, the question we have often raised is this: If a developing country has education, agriculture, science and technology, industry

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and population policies, why can't there be a national policy on communication? If we accept that communication is an important and pervasive social force, why do we leave it in the marketplace to sort itself out? The need to formulate explicit policies is now increasingly realized for many reasons. One is that we now have new information technology and they require policies which would ensure their orderly and equitable use. We must remember that technology can have tremendous impact on the economic and political life of the nation. But unless they are planned to serve the common good, they may be used by those in power to perpetuate their dominance. We, therefore, need to rationalize the system in order to distribute power. Information is power and those who have access and control of these resources have more power.

We need to distribute information from overloaded areas to information-deprived sectors. Again, this is the problem of concentration and centralization of information in the urban areas. There is a need to provide safeguards against the erosion of national culture and dangers posed by too much westernization of our program content. Some studies on children show that they would prefer to live abroad and that they tend to identify more with foreign cultures. This is perhaps influenced by the western values in our media content. We need to utilize the media for education, environmental awareness, and other developmental purposes. I think we have an adequate infrastructure, but it is either heavily centralized or it is not utilized for non- commercial purposes.

Let me now define a liberal media policy in terms of the local context, and our expectation of its function in accordance with the constitutional provision of information as an important resource for national development. The need for a policy environment that will ensure that the needs and aspirations of the people are met through appropriate structures is a general principle in the Constitution. In operational terms, this can be achieved through democratization, decentralization, and increasing people's participation and access to media.

Media's power is further evidenced by its ability to distort reality. Recently, the attention of authorities was focused on media,

because of the latter's ability to create images and perceptions that either distort reality or portray a negative picture of our society. Advertising, through subliminal strategies, can shape values and direct consumer taste. We have studies on how they affect voting behavior and create new types of leadership, and how they have caused the rise and fall of governments.

What does this all mean? It means that we can trace the country's underdevelopment with the development of its communication resources. When we talk about media and infrastructure, we should be concerned about the content and the training of media personnel, which I believe is one of the gaps in our present system.

Another important area of concern in our media policy is the need to broaden ownership. This means that no single individual or institution can own various media enterprises. This goes against the present practice of free enterprise or laissez faire, where media ownership is left to the marketplace without regulation by government. While competition is encouraged, it must be that which will allow as many sectors and groups to participate in the ownership and control. The argument is that if there are no regulations, only those who have economic wherewithal can favorably compete.

It, therefore, implies that as many groups in our pluralistic society will have the opportunity to own or have access to the media. Even the disadvantaged and marginalized -- the farmers, and the urban poor -- will have access. A liberal media policy rationalize the ownership and distribution according to criteria of public interest. For example, the latter is not served if we have a situation where there are more newspapers or TV stations than are needed as it would result in cutthroat competition. Media will then be forced to cater to the lowest common denominator. This is what we are witnessing today -- sensationalism, inaccurate reporting, and rumor mongering which are the consequences of such excessive competition.

At present, there is a bill to restructure PTV-4 into an alternative broadcasting system, so that it can cater to underserved populations and special interest groups.

Public affairs and cultural programs which constitute minority programming in today's media will be encouraged.

Today, we are examining various alternatives, hoping to learn from the BBC, the German, the Canadian and the Australian experiences. The challenge will be that of grafting these systems into our own system. Economically, transferring any one of these systems without any adaptation is not viable. In other countries, public broadcasting was dependent on subscribers. Policies that will ensure that the government or a single funding agency will not dominate it, and setting up mechanisms by which several funding agencies or social investors can contribute a percentage to the total financial requirements are needed.

A liberal media policy must be anticipatory. With the coming of new communication technologies, such as satellites, fiber optics and interactive communication systems, there will be a need for planning how these technologies can best be put to use. A policy concern would be how these new technologies could satisfy the needs of both commercial and non-commercial interests.

Technology evaluation should look into issues of cultural fit and feasibility of technology. In some countries, the hardware of technology is introduced before the software and before policies and training of manpower are introduced.

Mechanisms that would broaden ownership like public stocks, and cooperative structures must be encouraged. There are certain ways of evolving from a highly commercial or oligopolistic media structure to a broad-based ownership structure. A liberal media policy must respond to populist needs, like environmental concerns, food security and similar issues. How we respond to these concerns in the absence of an alternative media system is something which requires negotiation with power holders, such as newspaper publishers, TV-radio station owners and the government. The attainment of a balanced social order must be a primary concern of a liberal media system.

We also do not want to deprive advertising of its profit motive, because advertising is the lifeblood of media. But at the same time, we hope we could evolve into a "win-win" situation where every sector in society gains and nobody loses. A highly centralized system where monopoly or oligopoly thrives is, in some way, similar to an authoritarian system where government or an elite business class dominates.

Who should, therefore, be involved in the planning of media policies? Everybody who is a stakeholder must be involved -- farmers, cultural communities, women, and other consumers. The government has the responsibility of bringing them together in evolving a more comprehensive and rational media policy. Now, in our country, there are many examples of legislative initiatives. To give you an example, there are now over a hundred bills on media, information and related issues. Most of them intend to rationalize and insure that there is cultural fit, that media incorporate a social dimension or democratize. But enacting them into laws do not appear to be a priority concern of the present legislature.

There is a need for forums which could contribute to the development of a higher sense of awareness on the part of the public. These forums could help create the environment which could bring pressure on Congress to pay attention to these concerns. It is encouraging to note that some studies have shown that people see the need for a stronger community media. Strengthening small newspapers and small radio stations, and providing a more balanced programming are some of the positive changes expected. There is demand for science and technology and other educational content in newspapers and broadcasting. A positive sign is that television and radio are beginning to provide more space and airtime to public affairs programs.

We should learn from other countries examples on how they have been able to develop a media system which encourages private enterprise and yet responds to pluralistic needs and supports the requirements of nation-building. The challenge in media policy is that of achieving a balance between the needs of individuals and various groups and the needs of a developing society.

PEOPLE'S AGENDA FOR DEVELOPMENT AND DEMOCRACY COMMUNICATION TECHNOLOGY AND MASS MEDIA

Florangel Rosario-Braid

I. Introduction

Communication is now recognized as one of the most vital resources in national development. A pluralistic society like the Philippines will require the efficient management of its communication technology to make it more accessible to various sectors of society. People's participation in guiding the direction of the mass media, the existing orientation of those who manage these resources, the state of media ethics and the quality of content are factors that will be examined in the further strenghtening of the communication system.

This analysis will use the term communication technology to refer to both software and hardware. Software-- the messages, manpower and communication policies. The hardware, refers to the delivery systems such as print, broadcast, satellite, computer and other telecommunications facilities.

Given a systems perspective, the analysis will draw from people's agenda and perceptions of representatives of various sectors, consultant's analysis and previous studies, which have examined organizational structure, (ownership, management and con-trol system), content of messages, training, available technologies and the functions given to media and other communication technologies. It will be noted that in addition to information and educational functions, media and other communication technologies are now recognized as critical resources in conflict management, social mobilization and in promoting people empowerment.

As the era of Information Society emerges, there is also growing realization that information is power and that when we give people adequate and useful information, we enhance their power. When we provide people with skills in producing their own programs or publishing their own newsletter, we lessen their dependence on the mass media.

II. The Media: A Force in Democratic Pluralism

This analysis must be viewed in the light of the sweeping changes going on today -- the transformation of existing confrontational conflict between superpowers to a more fragmented interdependent world of competing centers. It is this reality which makes democratic pluralism a more attractive alternative especially in countries like the Philip-

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pine which is characterized by geographic, linguistic and ethnic fragmentation. Existing divisions within the military over policy, between labor and management over wages and profit, landowners and farmers over agarian issues have further polarized the population. Adding to this is the confusion and emotionalism brought about by the US Bases, another divisive issue.

Political scientists would consider continuing debate and pluralism as a healthy attribute in a democracy. The 1987 Constitution encourages cultural diversity as necessary state in achieving national unity. But diversity and pluralism must however contribute to consensus if the natin is to survive.

The Philippine media has contributed immensely to the growing pluralism as its orientation has been to allow many voices to be heard. However, the media's orientation to formenting conflict and disagreements has contributed to greater polarization and confusion. Furthermore, minorities (cultural communities, the poor, youth and women) and other disadvantage groups (farmers, fishermen and the rural and urban poor) have not been provided adequate access. Their concerns have not been sufficiently articulated over the media which is predominantly entertainment and trivia-oriented.

This study examines the context in which access and participation to the media may be enhanced through training, technologies, human resources development and networking strategies and legislation. It will take people's agenda for development as take-off point in recomending strategies for action.

It should be understood that in a Third World country like the Philippine democratic pluralism must be seen as a means to an end which is consensus on national development. The essence of a healthy democracy is its ability to provide forums for various opinions, but the latter must be evoked and facilitated towards common goals and action. However, it is the areas of consensus-building, access by the marginalized, its ability to reflect various nuances of opinion instead of primarily focusing on "black or white" issues, where media has not had much impact. The reasons are economic, technological, social and cultural.

The inability of technology (radio and TV signal) to reach remote areas, the prohibitive cost of newspapers and magazines, the illiteracy of 10.2 percent of the population, are factors that will have to be addressed and cannot be solved overnight.

There are short-and medium-term solutions, Appropriate training of media personnel at all levels is a short one. There is a wide range of technologies that can strengthen media's capability to facilitate group consensus. Radio and video tape recording technology (cameras, monitors, VCRs) because of its ability to provide interactive mechanism for immediate feedback, dialogue and conferencing is a natural tool for consensus building. Cheap and powerful desktop publishing systems can empower peoples organizations because they can produce their own newsletters, posters and, with a telephone, receive electronic mail.

Because the difference between radio, TV, newspapers and other printed media may eventually be blurred in the future, owing to the fact that satellite communication technology will be the common carrier of their content, the paper will use "communication technology" to refer to both the "hardware" or delivering channels and the "software" -- messages, manpower and policies.

This blurring would necessitate new training for media practitioners and a restructuring of roles. Initially, the cost of technology may be exhorbitant but overtime and with more users, it would be more cost effective. The new information technologies also allow greater reach and less travel time. But like all modern technologies they may contribute to the widening of the gap between the urban and resource-rich centers and the maginalized areas of the country unless they are planned within this concern for the common good.

For so long the right to communicate was the particular freedom of the privilege, the literate, and the politically powerful. This has led to the "professionalization" of the communication industry thus, automatically excluding those from the marginalized who have little or no formal training. But with the realization that communication is at the core of human freedom and political emancipa-

tion, people's organizations and non-government organizations have challenged this "professionalization" by producing their own messages and training their manpower.

Yet, these new and powerful technologies will open new opportunities for people to meaningfully participate in democratic dialogue amd policy-making if these can be put within their means. Hence, any assistance in the form of training and technology must be challenged forthwith to those who need them most: the minorities, and the marginalized.

This Paper will also examine mechanisms for closer networking or coalition between the media and non-government organizations for mutual support in advocacy areas. Here, such activities as media helping NGO's develope public relations skills such as effective packaging of people's concern into attractive formats or joint ownership of media enterprises by umbrella NGO's (concept of social investors) or media cooperatives are possible innovations within the present free enterprise system.

The Report will suggest the role of government within the existing economic framework of free-enterprise. Past experiences have shown that the emphasis on the marketplace has led to increasing control of media by those who have economic and political power.

With further decentralization and the devolution of power to local government, media will assume greater responsibility not only in providing access and redress to the marginalized but also as a force in ensuring more effective governnance and public accountability. Its present orientation towards events reporting, personality-oriented politics and commercialism does not allow it to assume a larger role in clarifying local and national issues towards a consensus on development alternatives which is crucial as the country moves on to the 21st century.

III. Situationer

A. Review of People's Agenda

Since the 70's, no less than 30 communication policy forums participated in by representatives of various sectors including people's organizations have been convened to rationalized the communication sector. But very little has been achieved toward this end. Among the reasons for this inattention to communication issues are:

- Many of the past recommendations assumed that changes will happen even if the political economy is not restructured. Thus, demands for reorientation of media content to become more developmental have encountered difficulty in a media system which is highly commercial and profit-oriented. Similarly, efforts to democratize ownership through cooperatives is not attractive to big businessmen who prefer a faster return on investment. Media are also used to protect vested interests.

- Proposed alternatives (ownership structures, programming, etc.) were never given the chance to work due to lack of policy support, financial constraints, inadequate technology, etc. Examples of these innovative and alternative concepts are the public broadcasting system, cooperative ownership of media, and distance learning.

- Some recommendations were addressed to "actors" (publishers, broadcasrt owners, editors, journalist, advertisers) whose approach to media programming is conservative. Creativity, innovativeness, and openness are not common virtues.

- Some training programs may have unwittingly reinforced and propagated unwanted values, and a media culture that is not sensitive to social development issues and to the information needs of the marginalized.

- Media is often left to sort itself out. There is little "pressure" from other sectors on media to improve its orientation and to serve the public interest.

The media audiences are not yet "educated " on their rights-- how

they can lobby or advocate for better programs or media content.

On the other hand, government has to be extra cautious in initiating reforms because such interventions are immediately construed as violations of press freedom.

- Some of the proposed changes demand political will which is sometimes lacking as there is fear that some decisions may not be popular. Examples of these issues are the fate of Domsat Phils. Inc. privatization of sequestered media, allocating specific broadcast hours for educational programs, regulating media operations during crisis situations, etc.

- Within the communication/mass media sector, the agenda tends to reflect those of vested interest (owners, advertisers, journalist) groups. There are no mechanisms to harmonize sectoral interests.

- There is a tendency by some sectors in the media to demand their rights, freedom amd privileges (tax exemptions, lower newsprint tariff) without much regard for their corresponding responsibilities.

- Networking among individuals and institutions committed to common goals or visions is inadequate. This has resulted in duplication of efforts, wastage and unnecesssary competition.

- Some recommendations are not anticipatory. For example, how will the present communication technology revolution (introducing of desktop publishing, VSAT, cellular telephones, E-Mail) restructurenews and information gathering processing and dissemination? With these new technologies, can the community depend less on the formal media and develop their own information facilities?

- Many of the past recommendations have not been translated into plans

of action with responsibility centers clearly identified.

B. Political Context

This paper is written at a time of political turmoil owing to the impact of the US Bases Treaty non-ratification. The Constitutional crisis it had triggered had divided the population and clearly demonstrated the lack of adequate consensus-building mechanisms. The media was not merely an active participant in the debate; it was strong advocate of constitutional democracy. Except for the leading daily, *Manila Bulletin*, almost all the national dailies through editorials and columns, supported the stance of "no referendum" and the acceptance of the Senate decisin for non-ratification.

The forthcoming national election to some extent has affected media behavior as potential "presidentiable" and "senatoriables " have started to court media for exposure and enhancement of their political image. it is expected that as election time approaches , the so-called "adversarial" relatioship between media and government would be considerably reduced. There is expectation too, on the part of the informed public that media will play an important role in helping voters make intelligent political choices by clarifying and presenting issues and political platforms. Additionally, media is expected to be a "watchdog" which will support citizens groups in ensuring a clean and free election.

C. Media's Free Marketplace Orientation

Historically, the mass media has developed within the economic philosophy of free enterprise. Thus, except for the martial law year, media has enjoyed untrammeled freedom which has brought about positive outcomes like creativity in the advertising industry and increase in the number of public affairs programs as well as negative results such as present excesses like too much violence, sex and commercialism particularly in TV and the movies. This policy of "Let the marketplace determine the kind of media" or: let the media sort itself out" which amounts to a "hands off policy" has perhaps been the single factor that has contributed to the elite orientation of the media, the control of the media by those who have economic and politi-

cal power, and the predominance of entertainment and trivia.

Under such a system of free enterprise, it is those who have access to economic resources that are further strenghtened. Thus, the system has not favored the disadvantaged who up to this time are still marginalized in media paticipation or access. The latter are provided token participation primarily as recievers of assistance rather than as opinon sharers. Opinionmaking can therefore be described as a process where only the political or economic elite are participants.

D. Media's Content in Providing Choices

The current information fare is far from being balanced and is therefore inadequate in satisfying the needs of a pluralistic population. Media, taking its cue from the popular philosophy that it is primarily a "mirror" and a reflection of present society makes little effort in delving deeper into issues and posssible options. It seldom questions why a highly literate population which was at one time leading other contries in the ASEAN region is now at the bottom. Economic and other development strategies propounded by the government's financial and economic managers provide the messages in economic reporting.

Science and Technology, Education and rural development strategies, etc. likewise provide the software of development reporting. The lack of information from the media on possible development alternatives is not merely the fault of media enterprises; it also stems from the lack of adequate private policy "think-tanks" that can provide such alternatives and the inadequacy of linkage institutions that can popularize these issues if they are at all available so that they can be readily utilized by both the executive and legislative departments, the media, business and NGO's.

E. Media as Effective Redress Mechanisms

There is a dearth of redress mechanism including the media which has the potential for being an effective forum for consumer and human rights concerns. Except for three regular legal assistance programs on TV and radio and a regular newspaper column on the same subject, there are few public affairs programs that provide redress for violations of rights. Children's rights enjoy wider coverage and attention on both the print and broadcast media. The extensive coverage of crime, particularly the recent focus on crime committed against wealthy Manila residents may be explained by the human interest surrounding the violators and the violated rather than the conscious regard for providing adequate redress.

F. Big Business and Elitist Orientation of the Media

To this date, the concept of development communication,which is really provision of adequate access to the marginalized in the spirit of parcipatory and pluralist democracy, is hardly understood by the majority of media practitioners. There is still the fear that "developmental" is government propaganda packaged in development programs like agriculture or health and environment. The increase in media coverage of environment, health and agriculture issues has been primarily due to combined government and non-government organizations advocacy in these areas with the assistance of international funding agancies. This fear explains why there is hesitancy for media enterprises to take the initiative in investigation and reporting development news. Too, development news is always perceived as boring and uninteresting and will never be able to compete in the ratings game. There is still the need to continually instill the idea that our present society cannot survive unless threats to the environment or health and poverty are eliminated with willing collective support.

It seems that professional developmental training programs must focus more on non-zero-sum motivational strategies which should shift present economic concerns (financing of media programs, salaries etc.) to such concerns as survival of the nation. How we translate these messages, first to those who own and operate the media and those who are tasked with information dissemination is a challenge and an opportunity particularly for academic and professional training organization.

G. Gaps in Media Programming

The prevailing emphasis on entertainment takes away airtime and newspaper space that could be devoted to development concerns. While the KBP has standing rule that radio and television stations should include public affairs, present programming is still elitist and, "macho-oriented". This is reflected in the prevailing subject of discussions such as the US Bases, crime, business, agriculture, politics, and drugs "Soft" topics such as women's literacy, child care, immunization, or education,do not enjoy as much space and airtime as the former. The use of English in many public affairs also hamper wider participation. It is noteworthy however that more and more news and public affair discussion particularly on radio are in Filipino or local dialect.

What media has failed to do is to present other options apart from extreme positions on controversial issues. Neither there is an adequate information on available alternatives on such contentious topics as the debt cap. the Bataan Nuclear Plant, separation of church and state, reforestation, chemical agriculture etc. People are therefore made to choose between extreme positions because they are not aware of other alternatives.

Minority groups -- children, women, cultural communities,the handicapped -- are portrayed as objects and not as initiators of development.

H. Women in Media

The Philippine Development Plan for Women identified three issues related to media; women as media practitioners or workers, as subjects or characters in media production, and as users or consumers of media outputs.

Women are found to comprise 32.7% of the editorial staff of most newspaper and 36.4% of women occupy desk jobs or managerial positions. Women journalist who are once confined to the lifestyle section or to health or education, now compete with men in the police, defense and sports beats.

The images and roles given to women however remain traditional--wife, mother, and decorative (sex) objects. Results of a five-month monitoring survey of thee roles and images in newspapers,radio and television showed that "women are portrayed as trivial creatures whose competence extends mainly to domestic concerns." Seldom are women viewed as equal partners who can contribute their energy and intellect to national concerns.

While there are a number of publications and radio-TV programs aimed at female viewers-readers, these are largely urban-based, and except for radio, seldom reach women in rural, isolated barangays. Discussion of serious national or sectoral issues is limited. The need and realities of women in the rural areas, their perception on vital subjects are often overlooked. For example, women in rural areas make decisions on rural energy such as firewood, the norms of child and health care, family planning, diet, sanitation, education, to name a few. The social, economic, environmental, and political impact of these decisions by rural women (who outnumber their urban counterparts) practically shape the nation's course Yet, little is done to inform them of their crucial roles.

I. Ethnic Reporting

Although there are 120 ethnic groups and cultural communities in the country, little is known about their culture, needs and aspirations. The Philippine press appears disinterested in providing adequate coverage of cultural communities. This was the conclusion of two content analysis studies conducted in 1990. Despite the gap of twenty-four years between the two studies, there has been no appreciable increase in the coverage of cultural communities and their concerns.

Media coverage of cultural communities is primarily focused on conflict situations. The media, being "events-oriented" presumes that if it brings these events to the attention of the general public there will be an automatic response to the problem. But media, by the style of the reportage, has perpetuated, stereotyped images. There is little coverage of crucial issues affecting them such autonomy, environment and ancestral land.

Stories about their way of life is almost nil although there is a continuing attempt at preservation of their dances, songs, ethnographic materials and other cultural ar-

tifacts. This results in their being seen by Christians either as childlike and helpless creatures or barbaric and naked.

Media visibility does not help in erasing stereotypes. The more "visible" cultural communities like the Igorots, Ibanags, and the various Muslim tribes in Mindanao, are the ones most apt to be stereotyped (e.g. pipe-smoking and tattooed Igorots, vilent and fierce-tempered Muslim tribes).

It is believed that inadequate coverage of cultural communities can be attributed to 1)parochial view of Manila editors; 2) editors' perception that readers are not interested in ethnic stories; 3) lack of space and 4) lack of qualified correspondents. Most stories about cultural communities are the result of a reporter's initiative, rarely from the news desk. As Maslog and Villadolid put it: "Ethnic issues touch directly on our critical social problems. How do we forge national unity of our cultural diversity. How do we reconcile regionalism with nationalism? How do we transcend social conflicts into nationhood? "Most ethnic issues touch on human rights and social justice which are often abused by the cultural majority.

Many ethnic issues relate to environmental concerns as most of the cultural communities, living in remote areas, are the de facto resources custodians. Their communities' decisions on use of land and other resources have an everlasting effect on the ability to sustain growth and development. Yet, media makes no attempt to tell the story of how they use, conserve and manage these resources. There is very little awareness of the "ancestral domain" issue and therefore this does not get adequate media coverage. Because the Philippine is still seeking its identity as a nation, it must draw from the diverse social and cultural traditions of both the majority and the cultural communities.

J. Other Development Concerns

Human rights issues which had a good media hearing in the waning days of Marcos regime are rarely front page material today despite the existence of strong human rights groups and government Commission on Human Rights. Although human rights violation have not stopped, human rights stories do not generate the same sense of urgency in

media consciousness. Ecology and related stories get sufficient coverage only because the worldwide environmental system movement is felt here and because local leaders are also of the elite who know to get into the media. Mediaman agree that "government must start and move in the direction of environmental protection" because it takes time to develop and gather data on environmental stories.

Opinion makers featured in most public affairs programs the elite group (particularly politicians). Ordinary people are relegated to passive participation, phoning in their question which may or may not be asked or answered depending on available time. Viewers from the provinces do not have even this limited opportunity as this will mean a costly long distance call.

Opportunity for the public to seek redress for grievances through television is inadequate. There are only three TV programs responding to this need -- *Hotline sa Trese, Ipaglaban Mo and Hoy Gising!* a part of the evening news on Channel 13. Again this is due to the lack of sponsors but the more important reason may be the apathy of citizens who have become desensitized by inaction of government.

On the other hand, public service programs such as *Kapwa ko Mahal ko, Damayan, Bahay Kalinga* etc. are very popular. Here indigent patients are given medical and other forms of assistance on TV. A growing concern on the long-term impact of these public service programs is that they may reinforce the mendicancy and "trickle-down" concept of development which is expressed in material and welfare assistance.

Public affairs programs have a penchant for stirring controversy and debate in order to generate public interest. Coverage, particularly on the bases issue, was aimed at putting viewpoints in confrontation. The anger and passion generated has prevented the attainment of a compromise because media has not provided a mechanism for consensus.

Broadcasting as a channel for the meaningful participation of the *masa* in public discussion so that they can air their own choices and contribute to the expansion of options that would influence policy agenda

leaves much to be desired. The economics of broadcasting, and the unchanging conservatism of station owners combine to hamper the growth of participatory mechanisms in existing public affairs programs. To actualize this goal mean reformatting public affairs programs and reorientating media personnel.

K.   Media and NGO's

NGO's and cause -oriented groups are not entirely to blame if media ignores their issues because they (NGOs) have tended to avoid interactions with media. An NGO worker in Dagupan admitted that they did not care much if they lacked media exposure and that for NGOs to get involved in media discussions media should take the initiative.

Media and NGOs are beginning to realize that there must be novel of establishing relationships. For example media can help them popularize issues while NGOs can initiate and facilitate discussions with the "masa". Karina David of the Caucus of Development NGO Network suggest that media and NGOs (should) become more autonomous, that they should not be a Handmaiden to government in the name of excuses such as national security.

Oftentimes the parochial concerns of NGOs discourage media from taking up their causes. Media's penchant for the big, controversial story attracts them to NGOs that espouse "ban the gun" or "cap the debt payment" causes but not to children's or women's issues. David suggest that media and NGOs must not fear to address controversial national problems, They must define the vision of an alternative society. In their advocacy,they must support each other like a mutual help society. This way, she added they are able to build the confidence necessary in demanding their rights in development.

David's suggestion of partnership between NGO and Media re-orients the traditional media business-government triangular relationship. In the latter, media is beholden to business which provides the advertising revenue and to government which provides advertising income while protecting the environment in which media flourishes. This relationship preserves existing power centers of business and government which can shape the direction of discussion of critical issues.

The widening gap between the haves and have-nots require that a media-NGO "mutual help society" does more than just espouse "pluralism" but to actually report the views and aspirations of the marginalized.

Says Amando Doronila in a paper written for the Philippine Institute of Development Studies "inadequate reporting of the interests of the underclasses (including NGOs and people's organizations) in the media is due to the structure of the media themselves. In spite of the expansion of media freedom and pluralism in their content, the media continued to reflect the themes articulating the interest of the ruling elite and the institutions supporting them. This is so because the "revolution" (EDSA) being a political one did not bring about a restructuring of society". Doronila also reinforces the observation that the capital-intensive nature of newspaper publishing (and the broadcast likewise) limits somehow the editorial independence of thee press. The newspapers, especially those which with a thin resource base are likely to avoid addressing controversial social issues that scare investors in the industry and which are seen as threats to business stability.The themes that are there fore highlighted reflect conservative and orthodox views that do notupset the status quo. There is great care in expressing viiews about redistribution of wealth, equity and social justice so as not to offend readers who in general are conservative in outlook.

Doronila views the media as having limited impact as facilitator of social and political change on account of the foregoing, He further reinforces our argument that although adequate space is given to economic news, The orientation to economic planning of the latter is orthodox (1987). The dominant business ideology and environment being essentially free enterprise. The media cannot be expected to go far in addressing issues that challenge the status quo. The emphasis, Doronila states further, is in making the existing system work better rather than on changing the system. There is little debate stimulated by media over issues on social democracy or other system that challenge the values of free enterprise capitalism in promoting stability, alleviating poverty and reducing social unrest.

L. Media and the Rural Populace

The population being reached by mass media in the regions consist of those in the mainstream of political, economic and social activities. Where media is not available, as in the lahar-stricken areas in Central Luzon, people are merely the topics of media. Media's presence in the calamity areas is confined to casual interview with victims. Media's assumption is that this bottom-up flow of information would result in action. While this may be true, media has failed to present areas where voluntary action can be offered. Because the present stage of rehabilitation is a slow moving development story it gets little play in media.

Heavy centralization of media in urban and rural centers, the failure of radio as an interactive medium and the concentration of information among the moneyed and the powerful are some obstacles that have limited prevent media's role as an active catalyst for social mobilization. Rural media is primarily a transmitter of information and not a channel for two-way communication between the urban and rural communities.

Media's definition of people needs unfortunately fits the material-oriented development approach of government. Thus, media has defined needs in terms of roads, bridges,livelihood and markets.

An analysis of provincial papers will show that people express their sentiments and act only if a "critical mass" of opinion is generated. Therefore, we see the people of Nueva Ecija and Mindanao demonstrating against illegal logging. Media's contribution in catalyzing public action was possible because of strong, rural-based NGOs and people's organizations. Similar actions in other places (Integrated social forestry in Tarlac and Nueva Ecija soil conservation in Mindanao, street children rehabilitation in Manila) demonstrate examples media of how listens to the people.

In-depth analysis of public issues is not the usual forte of provincial media. In Dagupan,Bicol, Ilocos and Negros, the economics of media survival has focused media's attention on issues that interest the elite. The latter's social and political activities are often the subjects of opinion writers and provincial newsmen. Public affairs are discussed from their orientation and also reflect the thinking of Manila's media.

While there is a need to interpret these issues from the perspective to the province columnists choose to view them from a national standpoint because they have little feel of what the masses think. The *masa* are not able to reflect on them because they do not have a clear understanding of these issues. The concepts of sustainable agriculture *peace* and security, and "foreign" topics such as the US Bases are beyond them.

With local autonomy coming to 73 cities, 1534 towns and 41,000 barangays over 73 provinces of the *nation*, the *masa's* opinion on crucial issues will become vital for the development of program. The media will have to perform the role of a critical watchdog of local government performance.

M. Information Technologies and Possible Application

Media's capability in providing feedback mechanism building consensus harmonizing and mobilizing people and communities and serving as a socially beneficial influence in public affairs has been enhanced by available information technologies. Local broadcasters have demonstrated the use of culturally appropriate method *(panawagan, pulon-pulong* etc.) in combination with radio and the telephone.

In the case of fishermen in Laguna, DZJO's broadcasters used a small, low-powered radio which was sufficient to reach its intended audience. In Kadaclan , Mountain Province, Dionie Chungalan, using an old fashioned mimeo machine, turned out the Kadaclan New Origin in 1976. This served as a mobilizing tool for the people of Kadaclan and the outlying towns. The people were themselves the reporters and distributors of the paper. They contributed bond paper, mimeo ink stencils, and their own opinions. Peoples willingness to get involved in information generating and processing activities show the basic strengths that media can draw on its advocacy and developmental work Areas where radio needs strenghtening include programming, orientation towards advocacy and as a forum for legislative agenda. This will not require new technologies as it

can be done with the use of existing ones. On the area of programming, radio needs strenghtening in its application to education, disaster warning and community mobilization. From its present confrontational, adversarial, and sensationalist orientation media must learn to adopt a more harmonizing stance . The concept of win-loss confrontational reporting within the context of a fragmented population must give way to consensus- building strategies that will reflect the varying opinions of the public.

Interactive media such as computerized technology (VTR, desktop publishing, electronic mail) are effective in building consensus on national issues. The present cost of communication equipment make it prohibitive for provincial newspapers or radio. A second hand fax is P15,000; IBM PC XT compatible computer with hard disk and printer for Desktop publishing is P30,000; subscription to international/national magazines is likewise expensive. Although desktop publishing has made publishing and printing a lot cheaper, many DTP users have no access to cheap printing presses. This limits DTP to low-volume publications. Also there is a lack of networking among DTP users for regular exchange of information. But the real problem is that although DTP is a "cheap" alternative it is not cheap in terms of the purchasing ability to many Filipino media NGOs and PVOs.

Many ideas which could enhance radio's ability to serve rural areas involved the setting up of a public broadcasting system to fund special rural broadcasts, and putting up of low-powered community radio stations. These would nevertheless demand initial funding from government amd private funding agencies. With the kind of advertising support available in the rural areas. They, will also require some sort of a community cooperative structure to keep the enterprises viable.

Despite the increasing power of today's communication technologies, this has not improved the level of participation or feedback from media users especially in the rural areas. Although rural folk are aware of illegal logging, gambling, harassment, and similar violations of laws, rural media rarely picks up these stories because of reluctance to dis-

please local powerholders. Even if the news appears in provincial papers urban media's perception is that metropolitan readers do not appreciate rural news.

In the more interdependent yet autonomous relationship that will arise because of the local government code, traditional media will have to be strengthened so that they can co-exist with modern media of communication. If the program of government to install a telephone in every barangay is realized, the isolation of the rural areas will end because the telephone can provide interaction with other barangays and towns. The new communication technologies can be used for health care relief and rehabilitation operations and education. One single phone connecting two barangays in the mountain, will reduce the transportation costs.

Introduction of new technologies will require training. NGOs with there own publishing units can erode the influence of a provincial newspaper. Provincial media must learn to treat them as players in the power game as there grasp of grassroots opinions is needed by local government.

With local governments becoming more autonomous, media will become more and more demassified. Computers linked to telephone in barangays will be effective technologies for community mobilization.

Even small, outdated technologies like electric mimeographing machines, offset presses, and IBM electric decomposers can boost the ability of grassroots media to inform. The other direction that can be taken is to develop technologies that will mechanize the production of paper from talahib,cogon, and other native grass so as to bring down the cost of paper. Communication technology helps develop confidence, independence and self reliance. Low cost small technology must be linked with large technology.

N. Public Access and the Legislative Agenda.

Public access, participation and democratic pluralism are enshrined in the Philippine Constitution Article III (Bill of Rights) Sec. 7 provides that " The right of the people to information on matters of public concern shall be recognized. Access to official

records and documents and papers pertaining to official acts , transaction's or decisions, as well as to government research data used as basis for policy development shall be afforded the citizen, subject to such limitations as may be provided by law."

Article XIII (Social Justice and Human Rights) further reinforce this in Sec. 16 which provides that, "The right of the people and their organization to effective and reasonable participation at all levels of social, political and economic decision-making shall not be abridged. The State shall, by law, facilitate the establishment of adequate consultation mechanisms."

Both constitutional provisions require enabling legislations. To operationalize both provisions, several bills have been filed in both houses of congress.

In the House of Representative, 48 media-related bills of national application have been filed as of the end of the Third Regular Session (Sept. 1990). Of this number, 18 relate to public access; advertisements, 8; government information, 7; promotion and protection of journalist, 4; media ownership, 3; anti-pornography, 3; and book publishing, 1.

Of the bills related to access to information, six (6) provide for mechanism by which the public could seek information on official records, rules and regulations, opinions, proceedings of meetings, research data from government agencies including Congress and constitutional bodies (Civil service, COM-ELEC,Commission on Audit).

Five (5) relate to monitoring public work projects and government contracts by the public to ensure transparency and public accountability. Three (3) bills mandate government offices to provide the public and national officials adequate information on their plans, programs and services.

Other House bills related to access include protection of press freedom, 2; access to media during elections, and distributions of national and regional newspaper to barangay halls.

Despite the number of bills related to access, legislative action has been slow in

coming: only one bill has been approved by the House and is now pending before the Senate (i.e. HB 498); one other bill (re:owner-ship) has yet to go through the required third reading at the House.

In the Senate, there are 19 media related bills as of Sept. 1990. Of this, 6 relate to advertisement, 4 to access to information, 4 to broadcast media, and 2 each for media ownership and movie classification. All bills related to access seek the institutionalize the Rights to Information Act.

As in the House of Representative, bills related to access to information (and all other bills related to media for that matter) take the back seat because of other "priority" measures such as economic autonomy, US Bases, among others.

O. Challenges in Mass Media

1. Media and Decentralization

The role of mass media becomes even more crucial with the signing of the New Local Government Code which develops more political and administrative powers to local officials. Starting 1992. Local officials will be responsible in the delivery of basic services such as health care, education, public works, social welfare etc. Aside from increasing the share of the local government units (LGUs) in the internal revenue allocation (From 115 to 40%), local government units are also given broader taxation power.

The mass media plays an important role in monitoring the efficiency and effectiveness of LGUs delivery of basic services particularly during the initial years. They should be able to identify weaknesses, gaps and potential problem areas.

Media also should help ensure high standard of public accountability among the empowered local officials. Occasions for graft and corruption should immediately be reported to protect the common good.

2. Media and the Electoral Process

The role of media in the electoral process is two-pronged. First, to develop a political culture in our people based on issues. Second, to ensure that during electoral exercises, the will of the people is respected.

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Philippine political parties are still engaged in the politics of personalities rather than the politics of issues and ideologies. The dominant personalities in the local parties tend to be the elite who are representatives of vested interests. They practice politics that is pragmatic because their primary goal under political system is to stay in office and win in the next election. Media must help evolve our political system into becoming issue-oriented. Politicians must be forced to make a stand on vital local and national issues such as local autonomy, environment, foreign investment, population, etc. On the other hand, the electorate should be "educated" on these issues -- the impact on their lives, alternatives or options, etc., and be helped in formulating their individual or group stand on issues.

They should be capacitated to lobby to their congressional representative to take a certain stand on specific issue reflective of their preferences and not merely for high visibility impact projects such as feeder roads, wells, basketball court, etc.

During electoral exercises, the media should be an effective guard against attempts to subvert the people's will. They are the countervailing forces to the Gs-guns, goons and gold (money) which traditionally politicians usually mobilize to ensure their victory. Media must therefore exercise extra vigilance during the election period.

3. Media-NGO Partnership

Media must harness the potentials of NGOs and people's organization in order to be of better service to the public. NGOs and POs have the advantage of being where the action is--the communities where development activities are initiated. A link with these groups would enable media to better understand the development vision of our people. and therefore accurately articulate the needs and interests of our people.

NGOs and POs are also rich sources of development stories. Hopefully mediamen will realize that there is more to graft and corruption, scandals and passion crimes. More interesting are stories about people who mobilize their meager resources to survive and ensure a sustainable development for their community.

Since media cannot be everywhere, these local organizations can be their "eyes" in monitoring government programs and projects and other community developments.

IV. Proposed Agenda and Plan of Action

A. For Media Institutions and Professional Organizations

    1. Professional Development (Training) or Journalists

Considering the existing and emerging socio-political context, the following specialized skills training programs are identified as priority for both provincial and Manila-based journalists;

- Process reporting. This will reorient journalist preference from sensational news event to issues.

- Disaster preparedness, conflict and crisis reporting. Conflict also refers to divisive issues such as agrarian and urban land reform, labor-management issues, etc.

- Ethnic or cultural community reporting. Focus on local autonomy, ancestral domain and other rights, culture and traditions, etc.

- Political reporting. Focus on issues rather than personalities. This will include voter education, coverage of human rights, etc.

- Investigative and in-depth journalism.

- Economic and finance reporting. To include coverage of corporate business and the underground economy.

With the implementation of the Local Government Code in 1992, provincial journalists need special training in public accountability. Specific topics under this are monitoring and evaluating public officials performance, reporting graft and corruption, media laws, etc. Other skills training areas needed are development journalism.

Since the most pressing problem of provincial media is economic survival, it is

recommended that initial training courses focus on the business side -- management, marketing, advertising and circulation strategies, accounting and bookkeeping, conducting research, purchasing equipment and supplies. The succeeding training programs could latter focus on editorial and research.

Continuing (long-term) training in the following development areas is also suggested: science and technology, agriculture, environment, culture and arts. Writing skills should be complemented by training in design and layout, new printing and production technologies. Journalists also need retooling in the use of new technologies such as desktop publishing; Computer aided design (layout); very small aperture terminals (VSAT) use of data banks, etc.

In addition to the traditional journalist skills training skills which will make the journalist pluralist or participatory - oriented are necessary such as evocative skills or how to draw out or elicit views or opinions from the masses; facilitating building skills or how a journalist can mediate conflicting viewpoints and interactive skills. These so-called participatory skills are most helpful to host of public affairs and public service programs, in both radio and TV.

Media institutions (including those providing academic degrees AIJ, UP-CMC, UP-IPC, Ateneo, etc.) professional media organizations (National Press Club, National Union of Journalist, Phil. Press Institute, Kapisanan ng mga Broadcasters sa Pilipinas, ect.) and non-governmental journalistic organization should review their training curricula along the areas identified.

2.   Media Ethics and Standard

The promotion and enforcement of media ethics and standard cannot be achieved by one media organization or sector alone. There is now a call for media multiterism or a broadened mechanism for enforcing code of ethics.

Early this year, a series of workshops was held among media organizations; National Press Club (for journalists) Philippine Press Institute (for publishers), Kapisanan ng mga Mangagawa sa Media sa Pilipinas or KAMMPI (media labor union), and Philippines Communication Society (Acadame) and People in Communication. The group prepared a draft Memorandum of Agreement (MOA) which recognizes the Philippine Press Council as the enforcer of the Journalist Code of Ethics.

Follow-up dialogues with more organizations and sectors including regional consultations should be held. The dialogue agenda should include implementing mechanisms, new provisions for the code, positic and negative sanctions, etc.

The dialogue should provide opportunities for strengthening media multilateralism and the setting up of working mechanisms. Multilateralism will also address other issues confronting media such as press freedom, accreditation of journalists, etc. The National Press Club should lead in this effort toward multilateralism.

A training program on attitudes and behavior change should be given attention. A series of visioning and value clarification seminar-workshop will help journalists define a desired vision of society, as well as their role and value systems needed to attain the vision.

A working series on ethics and standards will involve journalists and media managers in the process of refining existing codes and suggesting how the codes can be enforced.

3.   Module Development

Many journalists particularly the "veterans" are lukewarm to the idea of attending traditional training programs. On the otherhand, provincial journalists are eager to attend seminars but are physically constrained from doing so. In response to these problems, the development of self-learning modules or course guides that are based on the realities of the work situation is recommended as a priority. These modules will also answer the problem of lack of indigenous learning resources.

The learning modules will consist of printed materials with audio-visual support (audiotapes, video cassettes, etc.) and will allow self-instructions.

4. Journalists Exchange Program

This program is envisioned to strengthen professional ties between provincial and Manila journalists aside from providing the editors and journalists an opportunity to experience media work in a different milieu. While in the provinces, Manila editors/journalists can conduct editorial clinics and write in depth stories. This will broaden their development perspective to include rural concerns. Provincial journalists assigned in Manila can attend short-term training courses.

5. Applied and Policy Research

It is suggested that two types of research be conducted; applied research and policy research. The former will cover research studies on practical aspects of media work. Policy research will delve on current and emerging communication/media issues with the aim of defending policy options for decision-makers in government, business, NGOs and other sectors.

Among the applied research areas are: readability studies; readership/viewership/listenership surveys; media learning indicators; media credibility study; typography preference; make up and layout; advertising recall; content analysis; news values and ethics.

Among important policy research areas are: media ownership; public access and participation; regulation; de-regulation and technology; economics of information; and media and national security.

B. For Media Owners/Publishers

1. Broadcasting of Media Ownership

In 1990, shares of the *Manila Bulletin* were offered to the public through the Manila and Makati Stock Exchanges thereby effectively broadening the ownership base of the national newspaper. Earlier, it was also reported that the Philippine Commercial and International Bank (PCIB) will start offering ABS-CBN shares to rural investors.

Media owners are called upon to take the initiative in broadening ownership rather than wait for the government (Congress) to pass a law diffusing media ownership.

Aside from going public, other options are; employee stock option plan, social investors scheme; and cooperative ownership.

2. Balanced Programming

Media owners/publishers exert considerably influence in terms of media content. Often, programs and projects intended to promote balance programming would require investment and therefore depend on their support. For example, training of regional correspondents; upgrading equipment and facilities of local broadcast stations to enable them to transmit more programs to Manila; acquisition of new technologies (satellite disk), etc.

Balanced programming is shown in terms of 1) more diversified program classification (i.e. entertainment, news and public affairs, educational, children's, other marginalized groups); 2) wider audience reach (i.e. peasants, cultural communities, laborer, women, and youth) and 3) two-way flow of images or messages (from rural to urban centers and vice-versa).

3. Salary Standardization and Social Services of Journalist and Media Workers.

Journalists (especially those in the provinces) are prone to corruption because of low salaries and lack of social security. Media owners/publishers should agree on a mechanism on how to standardize salaries and wages of journalists and media workers (e.g. production workers). To illustrate, an upcoming journalist can start at a particular grade, ranging from D upwards to A (the highest rank). Each grade has a required qualification and definite salary scale.

Social security (including individual or group insurance) and other benefits should also be provided.

4. Code of Ethics for Media Owners/Publishers

The journalist Code of Ethics should apply to media owners and publishers or if necessary, a separate code should be implemented for them. A mechanism for implementation identifying responsibility center, possible sanctions, etc. should be defined.

5. Orientation Program

Many of the desired changes in media will depend on openness of media managers to accept new responsibilities, innovations and challenges. For example, many journalists believe that more media space and time could be allotted to development stories if only media owners/publishers are willing to take the risk in providing these type of stories more coverage (instead of entertainment programs which provide sure income).

Also, it has been argued that process reporting (in lieu of event and sensationalized reporting) can only succeed if we have a "process-sensitized" public, a "process-sensitized" advertising industry and of course a "process-sensitized" media owner.

Workshops and dialogue among media owners themselves and with their editors/journalists is highly recommended. This will provide opportunity to define role expectations and visions.

6. Community Based Radio (CBR) Linkage

The CBR is a structural innovation which promotes democratic pluralism through popular participation in programming; production and evaluation of radio programs. Since a CBR is isolated in far flung areas it has to link with a central station in Manila to maximize its reach and impact. This will allow the local station's program access to national programming.

By linking with CBRs, broadcast networks (especially Manila-based) are able to respond to programming needs of rural populace and broaden their development perspective to include rural issues and concerns. This linkage will ensure the viability of the CBRs and the relevance of Manila stations.

C. For the Media Industry

1. Databank Network on Manila Development

A computerized central data base will be set up in Manila with satellite databanks in key regional centers. The databanks will specialize on updates and situationers on media developments (local and foreign); library of national and local newspapers (in microfische), media research studies (including journals and periodicals); etc.

As a development information center, the databanks will process and store data and information on priority development issues such as economics, agrarian reform, science and technology, social services, etc. The databanks on development information will respond to the problems of lack of backgrounding of development stories.

2. Provincial and Metro Manila News Exchange

The problem of imbalance in news and information flow in favor or Metro Manila will worsen unless corrective measures are immediately implemented. A news feature package in print and broadcast (radio and television) formats is suggested. The package will contain stories on developments in the countryside. This service can be part of the services of the databank network or can be a specialized news feature service to be supported by all national dailies and major broadcasts networks. Among the subscribers are the national and regional media government agencies and NGOs.

Another option is to strengthen the Philippine News Agency (PNA) which is mandated to feed national media with news and information from the regions.

D. For Non-government and People's Organization

1. Media Training for NGOs

Issues and concerns of NGOs and POs as well as their views on local and national issues are not well ventilated in media. NGOs are generally not public relations conscious and do not have the communication skills to enable them to have access to mainstream media. A capability-building seminar workshop for NGOs and POs is being proposed as priority project.

Training areas may include media relations and advocacy, process documentation, media production, and editorial skills, Media production will not be limited to print (newsletter) and broadcast but will include traditional folk media (theatre, puppetry,

etc.) low-cost technology (blackboard, newsletter, poster, flipchart, etc.).

2. Technology Upgrading Support

Some NGOs and POs have limited media equipment, others do not have any. The study team recommends that a grant be provided to selected NGOs/POs to enable them to acquire new equipment to produce their own media. Outputs of these organizations can eventually be linked to the larger media. This ability to become self-reliant in terms of media requirements would lead to greater independence among NGOs and POs and enhance their self-confidence. The media materials will be very helpful in strengthening their advocacy efforts.

3. Program Development

There are other issues or topics which are not given adequate media coverage by the commercial media system for various reasons cited in the study. Among these issues are: women's issues, civic, and human rights including legal education, ethics or cultural communities, consumerism, children's issues and entrepreneurship.

We recognize, however that there are many ongoing programs or projects related to these issues being implemented by NGOs and POs both at the national and regional levels. These organizations have more than adequate data base which can be translated into media materials (news features, documentaries plug's, storylines, etc.).

Some of these NGOs and POs are already producing media materials on these issues except that most do not have the sophistication or popular appeal and quality media organizations would require, others have, to discontinue their production because of financial constraints.

Aside from the media training for NGOs, we strongly recommend a Program Development Fund where NGOs and POs can draw support to produce more quality broadcast and audio-visual programs. The fund may come from government, foreign funding agencies, local foundations and contribution of umbrella NGOs.

Among the uses of these programs are: 1) training materials; 2) regular programs on radio or television (through co-sponsorship); 3) as inputs to the National Distance Learning Program (NDLP) due for implementation in 1992. The NDLP's direct beneficiaries are some 42,000 out of school youth and 30,000 neo-literate women in depressed communities nationwide. It will use radio as main delivery channel.

Among NGOs and sectoral groups, the women's sector seems to be the most advanced. They have developed an advocacy programs as provided in the National Development Plan for Women. The program is designed to improve the roles and images of Women in the Philippine media. Among the program components are setting women's provisions in KBP, PPI, PBA and NTC codes; adoption of non-sexist editorial guidelines through manual/stylebook; for a on Women's issues; and developing storylines on women.

4. Community Communication

A related proposal is community communication training where marginalized communities (upland farmers, fisherfolks, etc.) are trained in advocacy for civil and human rights using community media. They will also be trained to produce their indigenous media materials. Some NGOs such as PROCESS PEPE and ASI which have successfully pilot tested this program in remote communities focusing on popular legal education can be supported to replicate their experience in other areas.

5. Public Forum Series

One mechanism which would allow the general public fuller participation in policy dialogues and decision-making is the convening of public forums in key cities throughout the country.

These forums or "kapihans" have become very popular as they fit the oral tradition of Filipinos. To make the forums more meaningful, participation should not be limited to sectoral opinion makers in the communities. Topics may include both national and local issues. There should be a mechanism where viewpoints on common is-

sues are integrated as from these could evolve a national vision.

E.   For the Legislature

1.   Telecommunications Policy Act.

This proposed omnibus code has been in the "priority" agenda of Congress since it convened in 1988. The basic laws governing telecommunications in the country is still based on the Public Service Act of 1936. It has been noted that changes in the telecommunications policies have so far largely evolved from executive pronouncements of the Department of Transportation and Communication (DOTC) and the National Telecommunications Commission (NTC).

2.   Media Monopoly

Existing bills limiting cross and chain ownership of media have yet be acted upon. Meanwhile, legislations providing incentives to media organizations which will broaden their ownership through various options earlier identified have yet to be filed.

3.   Access to Information

Despite the fact that majority (22) of the media-related bills filed seek to provide greater public access to information, not a single bill has been approved by both houses for signing into law.

With the enactment into law of the Local Government Code, a Freedom of Information Act is necessary to countervail possible abuse by powerful interest groups, and enable media and the general public to monitor performance of local officials.

4.   Community Media Incentive Act

Community media play an important public service role, especially in remote areas not reached by the mainstream media. It is necessary to give them recognition and support to ensure their sustainability. Incentives may come in the form of advertising subsidy, fiscal incentives, training, equipment upgrading, etc.

5.   Public Broadcasting System (PBS)

The proposed PBS may emerge from existing government broadcast network. It will be given its own charter to ensure its autonomy and independence from government (and other sectors). The PBS will not only feature education/informative programs but will feature special programs for various sectors of society -- cultural communities, labor, women, youth, children, farmers, fisherfolks, etc.

F.   For the Executive Department

1.   Privatization of Sequestered Communication Facilities

The government should resolve the issue of what to do with the sequestered communication facilities (DOMSAT Phils. and some broadcast networks). The planned privatization of these institutions should provide the opportunity to democratize ownership rather than turn over their ownership to the "highest bidder." The government should set "social criteria" aside from economic considerations.

2.   National Information Technology Plan

The government should pursue the implementation of the Plan to make accessible modern information and communication facilities to local government units and government line agencies in the regions. A vital component of the Plan is the Government Communication Network (GCW) which will upgrade the telecommunication.

3.   Municipal Telephone Project

The DOTC and NTC should encourage more private sector participation in the Municipal Telephone Project which provides for the setting up of a telephone system in every town throughout the country. The project should include the transfer of modern telecommunication services in the regions such as Very Small Aperture Terminals (VSATs) and domestic satellite.

4.   Disaster Preparedness and Management System

The recent series of natural calamities which struck the country emphasized the need for an adequate telecommunications system to be used in disaster preparedness, monitoring and surveillance, early warning, and information/education. There is a need to

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THE ADVERTISING
INDUSTRY: NEW IMAGES,
NEW MESSAGES

THE ADVERTISING DOLLAR
AND NEW COMMUNICATION TECHNOLOGY*

Florangel Rosario-Braid

The topic may not seem incongruous in an assembly of black suited men and against the backdrop of the Philippines International Convention Center; but it does seem to be irrelevant in a country with a $30 billion foreign debt and where close to 70% of its population live below the poverty line.

But of course, we are in the Information Age and unless we keep up with the technological developments in the information industry, we might be left behind in the race toward becoming an new Industrialized Country (NIC). There are many truisms about communication technology. Among them are: "Technology is a two- edged sword; it can work either for good or evil; Technology is never neutral; and technology tends to reinforce the power of the center.

We heard concepts like "miniaturization" and "commoditization" and fiber optics as "information highways." What are the implications of the technological developments in our social, economic and political life?

In politics, interactivity (where all conduits of information can be made electronically interactive with consumers) will generate a wealth of information that will help politicians identify various groups, constituents, single issue voting blocks and political polling. It is said that an interactive democracy will be more responsive, but the question is, "will it be more responsible."

Information and capital investment. Production economics is tied up with mass marketing which depends on widening its target through the mass media.

In mapping the consumer profile, the trend with the use of miniaturized media is to segment the market. During the 50's, the emphasis was on the Who? which focuses on demographic statistics. In the 70's, it shifted to the Why? Here, psychological information on self-image, social needs, aspirations, and attitudes was emphasized. In the 1990s and beyond, the Why, What, Who with transactional segmentation on buying habits and buying behavior will be the focus. For example, Target One might be a woman 30 and above who is an achiever as well as a fashion subscriber.

Peppers, Topol, Anderson and the other global communication experts identified the forces that created the new advertising dollar such as the changing lifestyle; new technology; late marriage for both men and women; better working hours; more working mothers; better compensation; and public sector spending.

New communication technology are indeed helping create new lifestyles and workstyles. Consider these development in the not too distant future: 1) A computerized news service scans news stories from every available source; identifies key words and phrases; prints out a summary of items that are of interest to you; 2) A newspaper displays headlines and summaries on television screens and waits for you to indicate subjects you wish to have printed; 3) A television channel allows you to send separate advertisements to separate households.

But as we know, technology is either a threat of a promise or some would say, "Big Brother or Paradise." A country that does not plan the use of these technologies is likely to be threatened with negative consequences such as centralization of technology, thus making those who already have access to wealth and resources even more powerful. There is also the danger of transferring technology that the country can ill afford. Resources that should go to education, housing, livelihood and other priority needs may be allocated for such technologies. Of course these are other negative impacts such as "technology-dumping", economic and political surveilance, and threats to national security.

But there are also potentials of technology such as its ability to provide access because of its reach, of allowing dialogue and interaction between the government with other sectors of society and as delivery system for education. These technologies should however be shared with the non-commercial sectors for these purposes. But this requires considerable planning and evaluation of cost-effectiveness in their application to social development.

A staff member of RTVM shared the concern of about the search for "puso" (the heart) in reporting development. Oftentimes, the "software" of aspirations, values and acts of loving and kindness are merely glossed over because of our preoccupation with sophisticated technology hardware.

Technology planning and evaluation, particularly of the new communication technology should be undertaken now so that its positive contributions can be harnessed for priorities like environment and natural resources, education, and the unification of our culturally diverse population.

AN UPDATE ON A NATIONAL COMMUNICATION POLICY: AN NGO PERSPECTIVE*

Florangel Rosario-Braid

Creativity and visioning are two concepts which I believe are crucial to our national survivial.

The advertising industry is a very important sector in the goal of national survival as its ability to create visions and package dreams are very much needed in the forging of a nation.

Today, our country is at a crossroads. It is in search of a national philosophy which will unify the fragmented sectors of our society. Communication is crucial in achieving consensus and common vision.

My topic is "A National Communication Policy." My credentials for being here are primarily that of having been a convenor of over 15 meetings over the past 12 years which brought together representatives of government industry, acadame and people's organizations. I shall try to present a framework in which advertising industry can creatively respond to existing legislation of which there are about 30.

Let me start by focusing on some national values for a policy framework. They are:

common good
democratization
decentralization
access and participation
cultural diversity
national identity and intercgation

There are also processes namely; subsidiarity, cooperation, balance towards "win-win", sharing of power, and anticipatory and strategic planning.

In the various policy forums the concepts "balance" and "evolution" were advanced as requirements in a policy framework.

What is Balance? At the Con-Com debates, the spirit which guided the drafting of provisions was that of effecting a balance that every sector gains and that no sector is adversely affected by policies--not merely responding to present needs. We need to be futuristic as our survival, including sovereignty, is threatened by certain political and economic forces. We must also balance our legitimate desire for profit with that of national interest. Self regulation must operate within clear guidelines from government. Achieving a balance between media freedom

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and social responsibility is not really an elusive goal -- as some organizations have already demonstrated their capacity to do so.

The advertising industry is aware that it is a favorite "whipping boy" of social critics. It is blamed for social ills -- cultural alienation, ecessive consumption, to name a few. These criticisms may have provided the basis for the constitutional provision on social responsibility of the industry. If criticisms have increased in intensity over the years, the industry may be partly to blame. Perhaps it is too busy "selling" products and services and has failed to communicate its positive contributions to society.

Contrary to popular belief, the Philippines is not the only country in the world with provisions on advertising in its Constitution. Liberia limits freedom of expression in advertising. Honduras bans advertising of alcoholic beverages and tobacco. In Indonesia, Malaysia, Australia, and Canada, there are laws which control advertising.

The regulatory function prescribed by the Constitution must be interpreted within the context of such trends as privatization, decentralization, and people empowerment. These trends give the poeple as much right as the government to be actively involved in policy-making. Our legislators recognize this as various sectors were involved in public hearings. Despite pronouncements on such policies as "deregulation, and "democratization," most of the bills in advertising however seek to impose restrictions instead of encouragement. Why can't positive policies be as effective as negative policies? To encourage advocacy and developmental advertising, perhaps the existing system of rewards and incentives can give more prominence to social and developmental advertising.

The question of how much regulation should be allowed is a much debated issue. Our forums have come up with a framework on areas for self-regulation (or deregulation), regulations by government or areas for general policy guidelines. We hope that you could come up with guidelines based on a government policy on content - - not so much on the dont's but on the do's -- or positive values and behaviors that should be encouraged. There is a bill to rationalize broad-

casting to make programming more balanced and socially responsible.

There is also a growing nationalist conciousness. The demand for a national language, Filipinization of the educational system, anti-US military bases lobby and the declaration of a decade of nationalism are among the manifestations of this growing sentiment. Pressures on the advertising industry to accentuate Filipinism is seen in such bills as Senate Bill (SB) 169 and of Filipinization of talents etc.

Those who believe that advertising should not consciously promote Filipino values state that advertising's function is to sell a product, that it is too cumbersome to promote the client's message and values at the same time. *But is a challenge to Filipino creativity*. Over the past years, we have seen an increase in advertising which promoted a product and at the same time succeeded in enriching Filipino consciousness. Specifically, let me cite San Miguel Beer, Cosmos, Ginebra San Miguel, Development Bank of the Phils. series, Land Bank, etc. Note that my examples are not limited to the so-called advocacy, public service and developmental advertising but commercial advertising as well.

Some comments on controversial bills; The bills limiting the use of talents only to Filipinos require clearer definition of terms. Is the bill only interested in focusing on Filipino facial features or is it more interested in providing priority employment opportunities to Filipinos? The first may be difficult to achieve as the Filipino is a product of mixed racial stock. But if the intent of the bill is to promote Filipinism, the impact of the total message should be examined as even commercials that utilize Filipino talents can still promote western lifestyles. The issue of multi-nationals dominating the local advertising industry continue despite the constitutional provision for a 70:30 ownership ratio. But of course, they have five years to comply with that provision.

Several bills limit commercial hours on television, ban or limit advertisement of cigarettes and intoxicating products. The main issue here is whether such legislation is able to balance the interest of all sectors concerned. In the case of SB 475 (which con-

solidate three other bills seeking to curb the use of tobacco products) the objective of the bill is to "promote" public health by discouraging cigarette smoking and tobacco use. Those against the bill state it will mean financial losses not just for the advertising industry but also to other media entities. Altogether, the industry may lose up to P 200 million in revenues. Another possible casualty is the tobacco industry which according to an FAO study supports 14 million people and raises P6 billion in direct tax every year.

How do we respond to conflict situations? One way is through evolutionary policies which are realistic. An evolutionary approach may initially allow tobacco and liquor ads only during non-prime time hours (where most children are not watching television) and adult programs until such a time when the media can wean itself from heavy dependence on such advertising. Somehow, SB 475 has evolutionary policies such as: 1) a program to assist tobacco farmers to dislocation and the like. Or, we can also examine the Malaysian experience in this regards and adapt it.

In the decade of the 90's, cause-oriented groups espousing breasfeeding and protection of consumer rights will remain potent forces. The advertising industry will have to develop a more cordial relationship with these groups whose aggregate power can influence the course of events. For example, the global trend toward the smoking ban can be attributed to the growing influence of ecological movements.

Some of the most critical statements come from women's groups. Perhaps this is a natural reaction to the off-repeated claim that women are often negatively portrayed in commercials, other groups decry the growing commercialism, conspicuous consumption and colonialism in the present media.

But, it is in the field of environmental management where advertising is often portrayed as promoting wasteful and extravagant consumption. With the growing concern on environment, it may be a good PR strategy for the industry to promote the ethic of frugality, recycling, and "elegant" consumption. As the Magnolia Ice Cream commercial

aptly puts it, Simple Indulgence, nothing Extravagant."

Technological trends will have impact on advertising content and reach. New communication technologies such as the satellite will expand the reach of radio and television (and even newspaper through fasimile printing) to the rural areas. To the advertiser, this means wider message exposure, and expansion of the market.

We hope that advertising should be more conscious of its cultural impact as new technology trancends cultural and political barriers. Advertisers must realize that they will no longer cater to a predominantly urban audience but that they have to reach more people in the less urban areas.

There is a growing trend towards "demassification" which will mean the growth of specialized publication catering to special interest group. Community newspapers depend at present primarily on legal notices. I hope the PANA and other advertising organizations throughout the AdBoard can identify support mechanisms which would strengthen community media and thereby decentralize communication resources. One such strategy is to allocate a certain percentage of national advertising budget to community and "special interest" media.

There is a proposal to limit the transmission power of radio stations so that more frequencies would be available to operators specially in the rural areas. This will assure that the ownership of the broadcast media would be mass based. This is in line with the constitutional mandate to prohibit monopoly; and it would generate more employement especially in the rural areas. A bill on public broadcasting which will restructure PTV-4 has the support of KBP as long as it is autonomous. It will have a board coming from representatives of business, acadame, and social sectors and will focus on programming not generally offered on commercial broadcasting.

Kalakalan 20, Agrarian Reform and Cooperatives Development aim to strengthen rural economy and to create wealth in the countryside which will increase demand for goods and services. Considering socio-

economic and cultrual diffferences, it may be necessary for advertisers to aim at creating distinct consumer segments as opposed to targeting a mass base.

The 21st Century is refered to as the Pacific Basin Century since the forces of economic power are expected to shift to the Pacific rim countries. This means East Asian countries led by Japan and China, the Southeast Asian nations and the United States and Soviet Union will be the major economic players in the world. The consolidation of the Western community into a common market by 1992 provides wider prospects for Filipino goods and services. We have to advertise our capabilities in order to corner a substantial foreign market.

For the decade of the 90's, advertising should be at the forefont of development efforts rather than merely react to events. This it can easily do, considering its power to persuade and mobilize. It can help restructure our rural landscape -- from abject poverty to a robust agro-industrial based economy. This it must do without raising unrealistic expectations leading to frustrations.

Advertising can help usher the Philippines into the status of a newly industrialized country by the year 2000. You may ask; Are you not expecting too much from the industry considering that its resources are also finite? If we call upon the industry to initiate reforms, it is only because we recognize its unique advantage over others -- in that it touches us in an infinite variety of ways -- from the moment we wake up in the morning up to the end of each day. It is a purveyor of values and a most potent force in attitude change which is the most critical component of development.

Another challenge for the industry is that of communicating a positive image of our society. I don't have to explain why we need this very badly at this critical time when the popular media are saturated with "bad news".

All over the world, particularly in Eastern Europe, something is happening that gives us hope that a people powered democracy is a preferred vision. The breakdown of the Berlin Wall, *perestroika* and recent events in Poland and Hungary all indicate the search for a middle ground which departs from the extremes of capitalism and free trade on one hand, and state socialism and communism on the other hand.

It is a challenge for us to define a political economy based on private, not free enterprise. While this will encourage less government and more private initiatives, it also says that government must communicate clear policy guidelines. Such a political economic framework that would forge closer relationship between government and industry and should accommodate alternative economic organizations such as the cooperative.

While we do not advocate the overly controlled media environment in Malaysia, still we see the need for a policy environment which will send clear signals to the industry, and one that will place national aspirations above individual or sectoral concerns.

I admit that other sectors should join forces. This is why a national policy, based on national values must have structures which will network government, industry and NGO's towards achieving a more socially responsive communication system. Sectoral policies and codes (and the advertising industry has one of the better codes), can be integrated into a comprehensive national policy.

Unfortunately, communication bills are shelved whenever a crisis situation arises. But political and economic crises are perhaps partly the result of a chaotic communication policy environment.

The advertising industry, because of its power to create images and heighten consciousness, can help create a common vision and energize our people to come together in building our nation.

APPENDIX

THE FILIPINO JOURNALIST'S CODE OF ETHICS

I. **I SHALL SCRUPULOUSLY REPORT AND INTERPRET THE NEWS, TAKING CARE NOT TO SUPPRESS ESSENTIAL FACTS NOR TO DISTORT THE TRUTH BY IMPROPER OMISSION OR EMPHASIS. I RECOGNIZE THE DUTY TO AIR THE OTHER SIDE AND THE DUTY TO CORRECT SUBSTANTIVE ERRORS PROMPTLY.**

1. Scrupulous news gathering and beat coverage is required. Relying exclusively on the telephone or on what fellow reporters say happened at one's beat is irresponsible.

2. The ethical journalist does not bend facts to suit his biases or to please benefactors. He gathers all the facts, forms a hypothesis, verifies it and arrives at an honest interpretation of what happened.

3. The duty to air the other side means that the journalist must contact the person or persons against whom accusations are lodged. A court proceeding provides for this balance by presenting the prosecution and then the defense. A news story or editorial column that fails to present the other side is like a court that does not hear the defense side.

4. Correcting substantive errors is the mark of mature newspapers like the New York Times, the International Herald Tribune, and some of Manila's papers.

II. **I SHALL NOT VIOLATE CONFIDENTIAL INFORMATION ON MATERIAL GIVEN ME IN THE EXERCISE OF MY CALLING.**

1. Professional confidence is protected if both sides understand the ground rules. An off-the-record comment or interview is something the reporter cannot write as is, but he can use it to lead him to other sources for the broader story. A not-for-attribution comment can be written, provided the source is not identified by name or by unmistakable designation (i.e. "a source in the President's private office said . . ."). Comments or remarks made by someone who does not know he is being covered by a journalist cannot be reported, unless the journalist first clears with the subject by saying he is a reporter and would like to write what the subject said.

2. Using confidential information acquired as a journalist in order to promote one's private gains is unethical. Thus, the business writer who does insider trading of stocks, or the Malacanang reporter who earns money by tipping off persons or firms on Palace decisions is engaged in unethical conduct.

III. **I SHALL RESORT ONLY TO FAIR AND HONEST METHODS IN MY EFFORT TO OBTAIN NEWS, PHOTOGRAPHS AND/OR DOCUMENTS, AND SHALL PROPERLY IDENTIFY MYSELF AS A REPRESENTATIVE OF THE PRESS WHEN OBTAINING ANY PERSONAL INTERVIEW INTENDED FOR PUBLICATION.**

1. Unfair methods of obtaining news are: taping conversations in a stealthy manner; tapping phone calls or listening on extensions; taking photographs with a hidden camera, (unless a crime is being committed and the persons involved are presumed to be transgressors of the law); interviewing innocent family members regarding secret activities of the family; and stealing documents from office desks or files (instead of asking for them).

IV. **I SHALL REFRAIN FROM WRITING REPORTS WHICH WILL ADVERSELY AFFECT A PRIVATE REPUTATION, UNLESS THE PUBLIC INTEREST JUSTIFIES IT. AT THE SAME TIME, I SHALL FIGHT VIGOROUSLY FOR ACCESS TO INFORMATION.**

1. The ethical journalist tries to weigh the demands of public interest against the right to privacy. In the case of women victims of rape, idenfitication of the woman is unnecessary, unless for reasons of her own she wants to be identified. Crimes of minors should not carry identification that will maim the child's future.

2. Public officials have a duty to the public to keep their private lives clean. But the journalist cannot apply this rule in a petty manner, insisting for example that the way President Aquino puts food in her mouth is public concern. In most civilized societies, journalists are informed of the guidelines about a high public official's private life. Once the journalist accepts the guideline, he cannot violate it.

3. If the news subject is not a public official but only a social celebrity, the demand of public interest should be taken in proportion to his/her relationship with the public. If the subject is a performer, relying on public receipts for her income, public interest is greater than if the celebrity is just famous, because she is somebody's wife. If the subject is a candidate for high office, like Gary Hart, the public interest is great.

V. **I SHALL NOT LET PERSONAL MOTIVES OR INTEREST INFLUENCE ME IN THE PERFORMANCE OF MY DUTIES, NOR SHALL I ACCEPT OR OFFER ANY PRESENT, GIFT, OR OTHER CONSIDERATION OF A NATURE WHICH MAY CAST DOUBT ON MY PROFESSIONAL INTEGRITY.**

1. The role of the press as fiscalizer of government and society demands the strictest honesty in its reporting and interpreting of events. judges and jurors inhibit themselves, if they have personal motives in a given case. Thus, journalists must also refrain from writing about close relatives or friends, or about parties to whom they had owed favors in the past.

2. Presents, cash gifts, privileges must be viewed in relation to the motives of the givers, and the effects on the receiver, and on society.

   a) In some societies, token gifts are presented as a gesture of goodwill without any expectations from the givers, nor consequent obligation upon the receiver. Examples: commemorative fountain pens, bags, and hats, on the occassion of anniversaries; and flowers and cakes during Christmas and Valentine's or birthdays, or in bereavement.

b) Dinner invitations and free tickets may be voluntarily given by sponsoring parties, because the journalist-receiver is needed to cover the event and gather the information. No strings are attached.

c) Money in envelopes given to journalists cannot be considered as gestures of goodwill. The intent to bribe is obvious and the malice of the giver is patent. The journalist who needs money should look for a sideline or transfer to a more lucrative job, rather than sell his honor for money in an envelope.

d) If the journalist asks for any of the above in exchange for a favorable story, he commits extortion.

3. Journalists who dangle sexual favors to get facts from sources compromise their professional integrity.

VI. I SHALL NOT COMMIT ANY ACT OF PLAGIARISM.

VII. I SHALL NOT IN ANY MANNER RIDICULE, CAST ASPERSIONS ON, OR DEGRADE ANY PERSON BY REASON OF SEX, CREED, RELIGIOUS BELIEF, POLITICAL CONVICTION, AND CULTURAL OR ETHNIC ORIGIN.

VIII. I SHALL PRESUME PERSONS ACCUSED OF CRIME OF BEING INNOCENT UNTIL PROVEN OTHERWISE.

1. The ethical journalist is careful in using terms like the "convict," "the criminal", and "the embezzler, etc."

IX. I SHALL NOT TAKE UNFAIR ADVANTAGE OF A FELLOW JOURNALIST.

1. Journalism is a highly competitive game. But the line must be drawn between competition and malice. "Kuryente" as practised locally is unethical.

X. I SHALL ACCEPT ONLY SUCH TASKS AS ARE COMPATIBLE WITH THE INTEGRITY AND THE DIGNITY OF MY PROFESSION, INVOKING THE CONSCIENCE CLAUSE WHEN DUTIES IMPOSED ON ME CONFLICT WITH THE VOICE OF MY CONSCIENCE.

1. While the rule speaks of the journalist tasked with a job, the source of unethical behavior is really the taskmaster in this case, be it the editor, the general manager or the publisher.
Journalists should not be asked to do janitorial tasks, receptionist tasks, or others that would demean his status. Neither should journalists be made to do immoral or illegal tasks for a newspaper.

XI. I SHALL CONDUCT MYSELF IN PUBLIC OR WHILE PERFORMING MY DUTIES AS JOURNALIST IN SUCH MANNER AS TO MAINTAIN THE DIGNITY OF MY PROFESSION. WHEN IN DOUBT, DECENCY SHOULD BE MY WATCHWORD.

1. The journalist should dress properly. International practice requires the business suit or its equivalent national dress for press conferences or formal interviews. Photographers and video teams are allowed to wear shirts or vests because of the nature of their equipment, but they are expected to have decent footwear, not sports or beach shoes.

2. Foul language and dirty gestures are taboo for the journalist.

3. The ambush interview in Malacanang, which has the reporter chasing the news source, is demeaning to the journalist and should be discouraged.

Television Code
Kapisanan ng mga Broadkasters sa Pilipinas

Program Standards for NEWS & PUBLIC AFFAIRS & COMMENTARIES

NEWS

1. **Frequency and schedule of newscast**

   Every television station shall schedule at least one 30-minute newscast (including intro, extro and commercials, between the hours of 5:00 p.m. to 10:30 p.m. per day from Monday to Friday. Additionally, TV stations are encouraged to schedule other newscasts outside the mandatory 5:00 p.m. to 10:30 p.m. timeslots during these days. TV stations are likewise encouraged to air daytime and/or late evening news programs daily. The above requirement may be waived when the station undertakes special news or public affairs coverages during the above-specificed time slots.

2. **News Sources**

   Sources may either be primary or secondary. A primary source is a person who is the direct source of a piece of news. A secondary source may be a person who acts as an indirect news source or a recorded material (print or audio/video) from which a piece of news is extracted or attributed to.

   2.1 Care should be exercised in the selection of news sources. Voice and film clips of persons involved in the news shall be properly identified. Morbid, sensational or alarming details not essential to the factual report, especially in connection with stories on crimes or sex, should be avoided. News should be telecast in such a manner as to avoid panic and unnecessary alarm.

   2.2 Correct and accurate attribution of news sources, whether primary or secondary, are mandatory and considered in keeping with the highest standards of broadcast journalism.

   2.3 A broadcast journalist, in the practice of his profession, may get in touch with fugitives from the law, but utmost care and diligence should be exercised that no law of the land is violated. Staging a crime by fugitive(s) from the law with coverage thereof as the sole objective shall be considered a serious breach of journalism ethics.

3. **News Reporting**

   3.1 News reporting should be factual, fair and as objective as possible.

3.2 Good taste should prevail in the selection and handling of news. Morbid, sensational, or alarming details not essential to factual reporting should be avoided.

3.3 Editors and deskmen should be diligent in their supervision/evaluation of content, format and presentation of news broadcasts.

3.4 Station management must exercise extreme caution and prudence in deciding whether or not to air interviews with persons who openly or publicly advocate the overthrow of government by force or violence. "Soundbites" of less than a minute in duration, to establish the fact that an interview did occur, should be preferred over a full-length airing.

4. News Analyses

Programs of news analyses, commentaries and editorials shall be clearly identified as such and clearly distinguished from straight news. Speakers, writers and sources should be properly identified.

4.1. Station management shall see to it that commentaries and analyses are handled by qualified station personnel or talents.

4.2 An editorial shall be clearly identified as such, with a statement that the station/network assumes responsibility for that point of view.

4.3 Commentaries/analyses by blocktimers shall be clearly identified as such, with a station/network disclaimer as to the views and opinions expressed therein; the qualifications of the commentator/analyst remain the responsibility of the station/network, even if the program is a blocktime purchase.

4.4 Special obligations devolve upon those who analyze and/or comment on news developments, and the network must ensure that the task is to be performed in the best interest of the viewing public. Programs of news analyses and commentaries should be clearly identified as such, distinguishing them from straight news reporting.

4.5 Opinions about issues of general interest expressed in news, public affairs, and other programs should be clearly identified as editorials for which the network shall be held directly responsible.

5. Placement of Advertising

Broadcast stations shall exercise particular discrimination in the acceptance, placement and presentation of advertising in news programs, so that such advertising is clearly distinguished from news content. Further, commercials in the guise of news shall not be acceptable.

6. All news interview programs shall be governed by accepted standards of ethical journalism, under which the interviewer selects the questions to be asked. When there is advance agreement materially restricting an important or newsworthy area of questioning, the interviewer will state on the program that such limitation has been agreed upon. Such disclosure should be made if the person being interviewed requires that questions be submitted in advance or participates in editing a recording of the interview prior to its use on the air.

7. Coverage of News and Public Events

In the coverage of news and public events, broadcasters should exercise their judgment along accepted standards of ethical journalism.

8. Rallies and demonstrations are legitimate news events and may be covered at the discretion of the station. However, care must be exercised that the coverage itself is not sensationalized so as to incite or alarm the listening and viewing public.

9. Any live or taped on-the-spot and continuing coverage of any activity that purports to heal the sick and the ill based on the occult, black magic and witchcraft shall not be allowed. If there is a legitimate news value to these activities, these should only be carried as news items in regular newscasts or as professionally handled documentary.

10. The following penalties shall be imposed for violation of the above rules:

    a. For the station, a fine P3,000 to P5,000 and a written reprimand for the first offense; a fine of P5,000 to P10,000 and suspension of KBP privileges for six months to eight months for the second offense; a fine of P10,000 to P15,000 and suspension from KBP membership for eight months (while still bound by KBP regulations) for the third offense; and recommendation for expulsion from KBP membership and recommendation to NTC for suspension of station license for the fourth offense.

    b. For the individual employee or blocktimer/announcer, a fine of P3,000 to P5,000 and a written reprimand for the first offense; a fine of P5,000 to P10,000 and suspension of employee or blocktimer/announcer for a period of three months to six months for the second offense; and, indefinite suspension of the employee or blocktimer/announcer for the fourth offense.

PUBLIC AFFAIRS AND COMMENTARIES

1. Broadcast stations are encouraged to provide a forum for articulating views, opinions, and comments from all sectors of society.

2. Broadcast stations shall provide a fair representation to opposing or contrasting sides of significant public issues being discussed.

3. Public affairs programs shall be geared towards building an enlightened citizenry through the discussion and clarification of issues of national and international significance.

4. The broadcaster has the obligation to present public issues free from personal bias, prejudice and inaccurate and misleading information. Programs and commentaries which deal with controversial issues involving public officials shall treat such officials fairly. Care should be taken that such progams do not purposely erode the people's confidence in duly constituted authority. Namecalling and personal insults shall not be allowed. Constructive rather than negative criticism shall be emphasized and shall be based on fact. The language used should not be vulgar, obscene or inflammatory as determined by prevailing legal and community standards.

5. No station shall allow its airtime and other facilities to be used to malign or unfairly attack other persons or groups on issues which have no bearing on the public welfare.

6. It is the responsibility of the newscaster, commentator, host and announcer to protect public interest, general welfare and good order in the presentation of public affairs and public issues.

7. Upon discovery of a mistake, it is the responsibility of the network to rectify the mistake by airing corrective statements at the earliest available opportunity.

8. Penalties (same as for News)

Radio Code
Kapisanan ng mga Brodkasters sa Pilipinas

Program Standards for News & Public Affairs & Commentaries

A. **NEWS**

Radio is a medium of the widest reach and, thus, has the capability of influencing the most number of audiences. This competitive advantage, however, must be handled with caution, especially in news reportage and discussion of public issues.

Although at best news should be investigative and probing, it must be accurate in its facts, seeing to it that it does not violate constitutional rights of anyone.

Rather it should be fair and must strive to present both sides of an issue, and ready to rectify an error immediately.

This news code encourages the highest standards of professionalism in the reporting of news and coverages of current affairs and public issues. In sum, the regulations point to the responsibility press freedom entails.

1. *Length and Schedule of Newscast for Radio*

a. Each station is required to schedule a minimum of 45 minutes of news per day from 5:00 a.m. to 10:00 p.m. on a Monday-thru-Saturday basis with a minimum length of 1 minute to 15 minutes.

b. All stations are required to schedule newscast distinctly identifiable as such. A newscast is a distinct unit of a program with a minimum news content of one minute excluding intro, extro, headline and commercial load.

c. Spot reports are components of newscasts. Therefore, these are credited as newscast in the computation of time requirement for news programs

d. Stations shall submit to KBP Standards Authority their newscast schedule and length.

2. *News Sources*

a. Consistent professional care must be exercised in the selection of news sources, since the integrity of the news and the subsequent reputation of radio as a dominant, well-balanced news medium depends largely on the reliability of these sources.

b.   Voice clips of persons involved in the news shall be properly identified. Correct and accurate attributions of news sources at all times is, therefore, encouraged and considered in keeping with the highest standards of broadcast journalism.

b.1   News sources may either be primary or secondary. A primary source is a person from whom a piece of news originates. A secondary source is normally a recorded material (print or audio) from which a piece of news is extracted or attributed to, or may be a person who acts as a conduit.

b.2   In the effort to develop news sources, utmost care and diligence should be exercised so that no law is violated. It is an accepted journalist practice in a free society to make contact, interview and broadcast news, even if the source is a suspected or confirmed fugitive from the law. However, travelling with the fugitive to the location where a crime is to be committed, merely to report on said crime is considered a serious violation of broadcast journalism.

c.   The use by other stations of program titles, stingers, newsbeds and other sound effects originally composed and/or identified with a radio station, is unethical. These would include even those which are not composed and made for a particular station, but which have been used for a long time and identified with the station. However, the right to use such stingers, sound effects, newsbeds, and the like, shall be given to whoever could show proof of rightful ownership.

d.   Press releases from questionable sources must be authenticated before airing.

3.   *News Reporting*

a.   News reporting must be factual, fair and objective.

b.   Morbid, sensationalized or alarming details must be voided.

c.   News must not create panic and alarm.

d.   Extreme care must be exercised in the selection of editors and reporters who direct news gathering and information dissemination, since the station's performance and credibility depend largely on them.

e.   Station management must exercise extreme caution and prudence in deciding whether or not to air exclusive interviews with persons who openly or publicly advocate the overthrow of government by force or violence. (However, such interviews must conform with the provision of Article III, Section 4 and Article XII, Section 17 of the New Constitution of the Philippines which state that:

"xxx *Article III - Bill of Rights*

Section 4. No law shall be passed abridging the freedom of speech, of expression, or of the press or the right of the people to assemble peaceably and petition the government for redress of grievance.

Article XII - National Economy and Patrimony

Section 17. In times of national emergency, when the public interest so requires, the State may, during the emergency and under reasonable terms prescribed by it, temporarily take over or direct the operation of any privately owned public utility or business affected with public interest.xxx"

f.   Newscasters must have a mastery of the language vehicle of the newscast. This mastery must be in the spoken aspect of the language, although mastery in the written aspect of it should be considered as an advantage.

4. *Commentaries and Analyses*

    a. Contents of commentary and analysis programs must be of valid issues. Personal attacks, insults and harassments must not be allowed.

    b. Programs which feature both news and commentaries should have identifiable announcement or stingers to differentiate one from another.

    c. Speakers, writers and other sources must be clearly identified.

    d. Language must be polite and not vulgar, obscene and inflammatory.

    e. Comments and analyses must be presented decently to the best interest of the listening public.

    f. Personal attacks against fellow broadcasters and other stations are considered unethical and not to be allowed. Management shall be primarily and directly responsible for utterances of their broadcasters in this regard.

    g. Programs and commentaries which deal with sensitive controversial issues must be fair, factual and impartial.

    h. Commentaries and related programs must not erode the people's confidence in duly constituted authority.

    i. Station management shall see to it that those who handle commentaries and analyses for the station, have the expertise, proficiency and qualifications for the job and written authority to perform such commentary or analysis.

    j. To safeguard the station, all on-air tape recordings of commentaries must be kept by the station for a period of one week.

5. *Editorials*

    a. Editorials must be clearly identified as such.

    b. Station management shall see to it that the person who prepares editorials has the necessary authority, proficiency, expertise and qualifications.

    c. Station editorial is the official stand of the station on public issues.

6. *Coverage of News and Public Events*

    a. The coverage of news and public events must conform with accepted standards of ethical journalism.

    b. Coverages must be accurate, informative and adequate.

7. All news interview programs shall be governed by accepted standards of ethical journalism, under which the interviewer selects the question to be asked. Where there is advanced agreement materially restricting an important or newsworthy area of questioning the interviewer will state on the program that such limitations have been agreed upon. Such disclosure should be made if the person being interviewed requires that questions be submitted in advance or that he participate in editing a recording of the interview prior to its use on the air.

    a. News interviews are topical interviews conducted to elicit comments or viewpoints on specific items of current interest and, therefore, these comments or viewpoints shall be in context with the audio clip of a broadcast news item.

8. Rallies and demonstrations are legitimate new events and may be covered at the discretion of the station. However, care must be exercised that the coverage itself does not incite or unduly alarm the listening public.

9. *Placement of Advertising*

Broadcasters should exercise particular discrimination in the acceptance, placement and presentation of advertising in news programs, so that such coverage is clearly distinguished from the news content.

10. The on-the-spot continuing coverage of faith-healing or any activity that purports to heal the sick and the ill, when done by persons not licensed by the medical profession, shall be allowed. If there is a legitimate news value to these activities, these should only be carried as news item/s in a regular newscast.

11. The following penalties shall be imposed for violation of the above rules:

a. For the individual employee or blocktimer/announcer, a fine of P 3,000.00 to P5,000.00 and a written reprimand for the first offense; a fine of P5,000 to P10,000.00 and suspension of employee or blocktimer/announcer for a period of three to six months for the second offense; and a fine of P 10,000.00 to P15,000.00 and suspension of individual employee or blocktimer/announcer for a period of two years to three years for the third offense. The individual employee or blocktimer/announcer shall be suspended indefinitely for the fourth offense.

b. For the station, a fine of P3,000.00 to P5,000.00 and written reprimand for the first offense; a fine of P5,000.00 to P10,000.00 and suspension of priveleges from KBP for six months to eight months for the second offense; a fine of P 10,000.00 to P15,000.00 and suspension from KBP membership for eight months {but still covered by KBP regulation} for the third offense; and recommendation for expulsion from KBP membership and recommendation to NTC for suspension of station license for the fourth offense.

B. PUBLIC AFFAIRS, PUBLIC ISSUES AND COMMENTARIES

1. Radio provides a valuable and critical form for the expression of responsible views on public issues of controversial nature. Opposing or contrasting sides of issues which materially affect the life or welfare of a substantial segment of the public shall be provided in the spirit of fair representation.

2. Discussions on controversial issues shall not be presented in a manner which would create the impression that the program is other than the one dealing with public issues.

3. Public affairs programs shall strive to contribute to national development and must aim at articulating as broad a spectrum of opinions as possible.

4. Public affairs shall present public issues free from personal bias, prejudice and inaccurate and misleading information. The language used should not be vulgar, obscene or inflammatory which can cause unnecessary apprehension or incite rebellion. Furthermore, the station shall strive to present balanced discussions of issues. Matters affecting national security shall be handled with utmost care and with prior approval of management.

5. A station shall not allow its airtime and broadcast facilities to be used to malign or unfairly criticize or attack a person or group of persons on purely personal issues which have no bearing on the public welfare.

6. Programs and commentaries which deal with controversial issues involving public officials and private individuals shall treat such official/individual fairly. Name-calling and personal insults shall not be allowed. Handling and presentation of controversial issues must not erode the public's confidence in the duly constituted authority.

7. The station shall be responsible at all times in the supervision of public affairs, public issues and commentary programs, so that they conform to the provisions and standards of this code.

8. It shall be the responsibility of the newscaster, commentator, host and announcer to protect public interest, general welfare and good order in the presentation of public affairs public issues.

9. The following penalties shall be imposed for violation of the above rules:

    a. For the individual employee or blocktimer/commentator/talent, a fine of P3,000.00 to P5,000.00 and a written reprimand for the first offense; a fine of P5,000.00 to P10,000.00 and suspension of individual employee or blocktimer/announcer for a period of three to six months for the second offense; and a fine of P10,000.00 to P15,000.00 and suspension of individual employee or blocktimer/announcer for two to three years for the third offense. The individual employee or blocktimer/announcer shall be suspended indefinitely for the fourth offense.

    b. For the station, a fine of P3,000.00 to P5,000.00 and a written reprimand for the first offense; a fine of P5,000.00 to P10,000.00 and suspension of priveleges from KBP for six months to eight months for the second offense; a fine of P10,000.00 to P5,000.00 and suspension from KBP membership for eight months {but still covered by KBP regulations} for the third offense; and recommendation for expulsion from KBP membership and recommendation to NTC for suspension of station license for the fourth offense.

Advertising Board Of The Philippines, Inc.

Code of Ethics, Rules and Regulations for Advertising and Sales Promotions

Article IV

Advertising Code of Ethics

Section 1.   PRESENTATION

1. Claims of product and service properties or characteristics should be clearly presented and should not, in the guise of creativity, be confusingly or misleadingly distorted or exaggerated in the light of the product's or service's market.

2. To safeguard the integrity of advertising materials, advertisements should not substantially or materially imitate distinguishing features of other advertisements, regardless of product or service category, including general layout, copy, slogan, visual presentation, music or sound effects.

3. Whenever an advertisement indicates the identity of the advertiser or the source or identity of a product or service, the advertisement should be so prepared and disseminated as to avoid any possible confusion on the part of the public as to the identity of the advertiser or the source or identity of a product or service.

4. Profanity, obscenity and vulgarity, or presentations which are offensive to contemporary standards of decency or morals shall not be allowed, even when understood only by a part of the audience.

5. Indecent exposure of the human body shall not be allowed. Some exposure of the human body may be allowed in advertisements when in good taste and relevant to the product or service being advertised, the situation being portrayed or the audience being addressed. However, suggestive portrayals shall not be allowed.

6. Advertisements should not depict or exploit persons as sex objects and should not carry any sexual double entendres.

7. Advertisements should not unduly capitalize on fear or sow panic; neither should they be prepared or disseminated in a manner as to exploit the ignorant and/or the superstitious.

8. Advertisements should not undermine the public's regard for government, law and duly constituted authority.

9. Advertisements should always be readily perceptible as commercial announcements and, for this purpose, may not be so prepared or disseminated as to create any misimpression

that they are news or editorial items or public service announcements. Applicable guidelines of the relevant media industry should also be observed.

10. Advertisements should not depict dangerous practices or encourage disregard for safety, unless adequately qualified or balanced with a positive presentation or a clear warning within the advertisement.

11. Advertisements should not exploit or tend to promote physical, verbal or psychological violence or the use of deadly weapons (other than for lawful purposes) whether achieved through real or fictional character or situations.

12. Advertisements which unduly emphasize or dramatize ailments, distress or morbid situations or do so offensively should be avoided. Neither should advertisements demean or ridicule persons suffering from physical or mental afflictions or deformities.

13. Advertisements incorporating a test or demonstration of a product or service property or characteristic must clearly, fairly, factually and accurately present the test or demonstration confirming the claimed product or service property or characteristic. Any test or demonstration may be used only if it directly proves the claimed product or service property or characteristics.

14. Price and purchase terms, when used, should be clear and complete. When parts or accessories that the consumer might reasonable suppose to be a part of the original sale are available only at an extra cost or for further consideration, such should be clearly indicated.

15. Advertising of products or services found by the appropriate government agency to be below standards or specifications or to be otherwise unsafe shall not be allowed.

Section 2.   DISPARAGEMENT

1. Advertisements should not directly or indirectly disparage, ridicule or unfairly attack competitors, competing products or services, including distinctive features of their advertising campaigns.

2. Neither should advertisements directly or indirectly disparage, ridicule, criticize or attack any natural person or groups of persons, especially on the basis of gender, social or economic class, religion, race or nationality.

Section 3.   COMPARISON ADVERTISING

1. Direct comparison advertising shall not be allowed.

2. Comparison advertising may be permitted, provided it does not use symbols, slogans, titles, or statements that are clearly identified or directly associated with competitive brands. Competitive claims inviting comparison with a group of products or with other product categories (without identifying any specific brand) may be allowed, provided these are adequately substantiated.

3. A comparison of competitive products or services must provide a clear, substantiated and verifiable basis for any comparative claim favorable to the advertiser. An unqualified, sweeping claim may be permitted only if proven to be true on all material respects in relation to all products of the same category in the market.

4. Parity claims may be allowed, provided they are properly qualified and substantiated.

Section 4.   ADVERTISING SLOGANS AND TERMS

Advertising copy, slogans or terms should not tend to mislead, or confuse the consumer as to the materials, content, origin, utility or function of any product of service.

Section 5. SPECIFIC CLAIMS

1. Advertisements should not contain any reference which could lead the public to assume that a product contains a specific ingredient, unless the ingredient's quantities and properties as well as the material benefit that results from its inclusion in the product's formulation has been technically substantiated.

2. Advertisements should not contain misleading, exaggerated or fictitious price comparisons, discounts or other claimed savings. All indicated prices and other economic terms should be complete and accurate and should not mislead the public by distortion, omission or undue emphasis.

3. Advertisements using results of bona fide research, surveys, or tests relating to a product should not be so prepared or disseminated as to be misleading or inaccurate in any manner, including by creating or claiming any implication beyond that clearly established by the research, survey or test.

4. Professional journals should not be named or quoted in advertisements without the appropriate written authorization. References to such journals should not be used to create any misimpression of professional support.

Section 6. "NO.1" CLAIM (OR EQUIVALENT)

1. No "No. 1" claim with respect to any product or service shall be allowed, unless it is so clearly delineated and qualified as to render the claim objectively verifiable. The claim should, in any case, be substantiated.

2.a Substantiation(s) for a "No. 1" sales claim must confirm that the claimant is leading in both (i) physical units sold, and (ii) in the resulting peso volume on a cumulative basis. "No.1" claims made on any other basis may be allowed only if the ADBOARD is satisfied that the basis and scope of the claims are clear and the advertisement is not misleading in any way.

2.b A claim to be "No.1" in sales relating only to specific area(s) must prominently specify the area(s) covered.

2.c The substantiation of a "No.1" claim shall cover at least the immediately preceding 12-month period and should be supported by data from independent sources acceptable to the ADBOARD. Whene there are no figures for the latest 12-month period, the substantiation may be based on the latest available reliable figures, provided these are shown to be reasonably current to the satisfaction of the ADBOARD.

2.d An advertisement containing a "No. 1" claim may be used for 12-months from approval by the ADBOARD, provided that, if contested, the advertisement containing the claim may be ordered promptly withdrawn if it is shown that the advertiser no longer meets the two requirements under Section 2.a hereof on a cumulative basis for the 12-month period immediately preceding the challenge.

Section 7. TESTIMONIALS

1. Testimonials should be genuine and truthfully reflect personal experiences of the endorsers as bonafide users of the products or services being endorsed.

2. The advertiser must substantiate a testimonial by producing the original written and signed evidence supporting the endorsement.

3. Testimonials which go beyond subjective criteria to deal with specific claims regarding product performance: (a) should be consistent with actual product performance; (b) should also reflect the endorser's own personal experience with the product's actual performance; and (c) should be clearly presented as the experience or opinion of the endor-

ser by the use of such qualifiers as, for example, "In my experience," "In my opinion," "Para sa akin," and "I think." Substantiation must be submitted along with the endorser's signed testimony.

4. Testimonials of professionals should observe the ethics of their professions and should not violate regulations of the government bodies or institutions regulating that profession.

5. Any endorser who is presented as an expert must have demonstrable credentials to substantiate the claimed expertise.

Section 8.   SCIENTIFIC CLAIMS

1. All quotations from or references to laboratory data, statistics and scientific terms used in locally-produced advertisements should be from independent sources of established competence. Moreover, such quotations must be presented fairly and in their correct context and should not in any case, be presented as to create an impression other than that originally engendered by the source.

2. Visual representation of laboratory settings may be employed provided they bear a direct relationship to and accurately reflect the bonafide research conducted for the advertised *product or service.*

3. In case of references to tests by professionals or institutions (e.g., doctors, engineers, and research foundations), documented and authoritative evidence should be submitted to substantiate such tests and the claims based thereon.

Section 9.   SUGGESTIVE BRAND NAME ADVERTISING

Advertisements for any product whose brand name may suggest a different product or commodity or product form or nature should contain a clear statement of the true nature of the product represented by that brand name (e.g., "True-Milk, a Filled-Milk Product").

Section 10.   "BEFORE" and "AFTER" COMPARISONS

1. "Before" and "After" situations must reflect truthful and factual comparisons. Comparisons of the "antecedent" situation with the "subsequent" situation must not be exaggerated or misleading.

2. Advertisements comparing "before" and "after" situations should cite with prominence the specific time which elapsed between the two situations.

Section 11.   USE OF "NEW" OR "IMPROVED"

1. The word "new" or "improved" may be used in advertisements only for products/services which have been in the market for less than one year, excluding reasonable test market periods.

2. When a claimed improvement relates not to the product's basic utility or function but to one of its other features, such as appearance, fragrance, color or packaging, the words "new" or "improved" may be used but only if clearly limited to the specific change (e.g., "new fresh fragrance" or "new plastic bottle").

Section 12.   PROPRIETARY DRUGS, DEVICES AND TREATMENTS

1. Advertisements of proprietary drugs, devices and treatments should conform to applicable laws and regulations governing the sale and advertising of such products and services.

2. Advertisements for proprietary drugs, devices and treatments should not describe or dramatize distress (e.g., death or serious illness) in a morbid manner.

3. Advertisements of all proprietary drugs should carry the disclaimer: "If symptoms persist, consult your physician."

4. Mail order advertising of drugs and devices shall not be allowed.

5. Advertisements for proprietary drugs, devices and treatments should not suggest that the product will prevent or cure a serious disease that requires treatment by a licensed medical practitioner.

6. In advertising medical products, claims that a product will effect a cure and the use of such words as "safe," "without risk," "harmless," "instant," "effective" or terms of similar import shall not be permitted, unless clearly limited and related to a specific context, and pre-approved by the Bureau of Food and Drug (BFAD).

7. Direct endorsements by physicians or actors portraying physicians of proprietary drugs, devices, treatments and medical equipment shall not be allowed.

8. Advertisements should not contain claims that a product or treatment will promote sexual virility, or be effective in treating sexual weakness, conditions associated with sexual excess or over-indulgence, or any ailment, illness or disease associated with these habits.

9. Such terms as "premature ageing" or "loss of virility," will be regarded as describing conditions for which proprietary drugs, devices or treatments may not be advertised, unless officially authorized in writing by the BFAD.

10. Advertisements should not offer any product or treatment for slimming, weight reduction or figure control, if independent medical opinion considers that the use of the product or treatment can be harmful.

11. Advertisements which use the word "tonic" shall state clearly the specific purpose for which the tonic is to be used or taken and shall not claim nor imply treatment or results relative to sexual potency or inadequacy or the ageing process.

12. Advertisements should not promote the diagnosis or treatment of complaints or conditions by hypnosis or other similar means.

13. Advertisements for proprietary drugs, devices and treatments should accurately indicate and clearly delineate the proper usage of the product and the nature and immediacy of relief it offers. They should not be advertised in a manner likely to suggest or imply their suitability for conditions other than those indicated in their product label. Individual words should be carefully selected in terms not only of their dictionary definitions and colloquial connotations but also of the context in which they are used.

14. Advertisements of products or services which promise to directly result in height increase shall not be allowed.

15. Advertisements on proprietary drugs which are formulated for the relief of symptoms should clearly indicate that they are for the relief only of symptoms and also limit their product claims to the specific symptoms addressed by the formulation.

16. Advertisements should not state or imply that vitamins and/or minerals alone can ensure or promote good health. Neither should advertisements state or imply that good health is likely to be endangered solely because people do not supplement their diet with vitamins and/or minerals.

17. Advertisements should not depict consumers relying, or otherwise encourage consumers to rely on medicines as a solution for psychic, emotional or mood problems.

18. Advertisements of products designed to calm, sedate or stimulate should refer to the temporary symptomatic relief provided and should include a recommendation that label directions be followed.

19. Advertisements should not offer false hopes in the form of a cure or relief for the mentally or physically handicapped either on a temporary or permanent basis.

20. Unlicensed medical practitioners shall not be allowed to advertise their services.

21. Advertisements by a medical practitioner shall be subject to the Code of Ethics and applicable laws and rules of his profession. In any event, where allowed, such advertisements may state only the professional's name, address, office hours and licensed area of practice or specialization. Specialization shall mean the particular field of practice for which the professional has the appropriate education, training and expertise. The advertisement may not mention any specific ailments.

22. No clinic or hospital shall be used or portrayed in advertisements without the knowledge and written authority of its appropriate managing body or professional.

23. Advertisements should be presented in a manner not likely to result in the use of the proprietary drug, device or treatment for purposes other than the approved therapeutic indications, or to otherwise suggest or imply that the product is anything other, more or better than it actually is.

24. Advertisements which suggest/encourage the indiscriminate use of drugs, devices or treatments shall not be allowed.

25. Advertisements for proprietary drugs, devices and treatments offering prizes, promotions, competitions, or additional rewards or benefits other than those which can be reasonably expected from the product's use, or otherwise involving any promotion may be permitted only with the express written approval of the BFAD.

26. A proprietary drug, device or medicine may not be used as a promotional item for any product or service without the express written approval of the BFAD.

Section 13. *BEER AND ALCOHOLIC DRINKS, CIGARETTES AND TOBACCO PRODUCTS*

1. Advertisements should not state that drinking or smoking is essential to social success or acceptance; that drinking or smoking is a genuine symbol of masculinity; or that refraining from drinking or smoking is a sign of weakness.

2. Advertisements for any product or service may not depict the actual act of drinking or smoking.

3. Advertisements should not feature or promote excessive drinking or smoking and all liquor advertisements should clearly carry the disclaimer "Drink Moderately."

4. Advertisements should not claim that drinking or smoking brings about therapeutic, sedative, tranquilizing or stimulating effects or that drinking or smoking enhances sexual prowess.

5. Advertisements for beer, alcoholic drinks, cigarette, and tobacco products may not be aimed at or directed to minors as the target audience. Specifically, models and talents who are minors and those who portray authority figures or roles meant to appeal especially to minors (e.g., folk or comic book heroes, war/national heroes, and law-enforcers) may not appear in such advertisements.

6. Advertisements should not, in any manner, represent or imply that drinking and driving are safe compatible activities.

Section 14. *CHILDREN*

1. Advertisements directed primarily at children should not unduly exploit their natural credulity.

2. Advertisements and promotional activities for proprietary drugs, medicines, devices and treatments should not be directed to children.

3. Advertisements must not show children taking drugs and medicines without the supervision of a responsible adult.

4. Advertisements should not encourage reckless, improper or anti- social behavior and should not show children in activities that would normally not be allowed by responsible adults for reasons of safety or propriety.

5. Advertisements should not undermine children's enjoyment of present possessions.

6. Advertisements meant for children should not contain odious references to infirmities or scenes depicting physical and mental cruelty. In general, advertisements for children should not show irresponsible, violent or reprehensible acts/practices in a manner that may lead children to interpret or adopt them as normal or acceptable social behavior.

Section 15. PHILIPPINE STANDARDS AND SYMBOLS

1. The Philippine National Flag or any of its earlier versions and the Seal of the Republic may be used as illustrative material only in sober and respectful advertising whose theme is patriotic or commemorative, or reflects the heritage and/or traditions of the Filipino people.

2. Historical/national events, national heroes and national shrines can be used in advertisements only if presented accurately and respectfully and used to promote positive values.

3. The representation of Philippine currency in advertisements shall be governed by the rules promulgated by the Central Bank and other appropriate government agencies.

Section 16. LOANS AND INVESTMENTS

Advertisments for loans, investments, financial services and other similar transactions should comply with applicable rules, regulations and circulars of the Central Bank and other appropriate government agencies. When permitted, such advertisements should contain a sufficiently clear, concise and complete statement of all the material terms and conditions of the offered financial product, transaction or service in order that the consumer is fairly apprised of the total consideration for and the essential nature of the product, transaction or service. When other specific details which could conceivably influence the consumer's decision are not stated, the advertisement should so indicate this and the manner in which complete information may be obtained. For this purpose, the advertisement may use a statement, such as "For other important details and information, please contact or see _____."

Section 17. OFFERS OF INSTRUCTION

Advertisements for educational or training institutions or enterprises should not include or imply exaggerated or misleading claims regarding the opportunities supposedly awaiting those who enroll in their courses.

Section 18. ARTICLES REQUIRING ASSEMBLY

All products which require assembly should state this clearly and prominently in their advertisements.

Section 19. ADVERTISING FOR CHARITABLE CAUSES

Advertisements involving charitable causes as beneficiaries should indicate the particular beneficiary and its share of the expected proceeds as agreed between the beneficiary and the advertiser.

Section 20. *CORPORATE ADVERTISING*

Corporate advertising must be fair, truthful and accurate; it should not contain any exaggerations or sweeping generalizations that may mislead the public regarding the advertiser or the attributes of its products or services. When the advertisements contain specific claims regarding the company or its product or services, such claims must be verifiable and subject to substantiation in the same manner as regular product or service advertisements.

Section 21. *EXPLOITING UNNATURAL PHENOMENA*

Advertisement exploiting public credulity related to superstition, fortune-telling, dream interpretation, faith healing, reflexology, the occult and other similar matters shall not be allowed.

Section 22. *AGROCHEMICAL AND VETERINARY PRODUCTS*

In addition to the requirements of this Code, the advertising of agrochemical and veterinary products, particularly fertilizer and pesticides, shall likewise be governed by and should comply with the specific advertising guidelines set out by the Food and Agriculture Organization (FAO) Code of Ethics as well as all rules and regulations issued by appropriate government agencies.

Section 23. *MISCELLANEOUS*

1. The word "win" and/or words of similar meaning may not be used without qualification or as a categorical claim to imply a certainty of winning, unless justified by the mechanics of the promotion.

2. Specific prizes which can be won by a single individual must be made clear and the total value of the prizes may be used only if plainly described as the aggregate value of several prizes.

3. Lotteries, except those authorized by law, may not be advertised.

4. Advertisements of raffles, contests, or competitions which offer prizes should state all the material conditions for participation. However, if no details or conditions are announced, the advertisement should also state how and where the purchaser may obtain full details of the rules, e.g., "See posters and print ads for full details."

5. Advertisements of contests or competitions must conform to the regulations of the appropriate government agency.

6. Advertisements relating to a discount price shall not be allowed, unless the discounted price is compared to the previous price and the discount price is maintained throughout the promotional period advertised.

7. The word "free" or words of similar meaning may be used in promotional advertising only under the following conditions:

    7.1 The normal or regular price of the product or service being purchased has not been increased.

    7.2 The "free" item is not an integral or necessary part of a complete unit that is being sold.

    7.3 The "free" item provides a value to the consumer in addition to the original product or service, e.g., accessories, premiums, extra product, extra weight or extra volume.

8. Advertisements of offers that do not provide the consumer a fair and reasonable opportunity to purchase or avail of the products or services as advertised shall not be allowed.

9. Advertisements should clearly and conspicuously disclose the nature, value, extent, and duration of a guarantee.

10. Advertisers should perform their obligations under any guarantee or warranty promptly and fully.

11. Advertisements for installment sales, lease-purchase and other similar transactions (including those where the consideration for the product of service is to be paid over a period of time) which makes any reference to prices or terms should likewise provide all pertinent information on terms of payment, additional charges, if any, and all other economic or financial features of the transaction so as to reflect the total cost/consideration for the goods or services being advertised.

12. Advertisements for special sales should conform with applicable government regulations. In any case, such advertisements should contain no false or misleading price or savings claims and should specify which store, branch, department and lines of goods are covered by the sale.