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EDITORIAL

LIS Pedagogy in the "New Normal" Learning Environment

Iyra S. Buenrostro Editor-in-Chief, PhJLIS

Mark Anthony A. Santos, Associate and Issue Editor, PhJLIS

Several months into pandemic, people and institutions all over the world have done various measures to curb the spread of COVID-19. In the Philippines, besides public health and the economy, one of the most affected sectors is education. Schools and universities have launched distance and flexible learning modalities accompanied by applicable platforms to continue the learning of the students while ensuring their safety. This is no different for colleges and universities offering library and information science degrees in the undergraduate and graduate levels. In the midst of closed libraries and other cultural institutions such as museums, archives, and local studies centers due to the ongoing community health protocols, the LIS schools continue their role in providing education and training to their students who are set to become librarians. information professionals, archivists, and cultural workers in the near future.

From the early beginnings of library education in 1914, the Philippines at present has around 80 LIS schools, which offer either or both the Bachelor of Library and Information Science and Master of Library and Information Science degree programs (Professional Regulation Commission, 2019). Continuous developments in the curricula and required qualifications and expertise of teachers have been in place through the years. Advances in LIS education are also seen in the increasing number of students and

academic institutions establishing LIS degree programs. To guarantee the quality of subjects, and pedagogical methods and resources used by LIS teachers, organizations such as the Council of Deans and Heads of LIS Schools (CODHLIS) and Philippine Association of Teachers of Library and Information Science, Inc. (PATLS) underscore the collaboration among the member schools to actively find ways on how to help one another, especially the students. This collaboration has become more evident during this pandemic wherein both teachers and students grapple with issues regarding free access to online learning materials, proficiency in the usage of various online tools and learning platforms, formulation of appropriate class activities and assessment tools, carrying out remote laboratory and practicum/internship, and performing research mentorship.

The first semester of academic year 2020-2021 marked the first time that remote learning was widely implemented in higher education institutions (Joaquin et al., 2020), including LIS schools. With this drastic change in the delivery of learning, LIS teachers faced the challenge of adopting remote learning modalities and methods for their courses. To get the sentiments of LIS teachers as they transition from face-to-face teaching to remote learning, CODHLIS organized an online meeting held last May 29, 2020, which was attended by LIS educators from various schools in the

country. Topics discussed in the said meeting were issues and concerns encountered by students and teachers in remote learning and the need to revise the learning outcomes of certain courses in the LIS curriculum to accommodate the changes in the delivery of learning.

To prepare teachers for remote learning delivery, most universities held various online training sessions and workshops about remote learning. For example, the University of the Philippines System conducted a series of webinars on remote learning, wherein topics included recalibration of course content, appropriate assessments, and ensuring the mental health and wellbeing of students. Aside from recalibrating the objectives and learning outcomes of courses, teachers were also required to prepare course packs—a compendium of learning resources comprising of a course guide, study guides for each topic in a course, lecture notes, and learning assessments (e.g., activities, exercises). Depending on the policies of the universities, these completed course packs were required to be distributed to the students before or at the start of the semester, either in print or electronic format through the learning management system (e.g., Moodle, Google Classroom) procured by the university. The need to make the course packs available in print format aside from electronic format, stems from the reality that not all students have the necessary equipment and stable internet connectivity in their respective residences to attend synchronous class meetings and accomplish the requirements of the course, especially during the months leading to the first semester and the first few months of the semester. Likewise, LIS teachers had to learn how to utilize various software to effectively teach their students, such as videoconference software (e.g., Zoom, Google Meet), learning management systems, video recording and editing software (for those who are creating video recordings of their lectures), and digital whiteboard software. Also, the conduct internship/on-the-job training courses was adjusted due to the pandemic and prevailing community quarantine guidelines, which resulted to LIS schools turning to alternative internship programs, wherein students are to accomplish certain deliverables for the host institution through online, such as on-going projects or similar endeavors. In addition, accomplishing the thesis as final requirement for the degree program is a challenging undertaking in this setup. Presentation of proposals and final defense were delivered via videoconference, and the conduct of literature review and data gathering were undertaken through online means. The abovementioned modifications in the traditional teaching and learning structure had been and will most likely be implemented and exercised in the next coming months until such time that it will be safe for everyone to gather again in schools, colleges, and universities. These changes have visibly affected both students and teachers alike, as they struggle to adapt to the remote learning environment, while coping with the harsh realities of living under community quarantine.

As all of us do not know when this pandemic will come to an end, we are resiliently striving to look for avenues and approaches to support each other and make the entire LIS community withstand and overcome this crisis. Substantial adjustments have been made to accommodate the learning requirements and needs of our students and teachers as well. As teachers, we must be acquainted with the students' circumstances in setting our priorities in terms of teaching strategies, content delivery, and evaluation. This pandemic has taught us the value of cooperation, flexibility, and compassion—and these should remain in and with us even when the pandemic is over.

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WHY ARE FREEDOM OF INFORMATION REQUESTS IN THE PHILIPPINES BEING DENIED? AN ANALYSIS USING A PRACTICE-BASED APPROACH

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Abstract

In 2016, the Philippine president signed the Executive Order no. 2 that required government agencies under the executive branch to implement Freedom of Information (FOI). Along with this, the eFOI Portal was created which aims to increase government transparency while making it easy for the citizens to file a request. As of June 2019, the portal has received 11,990 FOI requests across 366 government offices. However, a series of reports on the actual experience of users of eFOI Portal by the Philippine Center of Investigative Journalism in December 2018 revealed the many problems of the FOI implementation. Among these are the high rates FOI requests being denied, overdue responses from government agencies, and unsatisfactory results for fulfilled FOI requests. And so, given that the goal of eFOI Portal is to promote transparency in the government and support the public disclosure of information, but user experience tells otherwise, this looked at the mechanisms resulting in this gap. In particular, it attempted to answer why eFOI requests are being rejected.

Guided by Schatzki's conception of practices, thematic analysis of the sayings, or the actual conversations of citizens and government agencies were performed on the 346 randomly sampled FOI requests. The paper found out that citizens and government agencies in the Philippines have unique practices when performing FOI, some of which favours the outcome of FOI requests being rejected. Government agencies reject FOI requests mostly because they do not have the information being requested, they do not consider the request made by some citizens as a valid form of FOI, and processing of FOI requests may be different from one agency to another. On the other hand, citizens also have some practices leading to FOI request denials such as requesting for research work, requesting for the government agencies' opinion on current issues, and submitting complaints. Furthermore, the rules allowed for government agencies to have their own rules in processing FOI requests. Also, there are socio-technical arrangements in the eFOI Portal such as limited categories for reasons used by FOI Officers of respective government agencies in rejecting FOI requests, absence of the appeals process within the system, and no user satisfaction feedback for the whole transaction. Both of the rules and system design provided the environment for the FOI practices to happen and perpetuate. Thus, in improving the performance of FOI implementation, designers of the system must take into account the unique practices of government agencies and citizens. Some of the design considerations suggested by this paper is adding an additional support layer before citizens can file an FOI request to government agencies and improving the feedback to the system such as user satisfaction and appeals.

Keywords: Freedom of Information, eFOI, practice theory

INTRODUCTION

Freedom of Information (FOI) is generally understood as the laws made by governments to allow its citizens the right to access information held by public institutions (Stein & Camaj, 2018). These laws have common features such as procedures for requesting information, restrictions on what information may be disclosed, appeals for denied requests, penalties for withholding public information, and promotional measures, among others (Mendel, 2008). Ultimately, the intended goal of FOI is to increase government accountability and promote participation among the citizenry (Stein & Camaj, 2018).

In the Philippines, the rights of its citizens to access government information is stated in the Philippine Constitution of 1987, Article 3, Section 7, as: "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 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." In 2016, through Executive Order no. 2 and the Freedom of Information Memorandum Circular no. 1, the FOI Project Management Office (FOI-PMO) and the electronic FOI (eFOI)¹ portal was created.

The eFOI portal, or simply eFOI, is dubbed as "the Government's response to the call for transparency and full public disclosure of information" (Freedom of Information Philippines, n.d., What is eFOI section, para. 1). It is an online system that Filipino citizens can use to submit their FOI requests to government agencies with ease. As of June 2019, the website has received 11,990 FOI requests across 366 government agencies.

However, as with any other FOI implementation (Banisar, 2006; Mendel, 2008), the Philippine eFOI is not without problems. In 2018, 30% of the 7,712 requests were denied, 33% were reported as being processed, while 35% were successful (Freedom of

Information Philippines, 2018). There is no standard stating the percentage of FOI requests that must be granted nor rejected. Although the general aim of FOI is to increase transparency, it must also protect sensitive information; thus, government agencies may have valid reasons for denying such requests. For example, in 2018, Australia has a denial rate of 16.19% (Office of the Australian Information Commissioner, 2018), while the United Kingdom (UK) has a procedural refusal rate of 52.8% (Cabinet Office National Statistics, 2019). Procedural refusals were defined as resolvable FOI requests but denied due to costs, being a repeated request, being vexatious, or falling under the FOI exemptions. What is important, however, is whether the reasons for the denial are justified. Australia and the UK keep track of the statistics of reasons for withholding FOI requests and the number of appeals made for denied requests, both of which are not available for the case of the Philippines.

Aside from the numbers, there are also user stories pointing out the problems with the Philippine eFOI. In a series of investigative reports initiated by the Philippine Center for Investigative Journalism, multiple civil society organizations revealed how their interactions with eFOI unfolded. One organization advocating for indigenous peoples' interest in the Philippines said, "the FOI practice started slow and was unsuccessful in obtaining documents within the prescribed period" (Bantay Kita, 2018, Insights section, para. 1). Another one, who is pushing for social accountability, stated that their requests were actioned in 24-30 days, which exceeded the maximum 15 working days stated in the Executive Order and done without formal extension of the request made by the government agency. On top of that, all of the requested documents were given in the wrong format, and for the eFOI requests that were denied, proprietary rights were invoked by the government agency (Affiliated Network for Social Accountability in East Asia & Pacific, 2018). A third organization reported that they had to make a total of 156 contacts (75 phone calls, 58 emails, 21 eFOI

¹ The portal's web address is https://www.foi.gov.ph/.

requests, and two personal visits) for the 14 initial eFOI requests they made, 8 of which were unsuccessful (Action for Economic Reforms [AER], 2018). Similar experiences were reported by other civil service organizations (AER et al., 2018; Ateneo Policy Center, 2018). These are just some of the woes reported by users of the eFOI portal.

Thus, given that the goal of eFOI is to promote transparency in the government and support the public disclosure of information, but user experience tells otherwise, this study would like to understand the mechanisms resulting in this gap. In particular, it will attempt to answer why eFOI requests are being rejected. In doing so, ways of improving the system may be proposed.

The study of FOI in library and information science (LIS) is of great interest because the theories and skills in LIS are highly compatible with FOI. Snell and Sebina (2007) argued that a solid knowledge in records management, information privacy, archives, and information systems could improve FOI implementation of most countries.

More importantly, FOI goals, such as access to information and transparency, are values inherent to The International Federation of Library Association and Institutions (IFLA) Code of Ethics for Librarians and other Information Workers states the following about access to information: "The core mission of librarians and other information workers is to ensure access to information for all for personal development, education, cultural enrichment, leisure, economic activity and informed participation in and enhancement of democracy" (IFLA, 2016, Access to information section, para. 1). Aside from that, IFLA also affirms LIS professionals' role when it comes to transparency: "Librarians and other information workers support and participate in transparency so that the workings of government, administration and business are opened to the scrutiny of the general (IFLA, Privacy, 2016, secrecy transparency section, para. 3).

Ultimately, the goal of FOI and the values of LIS are to make a healthier democracy.

A CLOSER LOOK AT FOI

The idea of people's right to access information dates back to the 18th Century during the Age of Enlightenment (Banisar, 2006) in Western European countries. However, its popularity increased only after the Second World War and with the development of the Universal Declaration of Human Rights in 1948 (Stein & Camaj, 2018), which states that, "Everyone has the right to freedom of opinion and expression; this right includes freedom [emphasis added] to hold opinions without interference and to seek, receive and impart information and ideas through any media and regardless of frontiers [emphasis added]" (United Nations General Assembly, 1948). Eventually, English-speaking countries passed laws on FOI in the 60s to 80s. This was followed by different international organizations such as the World Bank and International Monetary Fund, which created pressure for nations across the globe to do the same (Stein & Camaj, 2018). Currently, 123 countries have some form of legislation or order to implement FOI (Access Info Europe & Centre for Law and Democracy, 2016a).

Although FOI laws are becoming the norm today, their interpretation and implementation have greatly varied amongst different nations. Stein and Camaj (2018) said that "in some cases the commitment to FOI has been superficial, with countries failing to design strong laws or to implement them" (p. 6).

In the Philippines, there is no FOI legislation. However, there is an Executive Order No. 2 signed by the president entitled, Operationalizing in the Executive Branch the People's Constitutional Right to Information and the State Policies to Full Public Disclosure and Transparency in the Public Service... (Exec. Order No. 2, 2016). In the current Philippine legal context, executive orders are "acts of the President providing for rules of a general or permanent character in implementation or execution of constitutional or statutory powers shall be promulgated in executive orders" ("Executive Orders", n.d., para. 1). As a consequence, FOI in the Philippines has the following characteristics. First, it is only implemented among government offices

under the Executive Branch. This includes national government offices (such as the Department of Health, Department of Labor and Employment, and others) and all its attached agencies, government-owned or government-controlled corporations (such as water companies and other utilities), and state universities and colleges (Exec. Order No. 2, 2016, Section 2). Second, by its nature, an executive order may be overturned in the future by laws passed in the Congress (Philippine Information Agency, n.d.). For this reason, many advocates of FOI in the country were worried that the passage of a genuine FOI law in the future might never happen because of this executive order (Pasion, 2016).

Furthermore, an evaluation of the legal framework of Executive Order No. 2 shows unsatisfactory results. The Global Right to Information (RTI) Rating², a project sponsored by the Centre for Law and Democracy and Access Info Europe, evaluated the strength of FOI laws (or form of laws) from different countries and found that the Philippines ranked 120th out of 123. The rating uses 61 indicators across seven categories: Right of Access, Scope, Requesting Procedures, Exceptions and Refusals, Appeals, Sanctions and Protections, and Promotional Measures (Access Info Europe & Centre for Law and Democracy, 2016b). In their analysis, the Philippine FOI scored poorly in all categories except for Right of Access, which only checks if the citizens' right to public information is stated in the constitution (Access Info Europe & Centre for Law and Democracy, 2016c). From a legal standpoint, much has to be improved in the Philippine FOI, especially in penalizing violations of the order (1 point out of 8 or 12.5%) and institutionalizing programs to promote the eFOI portal (2 points out of 16 or 12.5%).

However, judging a country's FOI program solely by its legal framework can be limited or naïve at best. Countries such as Afghanistan and South Sudan, which ranked 1st and 12th, respectively, in the RTI

Rating, are consistently at the bottom of the list (among 180 nations) when it comes to perceptions on government transparency (Transparency International, 2018). An essential measure of FOI success would be on the practice, such as quantitative data on user requests (Hazell & Worthy, 2010; Henninger, 2017) and qualitative anecdotes from usage (Henninger, 2017; Stein & Camaj, 2018).

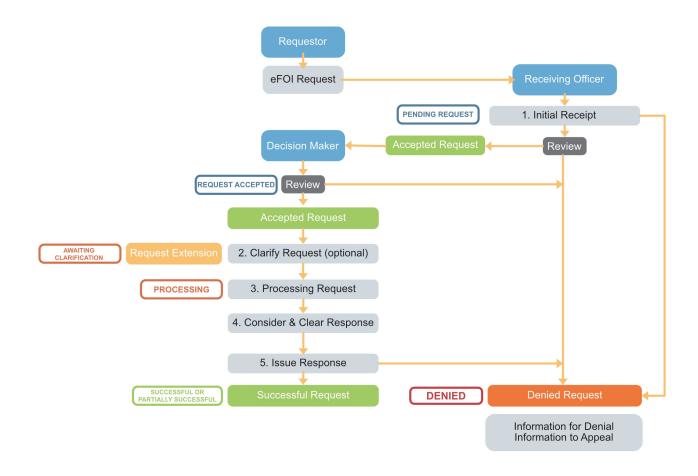
In using quantitative data, Hazell and Worthy (2010) looked at how the UK FOI in practice fared against Australia, New Zealand, Canada, and Ireland. They proposed the following as indicators of a healthy FOI: volume of requests and its growth throughout the years, the proportion of successful requests, timeliness of responding to requests, the proportion of requests that are taken to appeals, proportion of appeals that upheld the original decision, and proportion of requests denied through the use of exemptions. In the end, they found out that among the countries in the study, New Zealand performed best, followed by the UK, Ireland, Australia, and lastly, Canada. They acknowledged that "numbers only take us so far" (p. 358), and there are other factors that can affect FOI performance, such as the political contexts of each country.

On the other hand, Henninger (2017) used qualitative data from two case studies on top of the quantitative data from multiple datasets to show that Australia's FOI is leaning more towards secrecy than openness. The study showed that the trends in FOI requests involving personal information were unaffected by the personal data privacy reforms introduced by politicians. All the while, refusal of FOI requests involving policy matters continued to rise on the grounds of the vague public interest test. The use of the public interest tests arbitrarily by administrators to deny FOI requests were confirmed by the case studies.

The abovementioned studies are examples of ways to understand the mechanisms of FOI by looking at the practice.

² The Global Right to Information Rating is accessible at https://www.rti-rating.org/.

Figure 1
eFOI Workflow Diagram



Note. Adapted from "*FOI Annual Report*," by Freedom of Information Philippines, 2017, p. 13 (https://www.foi.gov.ph/downloads/2017_FOI_Annual_Report.pdf). In the public domain.

A PRACTICE-BASED APPROACH AND THE eFOI IN THE PHILIPPINES

Of the many theoretical approaches in studying the phenomenon of information, in this particular, the Freedom of Information, why then is a practice-based approach preferred in this study? This will be answered first by showing that the concepts of practices, materiality, and relationships (Schatzki, 2012) can be used to understand eFOI in the Philippines, and then second, by arguing that a practice-based approach offers advantages as opposed to other approaches that focus on the individual's information behavior.

Schatzki (2012) defined practices as a set of organized activities or sayings and doings. The FOI transactions visible in the eFOI portal are manifestations of activities or sayings in written form. According to Wittgenstein (2009, as cited in Schatzki, 2016), "sayings can be actions of countless sorts, for example, asserting, denying, explaining, asking, complaining, describing, insulting, bothering, ordering, remonstrating, begging, celebrating and so forth" (p. 132). Moreover, Schatzki (2016) said that "Under 'sayings' I include acts of writing. Writing is a very different activity than speaking, but they share several key features" (p. 132). It is clear that the

visible text of the eFOI transactions are indeed activities, but whether these activities belong to a practice needs to be examined.

To determine if the sayings in the eFOI portal belong to a practice, or are organized, we can examine how the eFOI transaction unfolds. There are three visible users of the eFOI portal, the users who submit their FOI requests, who will be referred to as the citizens, the users who act on such requests, who will be referred to as the government agencies, lastly, the Presidential Communications Operations Office (PCOO), who, aside from being a government agency that responds to FOI requests, also acts as the office responsible for the implementation of the eFOI portal (Memorandum Order No. 10, 2016). Citizens submit their FOI requests by accomplishing several tasks such as opening their web browser, typing in the web address of the eFOI portal, logging into the system or registering for an account (which in itself includes several other tasks), browsing within the eFOI portal for the government agency they are requesting from, filling-out the online form, and then clicking the submit button. These activities must be done in order; otherwise, an FOI transaction would not have unfolded. This means that one would not have submitted an eFOI request by accident. Although some may argue that machines or computer programs may do the whole process of eFOI requests, this study assumes that the system's security, which is reCAPTCHA by Google ("reCAPTCHA", n.d.), prevents this from happening. The same would be the case for the government agencies. They need to perform specific actions leading to the response posted in the eFOI request (shown in Figure 1). Whether the government agencies' motivations or goals are to promote transparency and accountability or just to get the job done, it is clear that these activities are intentional and not "mere occurrences" (Schatzki, 2012, p. 18). Lastly, all of these actions are guided by rules, such as Executive Order No. 2, which are enforced by the PCOO.

These eFOI activities, as a practice of Freedom of Information, are carried out in a material entity, which is the eFOI portal. Although an FOI request can be made manually, through a paper form submitted to the concerned government agency, a significant portion of the FOI requests are done through the portal. According to PCOO (2019a), as of April 2019, 92% of all FOI requests were made through the eFOI portal. In addition to that, the PCOO released a memorandum which states:

To ensure that the public will have ease and convenience in requesting for information to different agencies under the Executive Branch, it is hereby instructed that all government Agencies covered by EO No. 2, s. 2016 shall enrol and be onboarded to the eFOI platform... (PCOO, 2017, Section 1)

Since the FOI requests are more popularly carried out through the eFOI portal, it can be said that the practice of FOI is intimately related to the website or the material entity. This relationship can be further examined to understand, for instance, why certain FOI requests are denied.

In sum, FOI requests in the Philippines can be interpreted as organized sayings embodied through the eFOI portal. This implies that by looking at the FOI practices of the citizens and government agencies, the rules enforced by the PCOO, and the relationship of the practices with the online portal, we can understand why FOI requests are being denied.

Looking at the practices and not on an individual's information behavior offers some advantages. According to Tuominen, Talja, and Savolainen (2005, as cited in Irvine-Smith, 2017), a practice-based that the "assumes processes information seeking and use are constituted socially and dialogically, rather than based on the ideas and motives of individual actors" (The call to practice section, para. 2). This opens up new analyses and questions that are more sensitive to the social context. For example, one can ask why citizens and government agencies in the Philippines practice FOI in a particular way compared to those of Australia or the United States.

Another tool that the practice theory offers is the belief that human activities cannot be controlled but are rather reactive to its social context (Schatzki, 2012). This implies that "the best that designers of lives and institutions can do is to create contexts that, as experience and thought show, make certain activities very or more likely" (p. 22). This can help answer how the system can be improved such that activities leading to the denial of FOI requests are less likely to happen.

METHODS

This is a case study on the eFOI practices in the Philippines. To determine why eFOI requests are being denied, it looked at both the qualitative and quantitative data. The quantitative and qualitative data used for this study can be grouped into three, the actual eFOI Requests on the portal, the various documents about the FOI in the Philippines, and the statistics of eFOI Requests maintained by the PCOO. These data were gathered in different ways.

The first group of data, the publicly accessible eFOI requests, were gathered through Web Scraping using the Python programming language. A Python library, called Beautiful Soup (Richardson, n.d.), was used to navigate and search HTML files to extract pertinent data. Table 1 shows the fields extracted from the website and their descriptions as observed by the researcher.

 Table 1

 Fields Extracted from eFOI Portal for Denied Requests

Field	Description	Data Specifications
Title	This is where citizens specify the title of their request or title of the documents they are requesting	This corresponds to an HTML input form of the type text. Values obtained from this field are free texts
Agency	The government agency that received the request	This corresponds to an HTML input form of a dropdown options type. Values are acronyms of the agency and are from a list of values
Purpose	The specified purpose of the citizen in lodging an eFOI request	This corresponds to an HTML input form of the type text. Values obtained from this field are free texts
Request ID	A unique identifier of the request	An identifier given to the user upon submission of the request. This includes an acronym of the Agency requested from and a series of numbers. Ex.: #PSA-316957801711
Status	The current status (or outcome) of the request	In the eFOI portal, there were six status for requests that were observed. These are AWAITING CLARIFICATION, DENIED, EXTENDED, PARTIALLY SUCCESSFUL, PROCESSING, SUCCESSFUL. For this study, only those that had the status of DENIED as of 24 April 2019 were scraped.
Date Requested	The date the eFOI request was submitted	This is a system-generated value. It is a Date Format in the Philippine Standard Time
Request URL	The publicly accessible URL of the request	This is the public URL link for the requests and is unique for each request
Conversations	Responses from both the citizen and government agency	These are free text conversations between the citizen and the government agency. Messages coming from the citizens and government agencies were determined through their HTML classes.

As of 24 April 2019, a total of 3,650 denied eFOI requests were collected.

The second group of data are the documents related to the FOI implementation in the Philippines. These documents were obtained from the Official Gazette of the Philippines³ and the resources link of the eFOI Portal.

The last group of data are the eFOI requests statistics maintained by the PCOO. This document is not readily available to the public but was obtained through an eFOI request made to PCOO by the author (PCOO, 2019b). Table 2 shows the columns of the Excel File obtained from PCOO.

The data from PCOO is as of 03 May 2019 and has a total number of denied requests of 4,003. However, since the scraped data is only as of 24 April 2019,

some of the records past that date will have to be removed. Also, it has been observed that some of the records are duplicates. After removing the duplicate records and requests made after 24 April 2019, a total of 3,917 unique denied requests remained, out of a total of 12,285 unique eFOI requests.

There is a difference between the scraped data and the data from PCOO. The scraped data provides the actual conversation (the sayings) between the citizens and the government agency. In contrast, the data from PCOO contains the tags or categories used by the FOI Receiving Officers and FOI Decision Makers when they denied the requests. Furthermore, it must be noted that there are records showing in the scraped data that do not appear in the PCOO data and vice versa. Using the Request ID field from both sets of data as the primary key, an inner-join was performed to make a merged table that has a

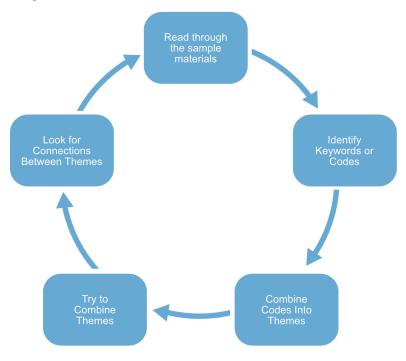
 Table 2

 Columns from the Excel File maintained by the PCOO

Column Title	Description by PCOO
Name ID	eFOI Request Tracking Number
Agency	Agency Acronym
Coverage	Date of Coverage of the Document
Created	The creation date of the request
Extended	TRUE = complex request; FALSE = simple request
Purpose	Reason for the requested information
Status	Status of the request: Pending, Accepted, Awaiting Clarification, Processing, Successful, Partially Successful, Denied, and Closed
Title	Title of Information
dm_exception	Reason for the denial by the Decision Maker
ro_exception	Reason for the denial by the Receiving Officer

³ The Official Gazette is accessible at https://www.officialgazette.gov.ph/.

Figure 2
Framework for the Thematic Analysis



Note. From Bryman, A. (2016). Social research methods, pp. 587-9.

total of 3,462 denied requests. This number will now be referred to as the total number of denied requests for this study.

Due to the volume of data and the researcher's limited resources, a random sample of the denied requests was generated for the qualitative data analysis. This study aimed to uncover practices that resulted in eFOI requests being denied. Practices will be the organized sayings that are repeated across citizens and government agencies. The researcher's sample is such that many records are analyzed but at the same time within the researcher's capacity. The sample size used is 10 percent of the denied requests, which is 346.

Thematic Analysis was used in categorizing the denied requests. A generic qualitative data analysis approach proposed by Bryman (2016) was adapted for this study and is depicted in Figure 2.

A recursive thematic analysis was done to develop the themes. After reading through the sample eFOI transactions, keywords, phrases used, or codes signifying the outcome of the requests were identified. These were later on combined into themes, which were then re-evaluated to create a more general theme. These themes were labeled as the reasons for which the requests were denied. Finally, the developed reasons were analyzed with the help of documents (such as the Executive Orders and the Memoranda) to see whether they are connected.

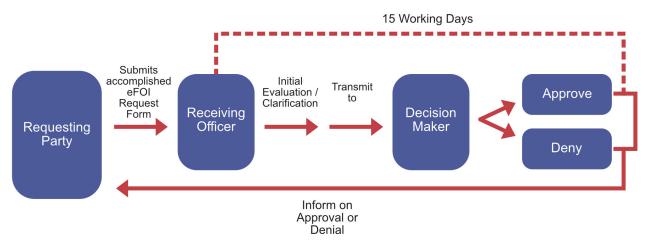
FINDINGS AND RESULTS

process is shown in Figure 3.

How the Government Agencies Respond to Requests Government agencies have FOI receiving officers (RO), and FOI decision makers (DM) requests. After the RO identified that the request is valid, the request is then forwarded to the DM. A diagram of the

Figure 3How eFOI Requests are Processed

The eFOI portal: Agency Backend



Note. Adapted from "Knowing your Government Better," Freedom of Information Philippines, n.d.

As shown in Figure 3, eFOI requests may be denied by the RO if they failed the initial evaluation or by the DM. This process is seen in the statistics provided by PCOO, where reasons for denial has two separate columns, one for RO and one for DM.

Denied Requests According to Government

Based on the statistics provided by PCOO, the main reason eFOI requests are being denied is that the requests are lodged to the wrong agency. This reason is used by ROs for 1,473 requests or 42.55% of all

Table 3
Categories used by Governments to Deny Requests

Receiving Officer	Decision Maker	Count of Requests	% of Total
wrong-agency	null	1473	42.55%
null	null	683	19.73%
	wrong-agency	263	7.60%
	other-exceptions	129	3.73%
	privacy	32	0.92%
	law-enforcement-and-protection	16	0.46%
	national-security-international-relations	9	0.26%
	prejudicial-premature-disclosure	7	0.20%
	records-of-proceedings	5	0.14%
	executive-privilege	3	0.09%
	personal-safety	3	0.09%
information-available-online	null	451	13.03%
incomplete-request	null	388	11.21%
Grand Total		3462	100.00%

Table 4Categories used by Government (Sample, N=346)

Receiving Officer	Decision Maker	Count of Requests	% of Total
wrong-agency	null	153	42.55%
null	null	83	23.99%
	wrong-agency	21	6.07%
	other-exceptions	17	4.91%
	privacy	2	0.58%
	records-of-proceedings	1	0.29%
	prejudicial-premature-disclosure	1	0.29%
	law-enforcement-and-protection	1	0.29%
	personal-safety	1	0.29%
incomplete-request	null	39	11.27%
information-available-online	null	27	7.80%
(Grand Total	346	100.00%

denied requests, and by DMs for 263 requests or 7.60%. Combined, it accounts for a total of 1,736, which 50.14% or half, of all the denied requests. The succeeding most used categories are null, which accounts for 683 requests (or 19.73%), information-available-online (451 or 13.03%), and incomplete-request (388 or 11.21%). All of the reasons or tags used are shown in Table 3. Notably, null values are shown in Table 3, which suggests that when ROs acted upon eFOI requests, the DMs no longer have to provide any reasons. However, for instances where null appears on both the ROs and DMs, it is assumed that no reason was provided for denying the request.

The pattern in Table 3 is also similar to the sampled denied requests, which is shown in Table 4.

However, reading through the conversations of citizens and government agencies, the generated themes are different.

eFOI Practices of Government Agencies

In general, government agencies deny eFOI requests because; first, they do not have the information being requested, or second, they do not qualify the request as a form of FOI request, or third, the request has some issues coming from the side of the citizen, or lastly, the request falls under the FOI Exceptions. These categories were generated through the thematic analysis, and a majority of the sampled requests fall under the first category. The following sections will discuss each category. A complete list of the sample denied requests and their corresponding themes are depicted in Appendix A.

Category 1: The Government Agency does not have the Information

It has been found that government agencies deny requests mainly because they reported that they do not have the information being requested. A total of 211 (or 60.98%) of the sampled requests were denied using responses that indicated that the government agency does not have the information (201 requests), that the data being requested is not yet available (6 requests), or that the granularity or format of data being requested is not available (4 requests). These are shown in Table 5.

Table 5 *eFOI Requests that are Denied because the Government does not have the Information*

Reason (General)	Reason	Count	% of Total
Does not have the info	Does not have the info	201	58.09%
	Data not yet available	6	1.73%
	Does not have the level of data	3	0.87%
	No electronic copy	1	0.29%
Grand Total		211	60.98%

Government agencies use a variety of phrases or words indicating that they do not have the requested information. The most commonly used phrase is "in this instance this Office does not have the information you have requested," which appeared 131 times. This phrase is usually followed by a suggestion of which government agency the citizen should request from, such as "However, you may wish to contact ...". The government agency's suggestion can be questionable as there are instances where citizens are referred back and forth to different offices. Such is the case of the eFOI requests shown in Table 6.

Other phrases that fall under the general theme of "Does not have the info" are variations of the following:

- in this instance this Office cannot provide the information you have requested since we do not collect such information
- this office does not have [...] the information you are requesting
- not included in the survey, hence, we do not have information on such
- Unfortunately, [this agency] does not have the information you need

Table 6 *eFOI Requests that are Denied because the Government does not have the Information*

Reason (General)	Request Title	Date Request Made	Agency Requested From	Agency Referred To
#DOLE-973913053674	Alien Employment Permits (AEPs) by Nationality	March 28, 2019	DOLE	PSA
#PSA-105216169996	Alien Employment Permits (AEPs) by National	April 01, 2019	PSA	BI
#BI-769274361511	Alien Employment Permits (AEPs) by Nationality and Sector	April 05, 2019	BI	DOLE

Note. DOLE = Department of Labor and Employment; BI = Bureau of Immigration; PSA = Philippine Statistics Authority.

Table 7
Reasons generated from Thematic Analysis versus the tags used by Government Agencies

Reason (General)	Reason	Receiving Officer (RO)	Decision Maker (DM)	Count	% of Total
	Does not	information- available-online	null	1	0.29%
	have the	null	null	37	10.69%
	info	null	wrong-agency	16	4.62%
		null	other-exceptions	5	1.45%
Does not		wrong-agency	null	142	41.04%
have the	Data not yet	null	null	4	1.16%
info		null	wrong-agency	1	0.29%
	available	null other-o	other-exceptions	1	0.29%
	Does not have the requested level of data	null	null	3	0.87%
	No electronic copy	null	null	1	0.29%
	TOTAL				60.98%

A complete list of the phrases that fall under this particular theme is shown in Appendix A.

Comparing the reasons generated through the thematic analysis with the tags used by FOI ROs and DMs shows different categories. While the thematic analysis says that the government does not have the information, the outcome reported by the government agencies varies. This is shown in Table 7.

Table 7 shows that a total of 158 (142 by RO and 16 by DM) were tagged as "wrong-agency" when what is being reported is that they do not have the information. Phrases that were identified during the thematic analysis that pertains to the outcome of "wrong-agency" are the following:

- [this agency] does not have in its custody
- [this agency] is not the repository agency
- beyond the jurisdiction of our Agency

- this is to inform you that we are denying your request since you are seeking the wrong agency
- this Office does not have the information you have requested as it pertains to another office
- This request is for [other agency]

Requests that fall under this category were grouped with the broader category, which is Issues Coming from the User Side, which will be discussed later.

Category 2: Request is not FOI

Another common practice is that government agencies do not qualify the request as a valid FOI request. This can be for different reasons, such as when FOI request is classified as a frontline service or the information is already available online. Sixty-four denied requests fall under this category, as shown in Table 8.

Table 8
eFOI Requests that are not Qualified as valid FOI

Reason (General)	Reason	Count	% of Total
	Not FOI but frontline service	35	10.12%
Not FOI	Not FOI because info is available online	26	7.51%
	Not FOI	3	0.87%
Total		64	18.50%

One example is a request made to the Department of Trade and Industries (DTI) shown in Figure 4. Although the request may seem to be a normal request, for that particular agency, the requested information falls under their frontline services. The same goes for the National Mapping and Resource Information Authority (NAMRIA) shown in Figure 5.

In the sampled requests, 22 of the 29 denied requests for DTI (or 75.86%) were under the theme of "not FOI but frontline service," and 3 out of 4 denied requests for NAMRIA (or 75%) is the same. Consequently, looking at all the eFOI requests from the PCOO statistics, both organizations have a high percentage of denied requests, 98.70% (227 out of 230) for DTI and 75% (45 out of 60) for NAMRIA.

Figure 4
A Denied Request for DTI (Request ID #DTI-519787681078)

Hi! May I request for the following:

1. List of all company in the Philippines with ISO certificates

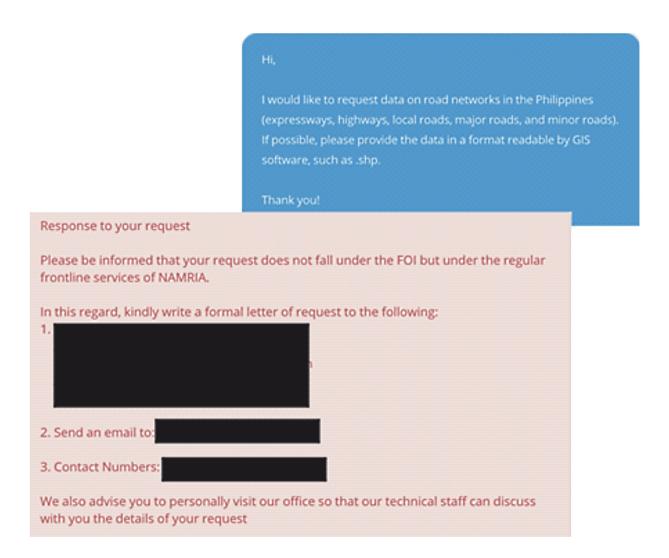
2. List of all company Philippines that have six sigma implemented

Dear Mr.

Thank you for your request.

Please note that this is a regular request and does not fall under Executive Order No. 2 (s. 2016). As such, we will be forwarding this to the concerned bureau/office, DTI - Bureau of Philippine Standards (BPS) and Philippine Accreditation Bureau (PAB). Please expect a reply from them on this matter.

Figure 5
A Request made to NAMRIA (Request ID #DENRNAMRIA-182017530869)



Category 3: Issues Coming from the User Side

Of course, some requests were denied due to some issues coming from the citizen's side. Some of these include incomplete information about the request, or the citizen has made the request to the wrong agency, or there have been some technical issues such as the user submitted the same request more than once.

However, a notable practice in this category is seen in three government agencies, which are the University of the Philippines Diliman (UPD), the Philippine Ports Authority (PPA), and the Bureau of Customs (BOC). These three agencies qualified the eFOI requests as incomplete because the citizen has failed to attach an extra form that they require. This is shown in Figures 6, 7, and 8, respectively.

The contents of the forms being requested by the three agencies are essentially the same as the eFOI Online Form. Based on the PCOO Data, out of all the requests lodged to these organizations, a very high percentage can be seen to have been denied, as shown in Table 9.

Figure 6

A Denied Request for DTI (Request ID #DTI-519787681078)

Hi! I would like to request procedures, policies and master list of scholars in University of the Philippines.

Attachments:

% IMG_20190220_093826.jpg

Since you did not provide the certification required under the UP FOI Manual, we regret that in the meantime we are constrained to DENY your request.

Article III Section 7 of the 1987 Constitution which is the basis for the requirement under the UP FOI Manual states:

"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 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."

Refer also to the FAQ at https://www.foi.gov.ph/help

You must also submit the following certification as required by the UP System FOI Manual via email to fro.updiliman@up.edu.ph once you have re-filed your request via the eFOI portal.

CERTIFICATION TO BE SIGNED BY REQUESTING PARTY WHO FILED VIA THE EFOI PORTAL AND/OR USED THE APPLICATION FORM IN THE EFOI PORTAL

I declare that:

 a. the information I provided in the eFOI portal and/or the eFOI request form is complete and correct;

I certify to the truthfulness of the information or application, including the information or	nation contained in the eFOI request form my Filipino citizenship.
Signature:	
Person Administering Oath	
The certification should be signed before oath such as a notary public, mayor or b	e someone who is authorised to administer an earangay captain.
Once you are able to provide the above a period of sixty (60) days from receipt of	certification you may re-file your request within f this letter.

Figure 7 A Denied Request for DTI (Request ID #DTI-519787681078)

Hil I would like to request the technical specifications of all ports here in the Philippines including private ports. My main focus would be the capacity of the ports. Please include all capacity indicators such as berthing spaces, draft, lenght of wharf(?) and other capacity indicators.

Thank you!

Response to your request

While our aim is to provide information whenever possible, in this instance we would need for you to resubmit your request as we are still missing from you some vital information. Please ensure that, in addition to all the mandatory fields, you also submit a duly accomplished Access to Information Request Form. You may download the form at

http://ppa.com.ph/sites/default/files/forms_downloadable/FOI%20Request%20Form.pdf

Further, may we be informed whether the requested data or information will be used for academic or corporate purposes. Please be apprised that if the request is for academic purposes, kindly submit a certification from your school that you are currently enrolled for the semester and the purpose of the request. Meanwhile, if the request is for corporate purposes, kindly submit a Board Resolution/Secretary's Certificate authorizing you are duly authorized to request on behalf of the company and the purpose of the request.

For further assistance you may review the FAQ section of the eFOI site: https://www.foi.gov.ph/help.

Your right to request a review

If you are unhappy with this response to your FOI request, you may ask us to carry out an internal review of the response by writing to us. Your review request should explain why you are dissatisfied with this response, and should be made within 15 calendar days from the date when you received this letter. We will complete the review and tell you the

Figure 4 A Denied Request for DTI (Request ID #DTI-519787681078)

I would like to request for the Statement of Assets, Liabilities, and Net worth of BOC personnel/official

Your request

You asked for SALN of BOC personnel.

Response to your request

While our aim is to provide information whenever possible, in this instance we would need for you to resubmit your request as we are still missing from you some vital information. Please ensure that, in addition to all the mandatory fields, you also fill out the FOI request forms, please see link

http://customs.gov.ph/wp-content/uploads/2017/09/annex-d-request-form-page1.jpg

http://customs.gov.ph/wp-content/uploads/2017/09/annex-d-request-form-page2.jpg

For further assistance you may review the FAQ section of the eFOI site: https://www.foi.gov.ph/help.

Your right to request a review

If you are unhappy with this response to your FOI request, you may ask us to carry out an internal review of the response by writing to our Commissioner Isidro S. Lapena, with email address boc.cares@customs.gov.ph. Your review request should explain why you are dissatisfied with this response, and should be made within 15 calendar days from the date when you received this letter. We will complete the review and tell you the result within 30 calendar days from the date when we receive your review request.

Table 9Percent of Denied Requests for BOC, PPA, and UPD

Agency	Total Number of Requests	Total Number of Denied Requests	% Denied
BOC	51	46	90.20%
PPA	66	60	90.91%
UPD	35	31	88.57%

Asking for extra forms is just one of the practices categorized into the theme of "Incomplete Information." From the sampled denied requests, seven transactions were denied because the agency asked the citizen to file another request with an attached eFOI form. Whenever agencies used the phrase "we are still missing from you some vital information," they mean

different things, such as clarifying the information being requested, or the citizen has not attached an eFOI form that they require. This, together with users requesting to the wrong agency, and other technical issues, were all grouped in the general theme of User Side Issues. A total of 45 transactions were categorized into this general theme, which is shown in Table 10.

Table 10Denied Requests due to User-Side Issues

Reason (General)	Reason	Count	% of Total
User Side Issues	Incomplete Information	26	7.51%
	Requested to the Wrong Agency	14	4.05%
Other technical issues		5	1.45%
Total		45	13.01%

Category 4: FOI Exceptions

Lastly, some requests fall under the FOI Exceptions. Guidelines on what information are considered FOI Exceptions are outlined in Section 4 of the Executive Order no. 2 s. 2016. These transactions are shown in Table 11.

This last category comprised the fewest transactions from the sampled denied requests. Whether these reasons were invoked appropriately by the government agencies currently cannot be determined due to the unavailability of statistics on the number of appeals.

Table 10Denied Requests due to User-Side Issues

Reason (General)	Reason	Count	% of Total
	Confidentiality	11	3.18%
	Proprietary Information	4	1.16%
	Security Reasons	3	0.87%
	info is only for internal use	2	0.58%
FOI Exceptions	Section 4- Personal Safety	1	0.29%
	Section 3 - Filipino Citizens	1	0.29%
	Privacy Issues	1	0.29%
	Under item 9 (d) of the said memorandum	1	0.29%
	National Privacy Act	1	0.29%
	Safety Issue	1	0.29%
	Total	26	7.51%

eFOI PRACTICES OF CITIZENS

On the other side of the transaction, the citizens have practices that resulted in their requests being denied. Some of these practices include requesting research work, requesting the government agency's opinion, and using the eFOI as a channel for customer complaints.

Examples of requests classified as research work are shown in Figures 9, 10, and 11. In these requests, citizens used words such as "[what are] the trends," "What other possible reasons," and "[what are] the implications of these tax reforms to foreign investments ..."

Figure 9 *eFOI Request ID #DCP-467672152021*

Good Day! I would like to request any research data on product design trends in Palawan particularly souvenir products. This will guide me in my architectural thesis on demo pearl farm resort in Puerto Princesa, Palawan, particularly on the tourism branding of the city/province.

Thank you very much!

Figure 10 *eFOI Request ID #DFA-591198407524*

Good day! I am a 5th year architecture student from the University of the East-Caloocan, currently having a study for my architectural proposal ASEAN Headquarters which will be located in the Philippines. Relative to this I would like to ask your good office the following questions and data:

- Statistics of ASEAN citizen living in the Philippines
- 2.) What other possible reasons for the the said headquarters to be based on the Philippines (ex: Philippines is known as a leading country in ASEAN, the Philippines is a founding member of ASEAN, etc...)
- 3.) List of ASEAN orgs in the Philippines

Figure 11 *eFOI Request ID #PLA-324492658167*

Hi, hope you can help me gather the following info on tax reform in the country:

- Summary of the recently implemented TRAIN, & additional tax reforms (w/status) planned to be implemented in 2019 & coming years
- Statistics on effect of TRAIN in the previous years in national revenue collection & economy in general (GDP & oth. econ. metrics) as well as projections for the coming years
- Implications of these tax reforms to foreign investments (most particularly, Japanese) as well as business opportunities for these foreign investors

Let me know if you need more details. Thank you!

Requests for data for research are common among the sampled requests. According to Freedom of Information Philippines (2018), 62% or 2,582 of the registered users of the eFOI portal belongs to academe either as a student or researcher. Furthermore, looking at the Purpose field of the scraped data, words such as research, academic, and thesis appear very common. Statistical and linguistic

analysis of the Purpose field, using the TerMine Service (Frantzi, Ananiadou, & Mima, 2000), reveals that the top 20 significant words are mostly about academic research. This is shown in Figure 12.

Another notable practice is citizens asking for the government agency's position on a particular issue. This is shown in Figures 13 and 14. In these requests,

Figure 12Reasons for Users Requesting for Information

Rank	Term	Score	
1	undergraduate thesis	147.647827	
2	thesis research	135.650513	
3	thesis writing	67.639893	
4	academic research	62.620239	
5	architectural thesis	58.742558	
6	research paper	41.639809	
7	thesis study	41.551987	
8	research purpose	37.651516	
9	thesis purpose	35.64629	
10	undergraduate research	25.614754	
11	feasibility study	24.841667	
12	graduate school	23.888235	
13	market research	22.709183	
14	infrastructure construction focus group	22	
15	school research	21.773859	
16	research purposes	18.730627	
17	personal research	16.808695	
18	research study	15.8703	
19	civil engineering research	15.109975	
20	graduate research	14.872038	

Figure 13 *eFOI Request ID #AFAB-649125604161*

Tam an incoming ***. Tam currently updating my welfare analysis of the recently-passed TRAIN Law.

In line with my pursuit of coming up with a scholarly analysis, I wish to know your stand on Fiscal Incentives Rationalization (FRI)which are required for me to come up with my own analyses.

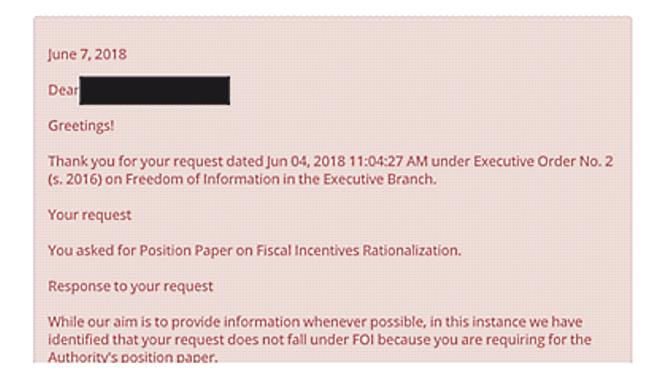


Figure 14 *eFOI Request ID #AFAB-860683628923*

Hit i would like to request for information regarding the implication or significance of the general design of roofs of the buildings existent in the AFAB such as the attached picture provided.

Attachments:

Symbol.png

the citizens used words such as "I wish to know your stand on ..." and "[what are] the implication or significance of ...".

Lastly, some citizens use the eFOI portal to voice their concerns, similar to a customer complaints service. These can be seen in Figures 15 and 16.

In Figure 15, a citizen is complaining to the Land

Transportation Office (LTO) about implementing a particular law or ordinance. In contrast, in Figure 16, a citizen is following-up a particular service from the Philippine Post Office (PhilPOST). Looking at the PCOO's statistics on the performance of the two agencies show that PhilPOST has a denied requests rate of 95.65% (22 out of 23) while LTO, although has only a 6.29% denied request (9 out of 143), has no successful eFOI transaction (0 out of 143). This is because eFOI

Figure 15 *eFOI Request ID #LTO-954731124604*

Hi id like to know why you guys implement smoke belching on delivery truck but the mmda trucks dont get caught from smoke belching

August 23, 2018

Dear I

Greetings!

Thank you for your request dated Aug 23, 2018 under Executive Order No. 2 (s. 2016) on Freedom of Information in the Executive Branch.

Your request

You asked for Implementing smoke belching along the main road.

Response to your request

While our aim is to provide information whenever possible, in this instance we shall forward your concern to our Central Office Public Assistance Complaint Desk Officer thru email address Itoco.pacd@gmail.com for their appropriate action. Rest assured that we shall continue serving the public with outmost integrity and professionalism.

requests lodged to LTO have a PENDING status (131 out of 143), even for requests filed in 2016.

DISCUSSION

Using the sayings to understand how citizens and government agencies perform an eFOI transaction revealed particular practices from both parties contributing to the request being denied. These practices can be explained by looking at the rules and the material entity or socio-technical arrangements.

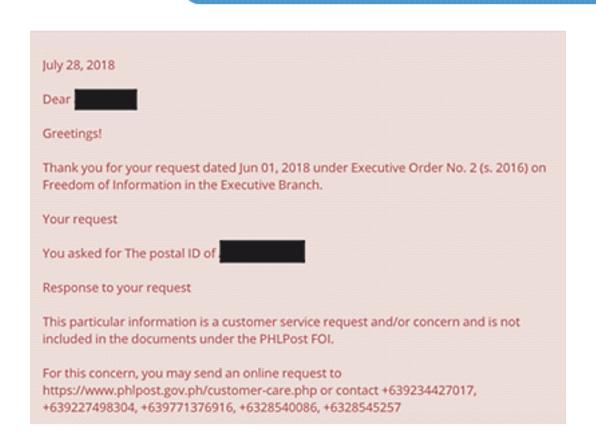
The Rules

What can be said about the rules is that they allowed the practices seen in the eFOI transactions. For example, Section 8 of Executive Order No. 2 s. 2016 states that each government agency should create its own FOI manual:

People's Freedom to Information (FOI) Manual. For the effective implementation of this Order, every government office is directed to prepare within one

Figure 16
eFOI Request ID #PHLPost-239413588548

Hi! I would like to know, why my ID not dilevered until now?



hundred twenty (120) calendar days from the effectivity of this Order, its own People's FOI Manual, which shall include among others the following provisions... (Exec. Order No. 2, 2016, Section 8)

The FOI manual, in essence, outlines the procedure on how citizens can request information. As seen in UPD, PPA, and BOC, an additional step of attaching a scanned paper form was required on top of the similar online eFOI form. These three agencies consequently have very high denial rates (ranging from 80% to 90%), and it was seen that they denied most of the requests because a paper form was not attached in the online form.

Another example is Section 1 of the said executive order. This section defines, although as broadly as possible, what constitutes information.

INFORMATION. Shall mean any records, documents, papers, reports, letters, contracts, minutes and transcripts of official meetings, maps, books, photographs, data, research materials, films, sound and video recording, magnetic or other tapes, electronic data, computer stored data, any other like or similar data or materials recorded, stored or archived in whatever format, whether offline or online, which are made, received, or kept in or under the control and custody of any government office

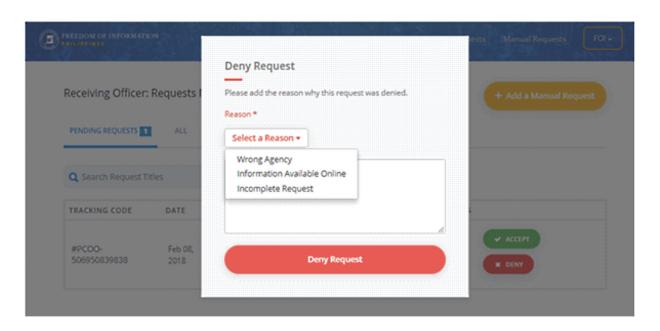
pursuant to law, executive order, and rules and regulations or in connection with the performance or transaction of official business by any government office. (Exec. Order No. 2, 2016, Section 1)

As seen from the practices of both government agencies and users, there are some instances when the understanding of what constitutes information from both parties does not match. What a citizen might refer to as data might be an opinion or a research work on the part of the government agency. This has been evident for the cases of DTI and NAMRIA, where they qualify requests for data (or map) as a frontline service and not as a form of FOI. As a result, both agencies have high denial rates (98.70% and 75%, respectively). On the other hand, citizens also have various interpretations of what information can be requested from agencies. Citizens may request research work, opinions, or file complaints, which some agencies may receive more than the others. This was seen in the case of PhilPOST (95.65% denial rate) and LTO (0% success rate).

The Socio-Technical Arrangement

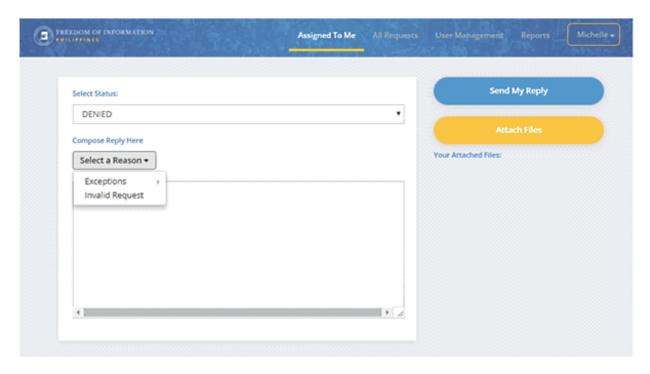
The design of the system also contributes to the practices. One of the relationships that Schatzki (2012) mentioned about practices and material entities is prefiguration. According to Schatzki (2012), material entities prefigure practices when "present states of affairs that qualify forthcoming activity on indefinitely numerous registers such as easier/harder, more/less expensive, nobler/baser, more/less time-consuming" (p. 17). One example of this is the tags used by the FOI receiving officers and decision makers. Currently, there is no category for when a requested information simply does not exist, as shown in Figures 17 and 18. Because of this, citizens may be referred to other agencies without an assurance that that particular agency possesses the requested information. Such design makes it harder and more time-consuming for citizens to obtain the information that they need. Moreover, having no category for "does not have the info" means that

Figure 17FOI Receiving Officer Responding to a Denied Request



Note. Adapted from "eFOI Request Statistics," by Presidential Communications Operations Office, 2019b, p. 65.

Figure 18FOI Decision Maker Responding to a Denied Request



Note. Adapted from "eFOI Request Statistics," by Presidential Communications Operations Office, 2019b, p. 77.

agencies will not be able to track what information is frequently being requested to them that they do not have. Tracking these kinds of transactions will help agencies evaluate whether they really ought to have the information requested. Without it, the practice of suggesting to citizens where to look for information is more likely to perpetuate.

Another example is the absence of a feedback mechanism within the portal, such as filing for an appeal, which has been identified as an essential indicator for a healthy FOI (Hazell & Worthy 2010). When citizens are dissatisfied with the outcome of their request, they can file an appeal as instructed by the government agency, as seen in Figure 19. This activity is outside of the material entity that is the eFOI portal, which means that there is an additional effort for citizens to perform appealing denied requests. Furthermore, because the appeals activity is not connected to the system, statistics on how denied requests are appealed, many consequently reversed, are not available.

CONCLUSION AND RECOMMENDATIONS

A Freedom of Information law is a crucial element of a healthy democracy. Much more important is how it is being implemented and practiced by the states and their citizens.

In the Philippines, there are unique practices that are performed by both government agencies and their citizens that contribute to FOI requests being rejected. Practices observed among government agencies include not having the requested information, having different criteria for qualifying what an FOI request is, and having different procedures in handling an eFOI request. At the same citizens time, have shown that requesting information can mean different things. These may include requesting research work, for government opinion, and even lodging of customer complaints, among others.

In improving the eFOI portal's performance, the practices of government agencies and citizens must

Figure 19
A Government Agency stating how a Citizen can file for Appeals

Your right to request a review

If you are unhappy with this response to your FOI request, you may ask us to carry out an internal review of the response by writing to Corporate Planning Department, PHLPost at corplan@phlpost.gov.ph/corplan.phlpost@gmail.com. Your review request should explain why you are dissatisfied with this response, and should be made within 15 calendar days from the date when you received this letter. We will complete the review and tell you the result within 30 calendar days from the date when we receive your review request.

If you are not satisfied with the result of the review, you then have the right to appeal to the Office of the President under Administrative Order No. 22 (s. 2011).

be considered. For example, since most eFOI denials revolve around the information not being available, either the government agency does not have it or the citizen requested from the wrong agency, an additional layer of search mechanism can be added before the FOI receiving officers. The search mechanism should be able to gap the citizens' expectations with that of the government's, which can be done through controlled vocabularies, help guides, and even chat supports. Once the information has been identified as either existing or not, the filing for an FOI can begin. In this way, it reduces the time and effort of citizens in exercising FOI, and at the same time, can reduce the denial rates of government agencies.

In improving the FOI implementation as a whole, important practices such as appeals must not be left out in the design of the socio-technical material. Statistics on appeals could be generated once incorporated in the portal, allowing for government agencies and citizens to monitor the legitimacy of eFOI requests denials. Other forms of feedback, such as user satisfaction ratings, can also help in identifying outlier agencies.

Aside from the design of the eFOI portal, the recordkeeping practices of government agencies must also be investigated. It was revealed in the findings that many agencies were unable to provide the requested information due to not having specific file formats or electronic copies of such documents. A future study can be conducted to identify whether Philippine agencies' recordkeeping practices can meet the demands of FOI.

Lastly, a practice-based approach can be an effective theoretical framework when investigating the mechanisms of FOI. Further studies can focus on both the doings and sayings or on specific agencies, especially those with very high denial rates.

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APPENDIX

Categories Generated through Thematic Analysis

Reason (General)	Reason	Phrase(s) Used	Count	% of Tot
	Does not	[this agency] do not have the requested data	1	0.29%
	have the info	[this agency] does not have the information [this agency] does not have the information you have requested	3 2	0.87%
	11110	[this agency] does not have the information you need	3	0.38%
		due to unavailability of the said documents	1	0.29%
		in this instance [this agency] does not have the information you have requested	1	0.29%
		in this instance this agency does not have the information you have requested	1	0.29%
		in this instance this Office cannot provide the information you have requested since we do not collect such information	1	0.29%
		in this instance this Office cannot provide you the data you requested since we do not collect this information	1	0.29%
		in this instance this Office cannot provide you the information you need	1	0.29%
		in this instance this Office does not have the information you have requested	1	0.29%
		in this instance this Office does not have [] the information you have requested	1	0.29%
		in this instance this Office does not have [some of]* the information you have requested	31	8.96%
		in this instance this Office does not have [the information]	1	0.29%
		in this instance this Office does not have all of the information you have requested	1	0.29%
		in this instance this Office does not have any record	1	0.29%
		in this instance this Office does not have data [] you have requested	1	0.29%
		in this instance this Office does not have records of the information you have requested	2	0.58%
		in this instance this Office does not have some of the information you have requested	1	0.29%
		in this instance this Office does not have statistical data	1	0.29%
		in this instance this Office does not have the complete information you have requested	1	0.29%
		in this instance this Office does not have the information you have requested in this instance this Office does not have the information you requested	131	37.86%
		in this instance this Office does not have the information you requested in this instance this Office does not have the requested	1	0.29%
		in this instance this Office does not have the requested in this instance this Office does not have the specific information you have requested	1	0.29% 0.29%
		in this instance this Office is only able to provide you	1	0.29%
		in this instance, [this agency] does not have the documents that you requested	1	0.29%
		not included in the survey, hence, we do not have information on such	1	0.29%
		Please be informed that you request for [] is not available at [this agency]	1	0.29%
		Requested data not available	1	0.29%
		this office does not have [] the information you are requesting	1	0.29%
		Unfortunately, [this agency] does not have the information you need	1	0.29%
		we are not able to provide	1	0.29%
		we do not have the complete information	1	0.29%
		You may request directly to	1	0.29%
	Does	[data not available]	2	0.58%
	not yet available	document you requested is still undergoing review	1	0.29%
		in this instance this Office cannot provide the information you have requested for the mean time	1	0.29%
		in this instance this Office does not have the information you have requested since we have yet [to prepare the data]	1	0.29%
		result is not yet finalized, thus, we cannot disclosed any information regarding the said study	1	0.29%
	Does not have the requested	in this instance [this office] does not have anymore disaggregation for the [data]	2	0.58%
	level of data	in this instance this Office does not have the information you are requesting	1	0.29%
D .1	No electronic copy	in this instance this Office do not issue electronic copy	21.1	0.29%
Does not have the info Total			211	60.98%
Not FOI	not FOI but	As per phone conversation with you, your query has been resolved falls under regular transaction	1	0.29%
	frontline		1	0.29%
	service	in this instance we cannot act favorably on your query as the eFOI Portal's use is mainly to cater the requests of the public for any public document within the custody of (selected) government offices/institutions	1	0.2007
		in this instance we shall forward your concern to [complaints office]	1	0.29% 0.29%
		in this instance, please note, that this is a regular request and does not fall under Executive Order No. 2 s 2016	1	0.29%
		Please be informed that your request does not fall under the FOI but under the regular frontline services	1	0.29%
		please be informed that your request falls under regular transaction of [this agency]	1	0.29%
		Please note that this is a regular request and does not fall under Executive Order No. 2 (s. 2016)	4	1.16%
		Please note that this is a regular request and does not fall under Executive Order No. 2 (s. 2016), we will be forwarding this to the concerned		1.1070
		bureau/office	17	4.91%
		Please note that this is a regular request and does not fall under Executive Order No. 2 (s. 2016). As such, we will be forwarding this to the		
		concerned bureaus/office	1	0.29%
		request does not fall under the FOI but under the regular frontline services of [this agency]	1	0.29%
		This is to inform you that your request does not fall under FOI but under the regular frontline services	1	0.29%
		This particular information is a customer service request and/or concern	3	0.87%
		We regret to inform you that we cannot accommodate your request	1	0.29%
	not	[data available online]	3	0.87%
	FOI	All the information you have requested is already available online	1	0.29%
	because	We were able to determine that this particular information [] is already available online and therefore cannot be counted as a valid FOI		
	1 m F - 1 -			
	info is available	request We were able to determine that this particular information is already available online	1	0.29%

Reason (General)	Reason	Phrase(s) Used	Count	% of Tota
		We were able to determine that this particular information is already available online and therefore cannot be counted as a valid FOI request	15	4.34%
		we were able to determine that this particular information is already available online and therefore does not qualify as a valid FOI request	1	0.29%
		We were able to determine that this particular information is partially available online and therefore cannot be counted as a valid FOI request	3	0.87%
		We would like to inform you that the information/documents that you intend to acquire is already available in online	1	0.29%
	not	in this instance upon further evaluation of your request, please be advised that the information that may be requested under FOI is defined by		
	FOI	Section 2 of the FOI Manual	1	0.29%
		in this instance we have identified that your request does not fall under FOI	1	0.29%
		We were able to determine that this particular information cannot be counted as a valid FOI request	1	0.29%
Not FOI To	otal		64	18.50%
User Side	Incomplete	[Requesting clarification from user]	1	0.29%
Issues	Information	in this instance we are still missing from you some vital information	1	0.29%
		in this instance we would need for you to resubmit your request	1	0.29%
		in this instance we would need for you to resubmit your request as we are still missing from you some vital information	22	6.36%
		We have not received the information we have requested from you in order to facilitate your request	1	0.29%
	Wrong	[this agency] does not have in its custody	1	0.29%
		[this agency] toos not that e in its custody	1	0.29%
	Agency	[User Cancelled]	1	0.29%
		in this instance this agency recommends that you contact	1	0.29%
		in this instance this agency recommends that you contact [other agency]	1	0.29%
			1	0.29%
		in this instance this Office does not have the information you have requested	1	-
		in this instance this Office does not have the information you have requested, beyond the jurisdiction of our Agency		0.29%
		in this instance this Office is not the proper agency to address your concern	1	0.29%
		in this instance, this Office does not produce the data for the information you have requested	2	0.58%
		this is to inform you that we are denying your request since you are seeking the wrong agency	1	0.29%
		this Office does not have the information you have requested as it pertains to another office	1	0.29%
		This request is for [other agency]	1	0.29%
		we regret that we do not provide [requested information]	1	0.29%
	Other	in this instance we would be denying this request since we have already accepted the initial request	1	0.29%
	technical	prior request similar to this one was already accepted	1	0.29%
	issues	the requested data has already been provided to [you]	1	0.29%
		This request has been previously responded	1	0.29%
		Upon evaluation, we cannot accept your request due to the discrepancy on the Identification Card you have presented	1	0.29%
Jser Side Is	ssues Total		45	13.01%
FOI	Confidentiality	[Confidentiality]	1	0.29%
Exception		Due to the level of confidentiality of the request, we recommend you to provide a duly signed letter request addressed to	1	0.29%
		Existing corporate policies prevents us from disclosing information that may be used for case build up	1	0.29%
		for security purposes, this Office would prefer for you to resubmit your letter request	1	0.29%
		in this instance your request falls under the "Confidentiality Section" of the	1	0.29%
		in this instance your request is confidential in nature and requires approval	1	0.29%
		in this instance, we regret to inform you that request is considered denied due to its level of confidentiality	1	0.29%
		information you are requesting is confidential	1	0.29%
		It is with regret to inform you that your request shall fall under the exemptions provided on EO 2	1	0.29%
		still under review and still subject for approval, considered confidential	1	0.29%
		this Office is also bound by the restrictions/proscriptions under the law	1	0.29%
		cannot be given due course considering that the disclosure [] are subject to certain limitations and restrictions as provided by law	2	0.58%
	Proprietary	in this instance this Office cannot disclosed the information you requested	1	0.29%
	Information	it is of the view of our legal department that your request cannot be given as it is subject to certain limitations and restrictions as provided by law	1	0.29%
	C	for security purposes, this Office would prefer for you to resubmit your letter request including your designation and purpose of the request	2	0.58%
	Security Reasons			
	info is	in this instance, this Office regret to inform you that your request access to information was DENIED for Security Reason	1	0.29%
	only for	is proprietary and for internal use only	_	0.29%
	Section 4-	We wish to inform you that the maps we possess are only for the internal use	1	0.29%
	Personal	in this instance this Office cannot disclose the data you have requested for it falls under the List of Exceptions to Right of Access the Later representation (Section 4. Personal Sectors)		
	Safety Section 3	Information (Section 4- Personal Safety)	1	0.29%
	Section 3 - Filipino Citizens	Please be informed that the right to information provided under Section 3 of Executive Order No. 2, s. 2016 applies to Filipino citizens only	1	0.29%
	Privacy Issue	requests containing personal information such as Official Civil Registration documents cannot be addressed due to privacy issues	1	0.29%
	of the said memorandum	The requested documents do not fall within the purview of our good office	1	0.29%
	National Privacy Act	it is considered private data	1	0.29%
	Safety Issue	this Office regret to inform you that your request access to information was DENIED for Safety and Security Reason	1	0.29%
OI Except	tion Total		26	7.51%
	OTAL		346	100.00%

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TO REVISIT BUT NOT REPOST, HIDE BUT NOT EDIT: PERSONAL ARCHIVING ON FACEBOOK

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Abstract

This exploratory quantitative descriptive research looks at personal archiving on Facebook. Our survey of college student Facebook users shows that they consider Facebook as a personal archive where they are likely to revisit old posts but are unlikely to repost them. Further, users are likely to hide old posts but are unlikely to edit them. In addition, while previous literature point out gender differences in social media activity, our study found no significant differences in personal archiving practices on Facebook between users who self-identify as female and those who self-identify as male, except for females being more likely to hide old posts than males. We postulate that these personal archiving practices are related to impression management and that hiding posts, in particular, is both an act of defense and defiance.

Keywords: social media, gender, personal archiving

INTRODUCTION

The ubiquity of social network sites (SNS) leads them to function as de facto personal archives for their users where digital traces of activities and thoughts are created, kept, resurfaced, accessed, and managed over time. While previous qualitative studies have looked at personal functions (Good, 2013; Zhao et al., 2013), valuations (Lindley et al., 2013), and activities (Schoenebeck et al., 2016) of Facebook users concerning the management of their digital traces on the platform, the extent that these are treated as dynamic archiving practices and the

difference of such practices between genders is worth examining in detail.

study examines gender differences in engagement with technology and online behavioral patterns manifesting in personal archiving practices on social media. Findings in numerous studies point out gender differences in online activities (Salaway et al., 2008; Haferkamp et al., 2012; Muscanell & Guadagno, 2012; Schoenebeck et al., 2016; Siibak, 2009) with Bimber (2000) fittingly stating that "around one-half of the 'digital divide' ... on the Internet is fundamentally gender-related" (p. 868). Further, the relationship between gender and technology continues to drive both discourses on identity and calls for inclusive spaces online. There is a need to examine the complex intersections of digital and social media with gender as they relate to shaping design of and understanding behavior in online platforms as personal archives.

In light of trends like "Throwback Thursday" and Facebook's "On This Day" function, this study aims to look at the extent of gender differences in personal archiving practices on Facebook, particularly in revisiting reposting, editing, hiding, and deleting old posts. The results of this study relate to the emerging literature on personal digital archiving as it intersects with gender providing input in improving SNS design, especially when it comes to thinking about functional and safer online archival spaces.

LITERATURE REVIEW

Archiving Practices on Facebook

The usage of SNS has expanded from maintaining existing relationships and building new connections into creating avenues for self-presentation and self-identity. Sinn and Syn's study (2014) showed that the majority are likely to update their Facebook profiles as soon as their information changes, with almost half of the study's participants agreeing that their accounts are good representations of who they are—or whom they

want to be seen as—in real life. The respondents' actions heavily suggested that they utilized Facebook as a means of personal documentation and as a medium of identity.

Zhao et al. (2013) studied Facebook as a theatre, exhibit, and archive where users manage their collections of digital content and traces over time. They frame and posit Facebook as an identity platform for the self where user behavior is both outward-facing and self-reflective. Their study illustrated that this public and private tension, together with the temporal nature of such SNS, influence how users personally and deliberately negotiate the creation, management, and curation of their digital content.

These behaviors manifest in various ways, including what Schoenebeck et al. (2016) call retrospective impression management practices, which are practices situated in the tensions between meeting "current self-presentational goals and maintaining authenticity of historical content" (p. 1475). Their findings show that users, in varying degrees, retrieve, edit, hide, and delete old posts to reminisce the past and align to the present.

Because self-presentation on Facebook relies on what users feel is relevant to themselves currently, information aging and life changes play a heavy role in determining what people choose to post and repost. Ayalon and Toch (2016) found that older posts are less likely to be reposted because of a lack of relevance or desire to share old posts with new social circles. As users, especially young adults, experience life changes over time, old posts may potentially clash with the current self-image and self-presentation one wants to assert.

Several studies (Brandtzaeg & Chaparro-Dominguez, 2020; Lincoln & Robards, 2016) hypothesize that transitional stages in life trigger specific patterns of behavior regarding archival practices on social media.

Young adults reveal that the need to "clean up" their accounts is triggered by three aspects of life: employment, domestic influence, and romantic relationships. This act of cleaning up was seen as a sign of transitioning and growing up, a finding that numerous studies have richly explored (Good, 2013; Lindley et al., 2013; Schoenebeck et al., 2016; Zhao et al., 2013).

Results from Duffy and Chan's study (2019) show that college students are primarily concerned with surveillance done by their social circle (e.g., family, friends, potential employers) rather than with surveillance from strangers. Participants adjusted each post's privacy settings based on content to manage each audience group's perception of them. The implication is that archiving practices are related to and audience and impression management.

These studies point out that personal archiving on social media is shaped by source and context and is influenced by different factors with motivations that are reactive, proactive, and reflective in nature (Sinn et al., 2017; Huang et al., 2020). When it comes to young adults, which is the focus of this current study, literature show that personal archiving practices on different SNS are utilized as a mechanism for impression management. They observe certain practices to tailor the image they present to specific audiences. This current study aims to evaluate these previous findings by examining closely these practices, comparatively with each other and between gender lines, particularly as expressed in their personal archiving practices on Facebook.

Gender Differences on Social Media

Females are more likely to use SNS as reflected by user demographics on Facebook being predominantly female at 54% compared to males at 46% (Haferkamp et al., 2012; Muscanell & Guadagno, 2012). Online behavior and orientation between genders differ, as previous studies

(Muscanell & Guadagno, 2012; Salaway et al., 2008; Schoenebeck et al., 2016) show that female behavior online tends to be interpersonally oriented as compared to males' being task-and-information inclined. Muscanell and Guadagno (2012) reported that males use Facebook intending to build new connections, whereas females utilize the platform more to maintain existing relationships. In addition, females are seen to more likely use SNS to compare themselves to others (Haferkamp et al., 2012) as they value the emotional and self-reflecting aspects of posts more than their male counterparts (Siibak, 2009).

These gender differences in behavior and orientation influence differences in SNS use. Females use SNS more as a platform for self-expression by blogging and interacting with other users; males are more likely to use SNS to play games than to communicate. Studies (Krasnova et al., 2017; Lin et al., 2017) on the continuance of Facebook use state that females' continuance intentions are influenced positively by community identification. They are more likely to continue using SNS because they are motivated by maintaining close relationships. On the other hand, males base their continuance on their ability to gain general information and on the perceived usefulness of the site.

Females also tend to be more cognizant of their privacy, linking it to concerns regarding cyberstalking and security issues (Haferkamp et al., 2012; Muscanell & Guadagno, 2012). Consequently, perceived reputation and privacy risks negatively influence females' motivation to continue SNS use (Lin et al., 2017). Because females are more likely to self-present and self-disclose online (Salaway et at., 2008), it is hypothesized that they attract more feedback, thus making them more privacy-conscious (Gray, 2018).

These reviewed literature point out that gender differences in SNS use is shaped by concerns

regarding self-image, relationships, and privacy. Guadagno and Cialdini (2007) argue that males and females in organizational settings use different impression management tactics consistent with gender expectations, role which disadvantage females. We wonder if these differences manifest as well in personal archiving practices online. That is to explore to what extent personal archiving becomes an act of impression management and through what practices this is attained. To be clear, our study looks at personal archiving on social media and not personal archiving of social media. We envision our study to point to such dynamics while drawing implications for the design of SNS platforms as de facto personal archives that may have embedded design disadvantages between genders.

METHODOLOGY

Population, Sample, and Participants

A survey was given to 254 Facebook users, all college students from a university in Manila, Philippines. They were recruited in a general education class that closely reflected the university's demographic composition in terms of school affiliation, age distribution, and years in college. While these demographic points are not part of the analysis, it provides a semblance of structure to this convenient sampling method.

These participants were requested to complete the survey online from May 6 to 24, 2019. Of the 254 participants, 200 respondents were able to complete the survey correctly before it closed. Responses from those who were unable to do so were not included in the final analysis.

The final sample of 200 respondents was composed of 90 who self-identified as female (45%), 90 who self-identified as male (45%), and 20 who identified as gender variant/non-conforming (10%).

Data Collection Instruments, Variables, and Materials

The online survey opened with a series of basic demographic questions (e.g., age, gender, years in college), alongside some measures of Facebook use (e.g., frequency of checking Facebook, frequency of posting on Facebook).

Participants were then asked to respond to questions relating to their archiving practices on Facebook (likelihood and frequency to revisit, repost, edit, hide, and delete old posts) and on the factors that influence them (privacy, self-image, emotions, relationships). Finally, they were also asked what they thought of Facebook as an archive (e.g., usefulness, stability). While various data were gathered, not all of them were used in this exploratory paper. Some of them are being used in developing future studies.

Participants were asked to accomplish the survey online, designed for both desktop and mobile interfaces, duly hosted on Qualtrics.

Data Analysis Procedures

Various descriptive and inferential statistical analyses were employed to draw and compare the findings of the study. Particular focus was given to analyzing the relationship between archiving practices and gender. Given the exploratory nature of the study, which aims to be descriptive and comparative rather than correlative, standard central tendency was deemed sufficient with the sample size and the spread of data within the dataset. While a chi-square test for independence or Spearman's rank-order correlation could have also been utilized, the results from the survey showed little difference between gender to warrant additional statistical testing and would likely yield very little additional information at this point. Future studies aiming to measure statistical correlation using a larger sample size may opt to utilize additional statistical methods.

Further, while the responses were categorized along three gender identity classifications, most of the

Table 1
Years on Facebook

Central tendency and variability	Female	Male	Gender variant / Non-conforming
Mean	9.26	9.24	9.33
SD	1.46	1.46	1.01
Min	5	4	8
Max	11	11	11
Median	10	10	10

comparative analyses were only done between (self-identified) males and females. We acknowledge the limitations of this binary analysis that may be read as using "implicit gender essentialism as a theory-in-use" (Trauth, 2013, p. 277). From this initial study, we work towards a more broad and nuanced future work involving a diversity of gender identities, expressions, and intersectionalities.

FINDINGS

Facebook Use

The participants have been on Facebook for an average of 9.27 years (Range = 4-11 years, Median = 10, SD = 1.43). There is no statistical difference across genders

in terms of years on Facebook, as seen in Table 1.

Most of the participants are heavy Facebook users (68%) in terms of frequency of visiting the platform, doing so more than five times a day. Twenty-seven percent (27%) of the participants are average users visiting once up to five times a day. Only 5% of the participants go online to check Facebook a few times a week, considered as light users. Again, there is no statistical difference between genders, with the curves similar to each other, though we can note that no male respondent is classified as a light Facebook user. These are summarized in Table 2.

When it comes to the frequency of posting on

Table 2 *Frequency of Visiting Facebook*

Пасс	Female		Male		Gender variant / Non-conforming		TOTAL	
Usage	f	%	f	%	f	%	f	%
Light Facebook User	8	8.89%	0	0.00%	2	10%	10	5%
Average Facebook User	26	28.89%	20	22.22%	8	40%	54	27%
Heavy Facebook User	56	62.22%	70	77.78%	10	50%	136	68%
TOTAL	90	100%	90	100%	20	100%	200	100%

Table 3Frequency of Posting on Facebook

Donting	Female		Male		Gender variant / Non-conforming		TOTAL	
Posting	f	%	f	%	f	%	f	%
Light Facebook Poster	46	51.11%	42	46.67%	8	40%	96	48%
Average Facebook Poster	32	35.56%	30	33.33%	10	50%	72	36%
Heavy Facebook Poster	12	13.33%	18	20.00%	2	10%	32	16%
TOTAL	90	100%	90	100%	20	100%	200	100%

Facebook, only 16% of the respondents can be considered as heavy posters, posting something at least once a day. The majority at 48% are light Facebook posters, posting at least once a month to just a few times per year. The rest are average posters (36%), posting at least once every week. Again, there is no significant statistical difference between genders, with the curves similar to each other, as seen in Table 3.

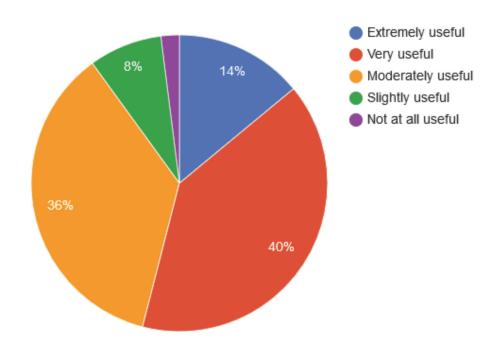
notions of the "personal," we were interested to see how they will respond to this question given their individual understanding or conceptualization of archives. Moreover, while there might be a multiplicity if not conflicting conceptualizations of what a personal archive is between respondents, 81% of them ultimately considers Facebook as one.

Overall, there is no gender difference with regards to years spent on Facebook or on the frequency of visiting and posting on the platform.

Facebook as a Personal Archive

When asked if they consider Facebook a personal archive, an overwhelming majority of the respondents indicated that they do. When sorted between genders, the findings remain consistent. We neither prompted the question with a definition of what an archive is, nor did we ask respondents how they define an archive. We did not want to impose our conceptions of what an archive is. Instead, in line with

Figure 1 Usefulness of Facebook as a Personal Archive



As a follow-up, we asked, "how useful is Facebook as a personal archive?" A little over half of the respondents stated that they consider Facebook as either extremely or very useful as a personal archive (see Figure 1). In relation to this, when asked, "how stable do you think Facebook is as a platform to use as a personal archive?" 55% of the respondents think it is only moderately stable, with only 21% pointing that it is either extremely or very stable (see Figure 2). Responses to both questions across genders were near identical.

These findings point out that the studied group considers Facebook a personal archive despite its perceived moderate usefulness or stability. These exploratory data hint towards a different conceptualization of what personal archiving is or perhaps even asserting a particular type of personal archiving that operates on social networking platforms like Facebook. While beyond the scope of this current paper, identifying articulations of what

personal archiving is and what social media as personal archives are, is something that future studies might want to pursue. While the archiving profession often laments that the general public has a stereotypical image of archives as dusty basements holding analog objects, if for nothing, we found that this might not be the case as these college students may conceive of archives – particularly personal archives differently. These respondents temporally frame personal archiving in a way that might be perceived to be against or to be extending in a different way the logics of long-term posterity purported by archivists and archival scholars. If personal digital archives are indeed "first and foremost personal," (Redwine, 2015, p. 7) then we have to acknowledge the "idiosyncrasies of desires" personal interests and

(Redwine, 2015, p. 7) that shape the creation of digital records on social media and the archiving practices that the same creators employ on those very platforms.

Archiving Practices on Facebook

The following results show the likelihood that participants engage in various archiving practices on Facebook (revisiting, reposting, editing, hiding, and deleting old posts). Note that we frame personal archiving practices not directly as traditional archival functions, but instead, we draw parallelisms between such functions to affordances that Facebook enables. We argue that the archiving practices we have identified follow and extend the logics and operations of appraisal, acquisition, arrangement, description, storage, and access in overlapping ways. For example, revisiting and hiding posts is an issue of access, deleting is driven by appraisal, and editing functions as a mechanism of description. Each archiving practices speaks of the continuity between

Figure 2
Stability of Facebook as a Personal Archive

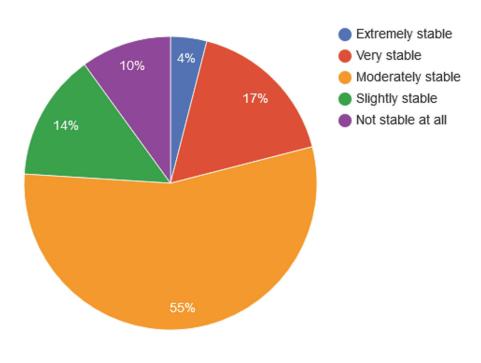


Figure 3
Likelihood to Revisit Old Posts

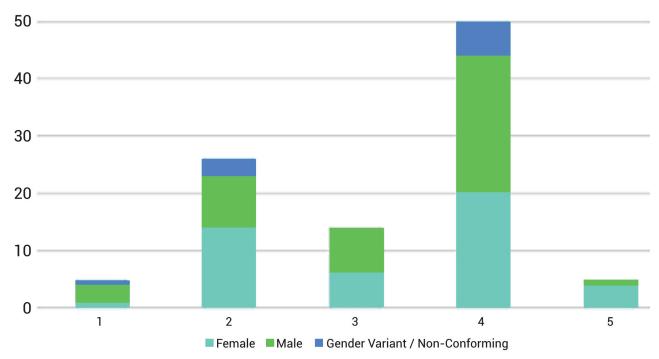
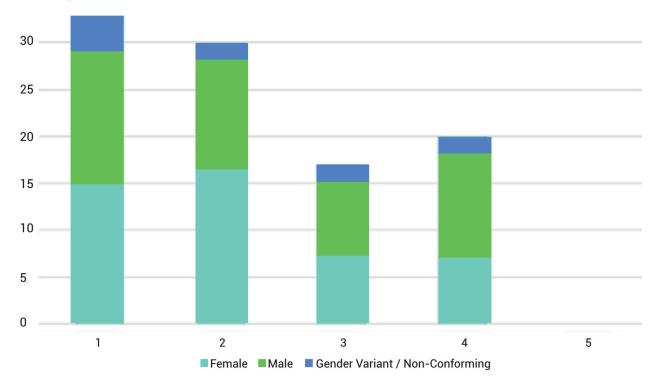


Figure 4
Likelihood to Repost Old Posts



archival functions while still making the questions familiar enough for the respondents to answer even without an understanding of archival theory and praxis professionally defined. This framing acknowledges that such practices on Facebook are personal archiving activities as thought of by the users themselves.

Using a five-point Likert scale (1=extremely unlikely to 5=extremely likely), the survey asked the likelihood a user performs a particular archiving practice. Analysis was further done to see if gender has an impact on these practices. To do this, the null hypothesis is set as "there being no difference between female and male with regards to the likelihood of [archiving practice]." These descriptive

statistics and the results of the independent-samples t-tests are presented per archiving practice.

Revisiting Old Posts

Fifty percent (50%) of the respondents are likely to revisit old posts.

There is no significant difference, however, in the scores for female (M=3.27, SD=1.07) and male (M=3.24, SD=1.03); t (44)=0.1003, p=0.9203, x=0.05, 95% confidence interval of this difference: from -0.41 and 0.47.

The null hypothesis is not rejected. These results suggest that gender does not have an effect on the likelihood of revisiting old posts

Figure 5
Likelihood to Edit Old Posts

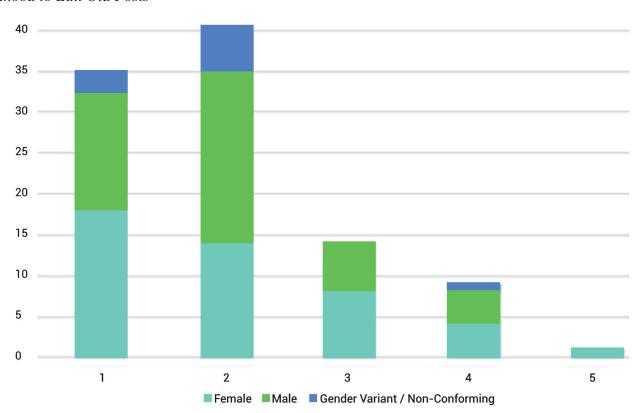
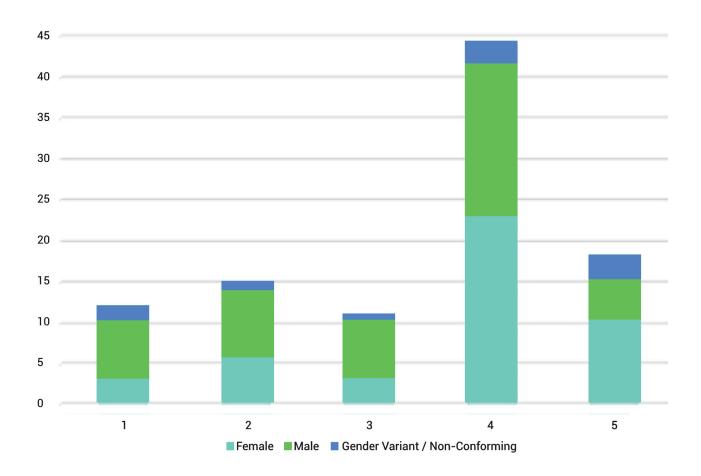


Figure 6
Likelihood to Hide Old Posts



Reposting Old Posts

The majority of the respondents (63%) are unlikely or extremely unlikely to repost old posts.

There is no significant difference however in the scores for female (M=2.13, SD=1.06) and male (M=2.36, SD=1.17); t (44)=0.9449, p=0.3499, x=0.05, 95% confidence interval of this difference: from -0.41 and 0.47.

The null hypothesis is not rejected. These results

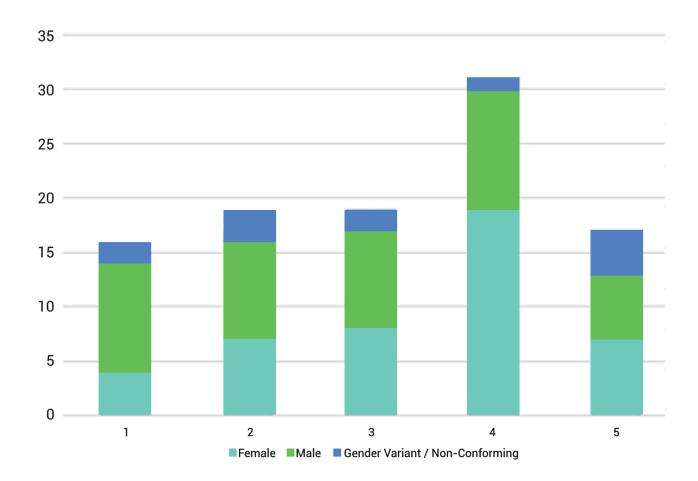
suggest that gender does not have an effect on the likelihood of revisiting old posts.

Editing Old Posts

The majority of the respondents (76%) are unlikely or extremely unlikely to edit old posts.

There is no significant difference however between the scores for female (M=2.02, SD=1.08) and male (M=2.00, SD=.90); t (44)=0.1060, p=0.9158, x=0.05, 95% confidence interval of this difference: from -0.39 and 0.44.

Figure 7
Likelihood to Delete Old Posts



The null hypothesis is not rejected. These results suggest that gender does not have an effect on the likelihood of editing old posts.

Hiding Old Posts

The majority of the respondents (62%) are likely or extremely likely to hide old posts.

There is significant statistical difference in the scores for female (M=3.69, SD=1.16) and male (M=3.13, SD=1.29); t (44)=2.1448, p=0.347, x = 0.347

0.05, 95% confidence interval of this difference: from 0.04 and 1.07.

The null hypothesis is rejected. These results suggest that gender does have an effect on the likelihood of hiding old posts, with females being more likely to do so.

Deleting Old Posts

Forty-eight percent (48%) of the respondents are likely or extremely likely to delete old posts,

compared to 33% who are unlikely or extremely unlikely to do it.

There is no significant difference however between the scores for female (M=3.40, SD=1.19) and male (M=2.87, SD=1.38); t (44)=1.9641, p=0.0527, x=0.05, 95% confidence interval of this difference: from -0.01 and 1.07. The null hypothesis is not rejected.

These results suggest that gender does not have an effect on the likelihood of deleting old posts.

DISCUSSION OF FINDINGS

Personal Archiving on Social Media

Sheffield (2018) argues that though Facebook is a record-making technology, it does not necessarily translate to it being a recordkeeping platform. In response, professional archivists are finding ways to cope with the deluge of content-record created through and on these platforms. In our study, we are not particularly focused on archiving social media records per se, but rather, we are interested in archiving practices on social media. What our study points to is that despite the constraints and instability of these platforms, users themselves still consider it as a personal archive. And while it is beyond the scope of this current study to articulate how these users conceptualize social media platforms as personal archives, our findings point to the existence of articulations that may not necessarily line up with typical notions of archiving conceived by the archival profession.

This paper hints to type/s of personal archiving that both specifies and extends how we think of and practice archiving in personal ways on social media platforms. We look forward to future studies that will account for such articulations that acknowledge that a new generation of users may possibly conceive of archiving differently

given the sociotechnical systems they engage with and the nature of recordmaking practices they employ.

Personal Archiving Practices as Impression Management

The findings show that respondents are likely to revisit old posts but resurfacing them for the public seems to be an unlikely practice. Respondents are also unlikely to edit old posts but would rather hide them instead. Though Bauer et al.'s study (2013) has previously shown that Facebook users either kept old posts for posterity or deleted them due to irrelevance, hiding posts is a compromise to the absolutes presented by these two sides.

These practices are possibly motivated by the desire to monitor and control one's self-presentation to maximize positive perception by others. Personal archiving on SNS can hypothetically serve not only as a way of preserving one's history but also as a form of impression management. These personal archiving practices as retrospective impression management focus on "cleaning up" one's image, framing one's past as generally dirty and problematic.

Personal Archiving Practices between Genders

There is seemingly no gender difference when it comes to the likelihood to revisit, repost, edit, and delete old posts, except for females being more likely to hide old posts than males. These gender differences in SNS use, as pointed by previous literature, are not necessarily seen in personal archiving practices on Facebook.

The difference regarding hiding posts is worth nothing, however. Previous qualitative studies echo such gender differences, particularly when it comes to posts or activities that users eventually deem as inappropriate (Wang et al., 2011), as females are more concerned about having

inappropriate content shown in their timelines compared to males (Peluchette & Karl, 2008). While the cisgender hetero-patriarchal society is more forgiving of the mistakes of straight males, females face more pressure to present themselves "properly." Thus, she hides her posts while he gets away with his.

Personal Archiving Practices as Defense and Defiance

This act of hiding posts is likely tied to gendered concerns regarding privacy and security. Allen (2000) illustrates and argues that the privacy and security of females online are more at risk than that of males, given that "some of the worst features of the real world are replicated in cyberspace" (p. 1179). From stalking to harassment, these lead females to perceive more security risks and privacy concerns online than males. But the act of hiding posts by females may also be seen as akin to hiding records as a mechanism preservation for posterity. For example, Antoinette Burton (2004) illustrates that women are difficult to find in archives, but their traces "however ghostly, testify to their capacity to stand subjects of History" (p. 290). To hide is both a measure of defense and an act of defiance.

The act of hiding posts may be seen as an assertion of the need to be left alone while also seeking intimacy and connection where and when wanted. Hiding posts in this regard can be empowering. She is not openly vulnerable as she controls her visibility. Neither is she forced to erase herself completely as she is allowed to create a space for herself and make herself visible when she wants to. Privacy and security should not stifle people from participating in the ways they need and want. Personal archiving practices, in this case hiding posts, can be an act of saying "no" to the rigidness of how the patriarchy has conceived of and imposed privacy and security for control. This is for her and her alone.

CONCLUSION

Results from this exploratory quantitative research show that users consider Facebook as a personal archive despite its perceived moderate usefulness or stability. In this personal archive, users are likely to revisit old posts but are unlikely to repost them. They are likely to hide old posts but are unlikely to edit them. There are no statistically significant differences found between users who self-identify as female and those who self-identify as male when it comes to revisiting, reposting, editing, or deleting old posts. Females, however, were more likely to hide posts than males. While our findings are limited to identifying the likelihood of these practices, future studies can substantiate and evaluate the intentions and motivations behind these behaviors, which we argue are driven by impression, privacy, and security management in response to the pressures, surveillance, and violence of a patriarchal society. Qualitative responses from users and additional theoretical lenses, however, may provide richer explanations behind these practices. Can we, for example, extend and question the handmaiden spectre that haunts the archival discipline (Lapp, 2019) given the everyday practices of individuals personally archiving on social media platforms.

We would be interested to see if these initial findings stand given a larger sample, a longer time frame, or a different community or demographic group. In addition, the gender analysis here has only focused on the female-male binary. We hope for future studies to broaden the conceptualization of gender in our research and use critical gender theory and archival history itself in examining archiving practices online. As one of our reviewers pointed out, it would be interesting to see how these differences change and what their impact would be when viewed in terms of long-term archiving discourse. In addition, we look forward to studies that will seek to articulate how users of social media platforms conceive these platforms as personal archives.

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JOSE RIZAL'S BIBLIOGRAPHIC CARDS: DOCUMENT HISTORY, ANALYSIS, AND THE NEED FOR RECOGNITION

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Abstract

José Rizal is known for being a bibliophile and a book collector, however, it is largely unknown to many that he created bibliographic cards for his collection. This historical article revisited Rizal's bibliographic cards, particularly those under the custody of the National Historical Commission of the Philippines (NHCP), to highlight the historical value of these cards towards its recognition as a documentary heritage worthy to be preserved. This article argued that these bibliographic cards are historically significant, through discussions of their provenance and the contexts surrounding them. It provided a document history of these cards; an analysis of these cards as card catalogs, as records, and as artifacts (or object-document) from the standpoint of librarianship, archives, and historiography, respectively; and a discussion of its eligibility and the need for these cards' recognition. It concluded with a recommendation for the recognition and declaration of these bibliographic cards as Important Cultural Property, under existing legal and policy frameworks in the Philippines.

Keywords: Important Cultural Property, José Rizal, bibliographic cards, document history, documentary heritage

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INTRODUCTION

José Protacio Rizal Mercado y Alonso Realonda, or José Rizal, was known to many as a Filipino hero and martyr who exposed the Spanish colonial abuses in the Philippines through his writings and published books: *Noli Me Tangere* and *El Filibusterismo*. As Rizal travelled in various parts of the world, he had amassed a number of books which were based on his interests.

His interest in books was influenced by his family. The atmosphere of Rizal's family in their home in Calamba was conducive to developing a fondness for books. In fact, the Rizal family owned a significantly enormous collection of books amounting to more than 1,000 volumes (Zaide, 1970, as cited in Hernandez, 1996). According to Rizal in his correspondence to Blumentritt on 08 November 1888, this collection was "among the largest of its kind in the province of Laguna" (De Ocampo, 1960, p. 4) at the time. In the late 19th century, owning a vast collection of books was rare among Filipino families. As he grew up, Rizal's parents indirectly taught him and his siblings the value of books. It encouraged the young Rizal to treat his books carefully and to "read and understand them" (Craig, 1918, p. 50), which he has truly learned and remembered in his heart. Moreover, in Rizal's other correspondences, he carried many references to books (Hernández, 1996).

Even when Rizal was a recognized book collector, it is largely unknown to many that he catalogued some of his books and created bibliographic cards for his collection in an effort to ease the retrieval of information from his book collection. Historian Esteban de Ocampo (1960), in his writings on Rizal, listed a total of 252 existing bibliographic cards, wherein 190 are from Rizal's collection kept and maintained in the Fort Santiago Shrine. As of writing, there are 200 cards that are now under the National Historical Commission of the Philippines (NHCP), who manages and owns aforementioned shrine. De Ocampo (1960) said that

the private museum and library of Rizal's nephew, Dr. Leoncio Rizal Lopez, holds 62 of these cards. However, he was not able to document the 99 bibliographic cards housed at the Lopez Memorial Museum and Library (Ocampo, 1990; Ocampo, 2012). This is the interest of this article—to highlight the historical value of these bibliographic cards towards its recognition as a documentary heritage worthy to be preserved, specifically as a declared Important Cultural Property in the Philippines.

DOCUMENTARY HERITAGE AND RECOGNITION

In 2015, UNESCO defined documentary heritage as being composed of those single documents—or groups of documents—of significant and enduring value to a community, a culture, a country, or to humanity generally, and whose deterioration or loss be a harmful impoverishment. significance of a document may become clear only with the passage of time. Documentary heritage reflects its memory and identity, and thus contributes to determining its place in its national and even global communities. As documentary heritage is being identified, it should also be given due respect, protected, preserved and made accessible to its communities. This is what recognition is about.

On the global scale, one of the most prominent and important recognitions attached upon an identified documentary heritage is to be inscribed in the Memory of the World (MoW) Register. The MoW Programme was established in 1992 with the goal of safeguarding various memories of humankind and enabling the world to share them. The vision of the MoW Programme is that the world's documentary heritage belongs to all, should be fully preserved and protected for all and, with due recognition of cultural mores and practicalities, should be permanently accessible to all without hindrance (UNESCO, 2017a).

One of the documentary heritage inscribed in the MoW Register in 2013, is the Universal Bibliographic Repertory (Répertoire Bibliographique Universel or RBU) of the International Institute of Bibliography. This Repertory already contains 125,000 the bibliographic publications related to social sciences and written by Paul Otlet and Henri La Fontaine. It has no less than 18 million cards that have been written and classified in the file cabinets, and was elaborated from 1895 to the late 1930s. Each card is dedicated to the bibliographic information of only one work. The bibliographical cards are written using standardization. From now on, a format of 12.5×7.5 cm, or 3×5 in. format used in the United States, is adopted.

The nomination for this documentary heritage by Mundaneum of Belgium in 2012 says that:

...this Repertory was meant to be a new form of bibliography, a new information access tool [at the end of the 19th century]. The use of movable cards, classified according to the universal language—the Universal Decimal Classification—allowed [users] to update more rapidly and more efficiently this tool and its worldwide use. First example of dematerialization of knowledge, the Universal Bibliographic Repertory is today considered as the first model of search engine, like a Google paper. (Mundaneum, 2012, Summary section, paras. 2–3)

The historical value and importance enshrined in this documentary heritage merit its recognition, in this case, in MoW Register.

Further, recognition to a documentary heritage can be attached because of its association with its creator. Examples of these are the Presidential Papers or Personal Papers of prominent individuals. One of which is Manuel L. Quezon—the most pre-eminent and prominent pre-war Filipino leader, unequaled in his involvement in Philippine affairs for the period from 1907 to his death in 1944, the period covered by the American colonial period and the Japanese Occupation of the Philippines in World War II. This collection of Presidential Papers was inscribed in the MoW Register in 2011 (UNESCO, 2017b).

PURPOSE

Similar to the identified documentary heritage above, this article intends to provide the document history, analysis and the need for recognition of Rizal's bibliographic cards. This article argues that these bibliographic cards are historically important, through discussion of their provenance and the contexts surrounding them.

The authors use the lenses of the fields of librarianship, archives, and historiography. In these identified fields, the bibliographic cards can be analyzed as card catalog, as records, and as respectively. By highlighting analyses, this article intends to open windows of opportunities for these fields to view the bibliographic cards in a different light beyond mere sacred pieces of papers that are bound to be kept in the storage. These analyses also intend to support the proposal of this article for recognition of this documentary heritage and to declare the collection as Important Cultural Properties of the Philippines. It should also be noted that the discussions provided in this article by the authors are recommendatory in nature, and does not reflect the official arguments or justifications of concerned Philippine government agencies on this matter.

WHO IS JOSÉ RIZAL?

Known to many as the National Hero of the Philippines (NHCP, 2011b), José Protacio Rizal Mercado y Alonso Realonda was born on 19 June 1961 in Calamba, Laguna to Don Francisco Mercado and Doña Teodora Alonso Realonda (Coates, 1968). He is the author of *Noli Me Tangere* and *El Filibusterismo*, which sparked many Filipinos to fight against the injustices of Spain (NHCP, 2011b). Because of this, he was captured and exiled in Dapitan. He was sentenced to death and was executed in Bagumbayan, Manila by firing squad on 30 December 1896.

JOSÉ RIZAL AS A BIBLIOPHILE: BOOKS AND HIS LOVE FOR BOOKS

While the interest of this article are the bibliographic cards of Rizal, it is noteworthy to discuss his background as a bibliophile—a person who collects or has a great love for books. This is how Rizal is being described in our current historical canon: a book lover. By understanding Rizal's love for books, this article intends to shed light on how and why the identified bibliographic cards came into existence. Undeniably, Rizal built up a sizable library of his own that contains more than 2,000 volumes of books (De Ocampo, 1960).

He grew up in a household where education and knowledge are valued (Sta. Maria, 1996). Their family owned more than 1,000 volumes of books in their collection (Zaide, 1970 as cited in Hernandez, 1996). His family's personal library is reputed as the best private library during the period (Coates, 1968). He showed his interest in reading and started learning the alphabet at the age of two (Sta. Maria, 1996). His parents taught him and his siblings to value books. As cited in Craig's (1918) book, Rizal wrote: "My parents told me to be very careful of my books. They urged me to read and understand them. But they punished me for the least lie" (p. 50). That is why it is not surprising that Rizal amassed a number of books on his private collection.

Rizal's private library flourished during his eight-year stay in Europe (1882–1887; 1888–1891). According to Retana (as cited in Medina, 1998), Rizal was very thrifty and rarely spent money on anything other than books when he was in Europe. The acquisition of some of Rizal's books, pamphlets, and other publications were cited in Rizal's correspondence with family and friends, and in his biographies (De Ocampo, 1960). Rizal obtained his collection by purchasing them, receiving them as gifts, or via exchange, i.e., for rendering services. Furthermore, Rizal utilized library catalogues, book lists, and book notices, which he also used in his research in the

libraries of Europe. Aside from copying borrowed books from public libraries, he also visited bookstores and book dealers to buy good secondhand books.

Rizal also visited a number of libraries abroad. He was a frequent visitor to libraries of large metropolises such as Madrid, Paris (National Library), Leipzig (Municipal Library), Berlin (Royal Library) and London (National Library) (De Ocampo, 1960). He often made use of his trips to read books about and those that are not available in his home country. His love for reading and curiosity on books has brought him to enlightenment and wisdom on various subjects and that has shaped the way he viewed the world.

Ambeth Ocampo (1990) listed some books which Rizal had read, namely: Alexandre Dumas' Three Musketeers and Count of Monte Cristo; Daniel Defoe's Robinson Crusoe; Charles Dickens' David Copperfield; Hans Christian Andersen's Fairy Tales [Told for Children]; Beaumarchais' The Barber of Seville and Marriage of Figaro; Azcarraga y Pamero's La Libertad de comercio en las Islas Filipinas; Blumentritts's Breve diccionario etnografico de Filipinas; Meyer's Album von Philippinen Typen; Montero y Vidal's El Archipiélago Filipino y las Islas Marianas; Nassau Lees' Tea Cultivation, Cotton and other Agricultural Experiments in India; Duyckinck's Lives and Pictures of the Presidents of the United States; Buenet's Drawings and Ornaments of Architecture; Harriet Beecher Stowe's Uncle Tom's Cabin; and the Bible, among others.

By looking into the list of these books and the above narratives on Rizal, it cannot be denied that Rizal will always be associated with books. Books were his sources of knowledge and information, company in his enlightenment, passport to the different worlds, cultures and languages, and his most prized possessions.

During his lifetime, Rizal was twice incarcerated in

Fort Santiago. During his first confinement (7–15 July 1892), the warden provided him with books to read (National Historical Institute [NHI], 1987). As for his second incarceration (3 November–30 December 1896), Rizal continued reading even until his last moments in Fort Santiago prior to his execution. As cited in Escalante's (2019) study, Chief Inspector Federico Moreno, and officer of Cuerpo de Vigilancia stationed at Fort Santiago wrote on his report:

At approximately 9, the Adjutant of the Garrison, Señor [Eloy] Maure, asked Rizal if he wanted anything. He replied that at the moment he only wanted a prayer book which was brought to him shortly by Father [Estanislao] March". And that "From 3 to 5:30 in the afternoon, Rizal read his prayer book several times, prayed kneeling before the altar and in the company of Fathers Vilaclara and March, read the Acts of Faith, Hope and Charity repeatedly as well as the Prayers for the Departing Soul.(pp. 379–380)

It was also during this time that he gave away all the possessions he had with him, including the Bible and the prayer books that he was reading (Sta. Maria, 1996). He gave the book *Ancora de Salvacion* (Anchor of Salvation), now housed at the Lopez Memorial Museum and Library, to his sister Trinidad. He also gave his copy of *De La Imitación de Cristo y Menoscprecio del Mundo* (Imitation of Christ), now housed at the National Museum of the Philippines, to his commonlaw wife Josephine Bracken, with this dedication:

To my dear and unhappy wife, Josephine. December 30, 1896.

After his death, his valuable library collection was left under the care of his dear friend, Jose Ma. Basa, in Hong Kong. It became a subject of a legal battle between Josephine Bracken, who claimed to be the legal wife of Rizal and the legal heir to Rizal's estate, and the Mercado/Rizal family (Coates, 1968).

However, Bracken did not have a proof to support her claim. Hence, Basa sent the books to the Rizal family instead.

JOSÉ RIZAL'S BIBLIOGRAPHIC CARDS: SCOPE AND CURRENT STATE

It is largely unknown to many that Rizal did some sort of "cataloguing" for some of his books and created bibliographic cards for his collection, known to librarians as card catalog. This is probably done in an effort to ease the retrieval of information from his book collection.

Since we can no longer see Rizal's collections of books, the closest physical representation of these are the list of books mentioned in his correspondences and writings of others about him and the bibliographic cards that he made for the collection. While these do not represent all the books he owned, this collection of bibliographic cards shows how Rizal knew and understood the books he once had.

The date of creation of these bibliographic cards can be linked to Rizal's eight-year stay in Europe during 1882–1887 and 1888–1891 when his private library flourished, presuming that the books these cards represent are his own.

Dr. Esteban A. De Ocampo in his monograph, Rizal as a Bibliophile (1960), gave a comprehensive background of Rizal's passion for reading books and how he amassed his significant book collection. His narrative was based on two publications: the multi-volume Epistolario Rizalino (1930) and the One Hundred Letters of Jose Rizal to His Parents, Brother, Sisters, Relatives (1959). It was the first attempt to study these bibliographic cards, and was written for the commemoration of the centennial birth anniversary of Rizal.

Given his exposure in the libraries of Europe, De Ocampo (1960) assumed that Rizal had been familiar

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with the nature and character of the items entered in a bibliographic card, including but not limited to: author, title, place and date of publication, publisher, number of volumes and/or pages, etc. Rizal must have also known that there are different cards: author, title, and subject cards.

In the monograph, De Ocampo (1960) annexed a list of 252 existing bibliographic cards that he was able to locate. 190 bibliographic cards were from the Fort Santiago Shrine and 62 were from the private museum and library of Rizal's nephew, Dr. Leoncio Rizal Lopez. These cards are proof of Rizal's knowledge of creating bibliography. Further to this, Ambeth Ocampo (1990, 2012) found 99 more cards in the Rizaliana collection of the Lopez Memorial Museum and Library.

Figure 1
Author card

Upon observation of how Rizal catalogued his books, the authors summarized De Ocampo's (1960) points:

- 1. The bibliographic cards are uniform in size, 16 x 7.3 cm;
- 2. They are hand-written in ink on thick sheets of paper;
- 3. There are only two kinds of entries: Author and Title cards.

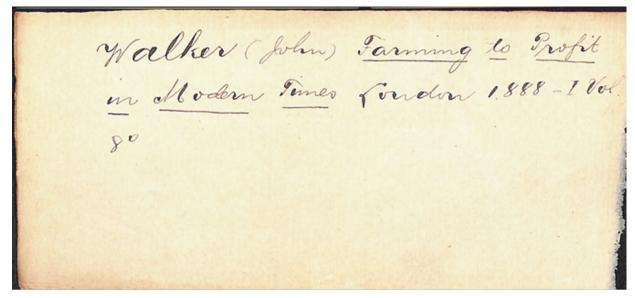
Author Cards

- Family names of the authors are generally capitalized;
- Given names are enclosed in parenthesis, with first letter being capitalized;
- Titles of the works are underlined;
- Place and date of publication, and name if publisher is included;
- The size or the number of volumes of the book is usually written.



Note. From the NHCP Collection.

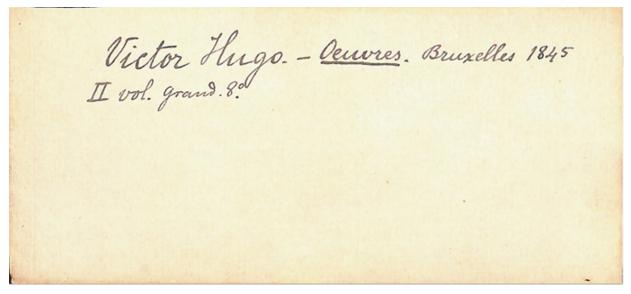
Figure 2
Author card



Note. From the NHCP Collection.

Figure 3

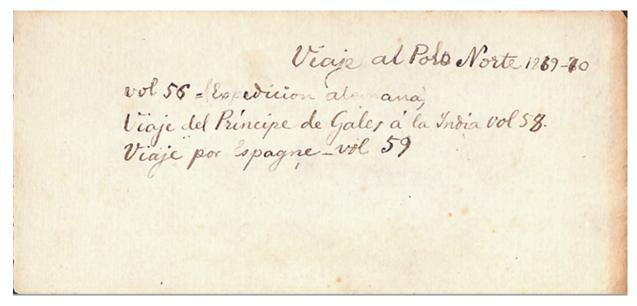
Author card



Note. From the NHCP Collection.

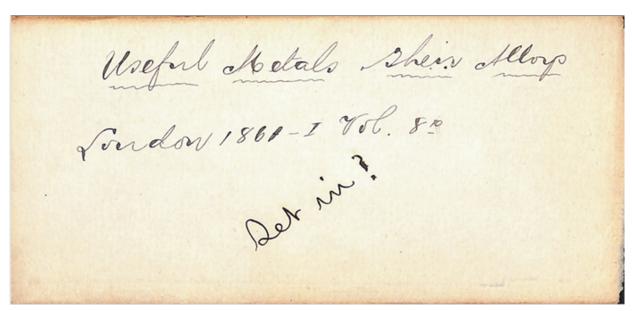
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Figure 4
Title card



Note. From the NHCP Collection.

Figure 5
Title card



Note. From the NHCP Collection.

Title Cards

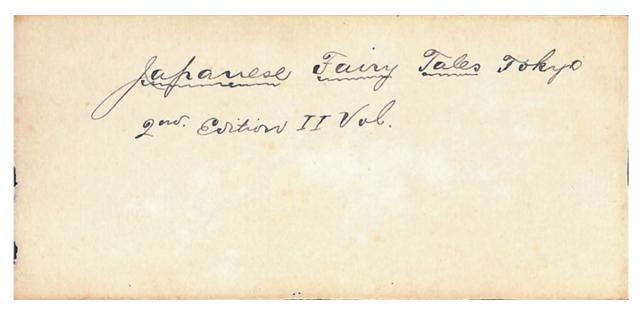
- Some titles are underlined; some are not;
- There is no mark to separate the author's name from the title of the book

De Ocampo (1960) believes that Rizal "certainly understood and practice[d] the principles of bibliography despite [the] lack of uniformity in his bibliographic entries" (p. 25). Aside from providing the list of the bibliographic entries made by Rizal (Annex B, pp. 39-52), De Ocampo also provided a list of books, pamphlets, periodicals, and ephemerals cited in Rizal's biographies and

correspondence with friends and family (Annex A, pp. 27-38). Overall, it was surmised that despite some differences between standard bibliography practices of the time and Rizal's own version of it, the latter certainly had logic; discrepancies or lack of uniformity was likely due to personal preference.

As further analysis of the bibliographic cards was done by the authors, several subject areas were identified and emerged that possibly comprised Rizal's book collection. This was done by identifying the subject of the book titles written in the bibliographic cards.

Figure 6
Title card



Note. From the NHCP Collection.

Some of these subject areas covered are the following:

- Anthropology
- Art and Recreation
- Artillery
- Astronomy
- Biography
- Biology
- Botany
- Christian Denominations
- Colonization
- Drawing
- Economic history
- Economics
- Ethnology
- Filipiniana
- Geography
- Gynecology
- History
- Home economics
- Human anatomy
- Literature
- Medicine
- Military Tactics
- Music
- Naval Science
- Ophthalmology
- Painting
- Paleography
- Philology
- Philosophy
- Photography
- Physics
- Political Science
- Psychology
- Religion
- Social Science

It can also be noted that Rizal's bibliographic cards were written in the same language as the book it represents. These languages include French, Spanish, Hebrew, German, Dutch, and English among others. Furthermore, the presence of Filipiniana materials in his collection is very apparent. The authors observed 27 titles among the 200 bibliographic cards of the Rizal Shrine Fort Santiago Museum collection that were referred to by Rizal in his letters, based on De Ocampo's Annex A (1960). (See Appendix)

Provenance of the Bibliographic Cards at the National Historical Commission of the Philippines

The main material sources of this narrative are the 200 bibliographic cards under the custody of the NHCP. In order to establish the authenticity and reliability of these materials, it is important to trace the provenance of these relics from Rizal.

There are no records of the exact number of bibliographic cards created by Rizal. It is only through the work of De Ocampo in 1960, that the collection was made known to many. The authors suspect that the bibliographic cards are part of the book collection sent by Jose Ma. Basa from Hong Kong to Rizal's family in the Philippines or to Rizal's close friend, after his death. While most of his book collections were lost in the process and have not survived the test of time, it is noteworthy that approximately 252 bibliographic cards (De Ocampo, 1960) and approximately 99 more (Ocampo, 2012) are existing. These historians verified the authenticity of these bibliographic cards through their works.

The earliest record available, after De Ocampo's, that mentioned the bibliographic cards collection of Rizal was the inventory of the collections of the Rizal Shrine, Fort Santiago under the then National Historical Commission (NHC) dated 22 August 1967 which was prepared by its Curator, Ms. Louisa B. Capistrano, currently housed at the NHCP. Under the said inventory list (in property items number 94 & 95), the cards are called: Rizal's bibliographical cards in his handwriting Catalan papers, and were categorized under Miscellaneous Rizaliana Items.

Prior to becoming the NHC, it is important to note that the José Rizal National Centennial Commission (JRNCC) was its predecessor. The JRNCC was created by virtue of Executive Order (E.O.) No. 52, s. 1954 signed by President Ramon Magsaysay on 10 August 1954 for the celebration of the First Centenary of the birth of Rizal. Moreover, E.O. No. 226, s. 1954, also signed by President Magsaysay, tasked the JRNCC to "organize and undertake a national fund campaign for the purpose of raising funds to finance the construction of a National Cultural Shrine and other memorials". Through this E.O., Magsaysay also ordered the rehabilitation of Rizal's cell in Fort Santiago, the "acquisition, locally and abroad, of all available Rizaliana materials, such as writings and works of arts of our hero, and about our hero" (Exec. Order No. 226, 1957, para. 8), and the "procurement of Rizaliana relics and materials available locally and abroad" (Exec. Order No. 226, 1957, para. 9).

Hence, when the Rizal Shrine Fort Santiago Museum opened its doors to the public in 1957, the bibliographic cards had already been part of its collection (NHI, 1987). The provenance of how they were acquired by the JRNCC is yet to be found by the authors, but it can be assumed that they were donated by the family or were purchased by the Commission. While the authors are uncertain about the state of Rizal's book collection, Capistrano's inventory list shows that the Rizal family has donated nine titles from their collection:

- 1. Las Tres Mosqueteros Alejandro Dumas (1853)
- 2. El Filibusterismo Jose Rizal
- 3. Ingles Sem Mestre Pereira
- 4. Masones Y Ultramentañes J.U. Fernandez
- 5. Diario (Visitor's Register) Jose Rizal
- 6. Filosofia Elemental, Tom I Zeferino Gonzales
- 7. Las Viejas del Corazon D. Juan Jose Franco
- 8. Misterios de la Inquisición de España -M. de Ferreal
- 9. El Katipunan o el Filibusterismo en Filipinas -Jose .M. Del Castillo Jimenez

It is also not indicated if these titles are from Jose Rizal's collection or the family's private library.

From that point onwards, the bibliographic cards have become part of the collections and are in the custody of the present NHCP.

Present Condition and Management

To date, the bibliographic cards are over 120 years of age. These are still attributed to the collection of the José Rizal Shrine, Fort Santiago Museum. They are currently under the care of the Historic Sites and Education (HSED) of the NHCP and are housed in NHCP HSED's storage facility with controlled temperature, light, and relative humidity. They have undergone mechanical cleaning by the Materials Research Conservation Division (MRCD) of the NHCP in 2011—the year when Rizal's 150th birth anniversary was commemorated. Despite its age, the bibliographic cards are still in a relatively good condition. Moreover, they are queued to undergo preventive conservation treatments by the MRCD.

Other NHCP Rizaliana Artifacts

Aside from the aforementioned books and bibliographic cards, it is also important to account for other Rizaliana artifacts that were acquired and maintained by the NHCP ever since it started as the JRNCC. Rizaliana artifacts refers to the material culture and relics attributed to Rizal, including, but not limited to, his writings and works, his personal effects, and anything about him, among others.

Aside from the Fort Santiago Shrine, the NHCP also maintains and operates two more National Shrines in honor of Rizal. These are the José Rizal Shrine in Calamba, Laguna, where he spent his childhood, and the José Rizal Shrine in Dapitan City, Zamboanga del Norte, where he lived in exile productively (NHCP, n.d.).

Based on the list of Ms. Capistrano in 1967, most of the bulk of the collection are books and articles, photos, facsimile of correspondences from family and friends, medallions, coins, and artwork such as busts and paintings that were commissioned by the JRNCC. Some of Rizal's original paintings, sketches, sculpture, and literary work can be found in the collection. His clothes and furniture are also included on the list. Moreover, one of the most important artifacts in the collection is a piece of Rizal's backbone, which is the highlight of the Rizal Shrine Fort Santiago to date. His scientific pursuits in Dapitan such as the specimens of reptiles and insects which he discovered in the area, along with his medical equipment are also part of the collection. His sister Trinidad also donated some of their family's furniture and equipment, such as bed, drawers, chairs, tables, cupboards, utensils, chinaware, and clothes, to be part of the collection.

Aside from these mentioned items, the NHCP continuously receives Rizaliana artifacts to date. One of the most notable donations is the Don Alfonso Ongpin's Rizaliana Collection, which was turned over by his heirs to the NHI on 19 December 1982. It contains photos, paintings, clothing and personal effects, busts and statues done by Guillermo Tolentino and G.T. Nepomuceno, stamps, coins, medals, furniture, and other documents, to name a few. The most recent Rizaliana artifacts donated to the NHCP in 2020 are the sleigh bed and console table which Rizal used in the home of Pastor Karl Ullmer during his stay in Wilhelmsfeld, Germany.

ANALYSIS OF THE BIBLIOGRAPHIC CARDS

In order to establish the value of these bibliographic cards as historically important, this article contextualizes them in the fields of librarianship, archives and historiography, and presented below the bibliographic cards as card catalogs, as records, and as artifacts, respectively. The authors argue that in the fields by which these resources are commonly being produced and used, these bibliographic cards are important particularly in this context that might lead to further interest and analysis.

As Card Catalogs

In the library, a card catalog is a list of the holdings of a library, printed, typed, or handwritten on catalog cards (paper card, usually of standard size [7.5 cm high and 12.5 cm wide], plain or ruled) each representing a single bibliographic item in the collection (Reitz, 2004). Normally, catalog cards are filed in separate sections by author, title, and subject, and in a single alphabetical sequence.

As a quick history of its development, the term catalog was derived from the Greek phrase kata logos, which simply means by or according to reason, order, or word (Strout, 1956). Strout (1956) further explained that "a catalog is work in which the content is arranged in a reasonable way, according to a set plan, or merely word by word" (p. 254).

Krajewski (2011) mentioned that in earlier times, bibliographers and encyclopedists who needed to create order presentations of a large number of individual entries, used cards on paper slips. However, it was libraries that demonstrated how useful and flexible the card catalog could be (Coyle, 2016).

The first record of using card as catalog was recorded in 1791 after the French revolutionary government seized the ecclesiastical libraries in 1789 to be integrated as nation's property. Led by the librarian Barthélemy Mercier, a group of men equipped with bibliographic experience cataloged the confiscated books and manuscript using the blank side of the playing cards. Information such as book title, author, date, and other important entries were written in their catalog. These, later on, were developed as the Cataloging Codes and National Bibliography of France (Hopkins, 1992; Library of Congress, 2017).

Moreover, William Harris' piece of "slip catalogue" measuring 6.5 in. (16.51 cm) in height and 1.5 in. (3.81 cm) in width which was utilized in 1840 for every book title in the Harvard College Library is

believed to be "the first reference to a card catalog in an American library" (Nix, 2009, 1840-1912 section, para. 1). The library continued to use these "slip catalogues" until 1912. After 20 years, in 1860, Harvard librarian John Langdon Sibley and assistant librarian Ezra Abbot introduced the use of card catalog (then 5 in. [12.7 cm] in width and 2 in. [5.08 cm] in height) for public use. They secured the card catalogs in two wooden blocks to keep their proper order and arrangement (Nix, 2009).

The bibliographic cards collection of Rizal is indeed comparable to what we now know as card catalog in a library. As mentioned above, it is assumed that the reason for Rizal's creation of these bibliographic cards is to ease the retrieval of information from his collection. Handwritten catalog is an early form of information organization and retrieval system, as history tells us.

As it is certain that Rizal was very familiar with the printed bibliographies and the card catalogs found in well-known libraries of Europe, such as those in Madrid, Paris, Berlin, London, and Leipzig (De Ocampo, 1960), Rizal would have patterned the preparation of these bibliographic cards to those found in these libraries. The bibliographic cards would have represented books in Rizal's collection, similar to those card catalogs found in big libraries in Europe that represent their collections.

Knowing that Rizal is familiar with the preparation of card catalogs and if the assumption that it is done for information retrieval is true, then Rizal definitely has learned one of the important principles of librarianship which is information organization and retrieval. Based on this, Rizal may have found the work of a librarian useful and practical, that he himself created these bibliographic cards to organize and, to some extent, access his own personal library. By understanding this, the bibliographic cards present in this article would tell indirectly a glimpse of how Rizal viewed the librarians and the work they do.

Rizal's bibliographic cards would also represent the early examples of card catalogs created by a Filipino. Similar to cards comprising the Universal Bibliographic Repertory which was inscribed in the MoW Register, Rizal's bibliographic cards are evidence of a system similar to a present-day search engine. It might be interesting to find these insights in the history and development of information organization and retrieval in the Philippines.

As a Record

A record is defined as recorded information produced or received in the initiation, conduct or completion of an institutional or individual activity and that comprises content, context and structure sufficient to provide evidence of the activity (International Council on Archives [ICA], 1987). In analyzing a record, we look into its content, context and structure. The content refers to the information contained in the record. Context, on one end, is related to the environment of the creation of the record. There are at least 3 aspects of the context of a record: 1) the contextual information contained in the record, 2) the relationship between a record and other records in the fond, and 3) the activity in which the record was created. Lastly, the concept of structure is related to how the record is recorded, which includes the use of symbols, layout, format, medium, etc. (ICA, 1987). Archives, on the other hand, is defined as noncurrent records of an organization or institution preserved because of their continuing or enduring value (Daniels, 1984).

The bibliographic cards are both records and archives. The analysis of the bibliographic cards as records, based on the above definition, can be summarized as follows:

- Content the bibliographic information of the books: name of authors, titles, publication details.
- 2. **Context** the bibliographic cards were created in the 1880s to early 1890s; the

information in the bibliographic cards were written by Jose Rizal; each of the bibliographic card represents a record of each book of Jose Rizal found in his private library.

3. **Structure** – the record is in thick paper and in uniform size of 16 × 7.3 cm (landscape); hand-written in ink beginning on the top of the paper; given names are enclosed in parenthesis, with first letter being capitalized; titles of the works are underlined.

Understanding the bibliographic cards from this perspective could provide a lot of insights on the management of these as records and archives in its present state. It could help us determine the primary value and secondary value of the record. It can answer the questions on the provenance and existence of these materials. It could tell a lot of context on Rizal's recordkeeping practices and even book collecting activities during his times. It can also tell so much about the structure of records and the meaning of markings these records have. Historians, like De Ocampo and Ocampo, referred to these as records that supported their narrative about Rizal.

In another context of archives in a museum, the Association of Independent Museums (AIM) (Chaplin & Tullock, 2015) described how the term archive in a range of ways is used in the context of the museum. One description is "an individual item or small groups of items in [a museum] collection which are on paper or other formats" (Chaplin & Tullock, 2015, p. 3) such as photos, maps, and digital files. For the AIM, the archival materials of a museum give context to the collection that it is a part of since it tells the story of the collection through its written and visual parratives.

These bibliographic cards would not have probably ended in the archives, if it is not created and owned by Rizal. Most bibliographic cards or similar records would be disposed of after they reached their retention period as records. In this case, the historical and symbolic values inscribed to these records made them worthy of preservation in an archives or museum or similar institution.

In most nominations in the MoW Registers of documentary heritage, bibliographic cards or similar lists are being used to establish provenance, completeness and even authenticity of collections, archival and collections other documentary collections (UNESCO, 2017a). Examples of these documentary collections include the collection of Palafoxiana Library of Puebla (USA), the Library of Beatus Rhenanus (France), the Dag Hammarskjöld Collection (Sweden), Library of the Cistercian Abbey of Clairvaux at the time of Pierre de Virey (1472) (France) and, the Leo Tolstoy's Personal Library and Manuscripts, Photo and Film Collection (Russia) (UNESCO, 2017a). Similar to these examples, Rizal book collections can be authenticated and supported by the records of these bibliographic cards.

As an Artifact or Object-Document

An artifact is an object usually found in a museum or cultural institution which can be in three-dimensional form or even in documentary form. Artifacts are studied for their historical value (Reitz, 2004) and cultural and scientific value they possess in order to be permanently stored in readiness for exhibition (Hernández, 2016).

According to Lubar and Kendrick (2017), artifacts are important as they tell their own stories that "help to identify and locate it in time and place" (Artifacts tell their own stories section, para. 1). They also connect the people from the past to the present by looking at the artifact as to how they made it, used it, and passed it on. Moreover, these artifacts may have different meanings depending on the time and context that it was used and made. Hence, they are "time capsules" since they may "different things to different people, and those

meanings change over time" (Lubar & Kendrick, 2017, Artifacts mean many things section, para. 1). Furthermore, "artifacts reflect changes, and sometimes cause change. They allow us opportunities to consider how and why society and culture change over time" (Lubar & Kendrick, 2017, Artifacts reflect changes section, para. 1). Hence, they serve as proof in the corroboration of information between different sources in documenting history.

This article argues in this analysis that artifacts or object-document act in two-ways: as representations and visuals as stored, curated and depicted in a museum, and as evidence of history being used by historians in their narratives. As an object-document in museums, it represents and contains documentary information that makes the task of museology possible within its field of study, and which is made accessible to users (Hernández, 2016).

Applying this in the present case of Rizal's bibliographic cards, the same analysis applies. The bibliographic cards are housed in the museum of NHCP—a historical museum, as artifacts of Rizal. In exhibitions where these are put on display, these artifacts connect the public with who Rizal is and what could have possibly shaped him as being one of the greatest Filipino nationalist. It helps the museum in communicating with its intended audience its purpose and message. At the same time, for historians, the bibliographic cards serve as evidence to certain historical facts about Rizal and can visually show and support the narratives about Rizal's life that they are writing. These are not just evidence written in records but are actual objects that can be analyzed for verification.

As artifacts or object-documents, the authors also view the bibliographic cards as material evidence to library history. Quoting John Lindaman (2020) of the Thomas J. Watson Library: "Sadly, as our profession moves more and more online, we will have fewer

weird physical relics of the past to remind us of how good we have it now..." (para. 12). The card catalog is one of them. As card catalogs, these artifacts tell the narrative of library history at a certain point in time. These are the relics that tell us the value of the present advancements we have in library science and as well the success of the generation of librarians before us. Echoing the view of Richard J. Cox, Jane Greenberg and Cynthia Porter (1998) in their article The Discarding of Library History, "since card catalogs embody past library practices, librarians need to revisit what they should do with these artifacts of library history" (p. 57). This is something that the librarians in the Philippines can think about—where the library science heritage of Rizal's bibliographic cards is part of.

PERSPECTIVE: PROPOSAL FOR RECOGNITION OF JOSE RIZAL'S ARTIFACTS DECLARED AS IMPORTANT CULTURAL PROPERTY

As this article views the bibliographic cards as a cultural pieces of history (as card catalog, record and artifact) and part of the Rizaliana artifacts, the authors argues the need for its recognition to further safeguard these materials by proposing for its declaration as Important Cultural Property, and be registered it in the Philippine Registry of Cultural Property (PRECUP).

The authors looked into the eligibility of the Rizaliana artifacts, particularly the bibliographic cards which is the main subject of this article, based on the established legal and policy framework for Philippine cultural properties.

Philippine Cultural Heritage and Cultural Properties: legal and policy framework

Republic Act (RA) No. 10066, or the *National Cultural Heritage Act of 2009*, was signed into law on 26 March 2010 by President Gloria Macapagal-Arroyo. The main purpose of this Act is to preserve and govern the Philippine cultural heritage.

In order to operationalize the said provisions, the Act has defined the scope of Philippine cultural heritage. RA 10066 and its implementing rules and regulations (IRR) defined "cultural heritage" as "the totality of cultural property preserved and developed through time and passed on to posterity" (RA 10066, 2009, Definition of terms section, para. 12), while "cultural property" as "all products of human creativity by which a people and a nation reveal their identity, including churches, mosques and other places of religious worship, schools and natural history specimens and sites, whether public or privatelyowned, movable or immovable, and tangible or intangible" (RA 10066, 2009, Definition of terms section, para. 15). It has further subdivided the cultural properties into six categories, namely:

- National Cultural Treasures a unique cultural property found locally, possessing outstanding historical, cultural, artistic and/or scientific value which is highly significant and important to the country and officially declared as such by the pertinent cultural agency (RA 10066, 2009, Definition of terms section, para. 28).
- Important Cultural Property a cultural property having exceptional cultural, artistic, and historical significance to the Philippines as shall be determined by the National Museum (NM), the National Historical Commission of the Philippines (NHCP), the National Library of the Philippines (NLP) and/or the National Archives of the Philippines (NAP) (RA 10066, 2009, Definition of terms section, para. 23).
- World Heritage Sites a natural or manmade site, area, or structure recognized as being of outstanding international importance (or universal value) and therefore as deserving special protection ("World heritage site," n.d.) or as identified and declared by UNESCO.
- National Historical Shrine a hallowed

- site or structure in honor of a national hero or highly significant historical event (NHCP, 2011a).
- National Historical Monument An object, structure or site that commemorates, memorializes or gives reverence to a special historic personage or event (NHCP, 2011a).
- National Historical Landmark A site or structure closely associated with a significant historical event, achievement, characteristic, turning point or stage in Philippine history or (b) a structure made or created by a national hero (NHCP, 2011a).

Important Cultural Property (ICP)

For the purpose of this article, it is noteworthy to mention and discuss that Section 5 of RA 10066 and Rule IV, Section 8 of its IRR have provided the provisions for defining the scope of Important Cultural Properties across all types.

The following Philippine cultural properties or works found in the Philippines shall be considered Important Cultural Property (ICP):

- Works by a Manlilikha ng Bayan works by deceased *Manlilikha ng Bayan* awardees, unless declared or its presumption removed by the National Commission for Culture and the Arts (NCCA)
- Works by National Artists works by deceased National Artists unless declared or its presumption removed by NCCA
- Archeological, traditional, ethnographic material – All archeological and traditional ethnographic materials, unless declared or its presumption removed by the National Museum of the Philippines
- Works and structures (having historical value) – works of national heroes, movable or immovable structures marked by NHCP or any of its predecessor agencies or structures at least 50 years old, unless

declared or its presumption removed by the NHCP

- Archival materials or documents archival materials or documents at least 50 years old, unless declared or its presumption removed by the National Archives of the Philippines
- Rarebooks and incunabula rarebooks, special collections, and incunabula, unless declared or its presumption removed by the National Library of the Philippines

However, it should be noted that this is not automatically being recognized. Following the established policy and legal framework by NCCA, there is a procedure to be followed in recognizing each of these as such.

Philippine Registry of Cultural Property (PRECUP)

Article V, Section 14 of RA 10066 requires the establishment of a Philippine Registry of Cultural Property (PRECUP). PRECUP is the repository of all information pertaining to cultural properties in the Philippines deemed significant to our cultural heritage (NCCA, 2016), and is a combined effort of cultural agencies including the NM, NHCP, NLP, and NAP, as well as of Local Government Units (LGUs). Landing in the PRECUP can be provided privileges and regulatory measures on the aspects of conservation, preservation, export, transit, import and repatriation of these cultural properties.

The PRECUP includes the six categories of cultural properties discussed above, however, two more categories were added, namely:

Presumed Important Cultural Property –
cultural property which is not declared as
National Cultural Treasure, UNESCO World
Heritage Site, National Historical Shrine,
National Historical Landmark, National
Historical Monument, or Important Cultural
Property but still possesses the characteristic
of an Important Cultural Property.

 Local Important Cultural Properties – cultural property declared by the Sanggunian as such. These are cultural properties which are significant to local culture and history.

Adding these two categories may imply that PRECUP is intended to be as comprehensive as possible without leaving behind the cultural properties that are significant in the localities and those that are not officially declared to fall among the six categories discussed above. Since there's a process to be undertaken that might take time before a cultural property is to be declared, the need to categorize them as "Presumed ICP" is necessary. In this manner, the Presumed ICP will be also given the same treatment, privilege and regulatory measures, as the other cultural properties in the PRECUP under the other categories listed above.

Having a comprehensive and updated PRECUP is also beneficial for researchers in studying the explored and unexplored fields of heritage and culture of the Philippines. For Wiley (1954), a national register of historical documents and relics will aid a researcher in discovering possible topics for research. He added that a registry will help the researcher in saving time and other resources for finding the exact location and provenance of the materials needed.

Recognition of Documentary Heritage and Artifacts as Cultural Properties

In order for these Philippine cultural properties to be categorized as ICP, the cultural agencies identified by law should declare these properties as such, through a procedure provided by the same Act and its IRR. There is a general procedure for declaring Important Cultural Properties based on Rule IV, Section 11 of the IRR.

Furthermore, each cultural agency involved may develop procedures on their own that are within the context of their agency. However, it should be

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aligned with the general procedures provided by law. One example of this is the National Museum of the Philippines' *Procedures on the Declaration and Delisting of Significant Cultural Properties* being implemented by its Cultural Properties Regulation Division (National Museum of the Philippines, 2016).

It is also important to note that once a cultural property is declared as an ICP, certain privileges will be vested to it. ICP may receive government funding for its protection, conservation, and restoration. An official heritage marker may also be placed on an immovable ICP to identify such (RA 10066, 2009). This is the kind of recognition being sought for the bibliographic cards and similar records/artifacts.

One example of documentary heritage / artifact that has been declared under this legal and policy framework is the two 17th-century *Baybayin* documents from the University of Santo Tomas (UST) Archives, also known as UST *Baybayin* Documents (Sembrano, 2014). These documents are deeds of sale written in *Baybayin*—the ancient Filipino syllabary in use during the Spanish contact in the 16th century. The UST *Baybayin* Documents were declared as National Cultural Treasure - the first declaration made by the National Archives of the Philippines and the first paper document to be declared as such.

Rizaliana Artifacts as Important Cultural Property

Going back to the list of cultural properties that would qualify as an Important Cultural Property, the category which Rizal's bibliographic cards (and the rest of the Rizaliana artifacts) would fit in is:

• Works and structures (having historical value)

- works of national heroes, movable or immovable structures marked by the National Historical Commission of the Philippines (NHCP) or any of its predecessor agencies or structures at least 50 years old, unless declared or its presumption removed by the NHCP Below is a discussion on the eligibility of the bibliographic cards (and the other Rizaliana artifacts) to be considered as Important Cultural Property, particularly as: 1) a work of a national hero, and work not removed/excluded by NHCP as a Philippine Cultural Property.

Work of a National Hero

A national hero of the Philippines is a Filipino who has been recognized as a hero for his/her sterling character and remarkable achievements for the country.

Section 8.4 of the Implementing Rules and Regulations of RA 10066 (RA 10066 IRR, 2013) specifies that works of national heroes, "unless declared or [its] presumption [of being Important Cultural Property is] removed by the NHCP, shall be considered Important Cultural Property" (Works and structures section, para. 1). However, it is important to note that there is currently no official or institutionalized list of Philippine national heroes based on law, executive order, or proclamation (NCCA, 2015). Loosely, the term may refer to all Filipino historical figures recognized as heroes, but the term more strictly refers to those officially designated as such.

1995, the Philippine National Heroes Committee officially recommended several people for the designation, but this was not acted upon. It is speculated that this will probably trigger many requests for proclamations, and can trigger bitter debates involving historical controversies about the heroes (NCCA, 2015). Currently, no one has ever been officially recognized as a Philippine national hero. Even José Rizal and Andres Bonifacio are not institutionalized as national heroes in such a manner. Instead, due to their invaluable contributions to societal change and overall course of Philippine history, they are popularly recognized and celebrated as national heroes.

In Rizal's case, there are legislations and issuances that imply indirectly the recognition of his national hero character and great contribution to the Philippines. To name a few:

- Decree of December 20, 1898, issued by General Emilio Aguinaldo, declared December 30 of every year a day of national mourning in honor of Dr. Jose Rizal and other victims of the Philippine Revolution (NCCA, 2015).
- Philippine Commission Act No. 137, which organized the politico-military district of Morong into the Province of Rizal, was the first official step taken by the Taft Commission to honor our greatest hero and martyr (NCCA, 2015).
- Philippine Commission Act No. 345 set
 December 30 of each year as Rizal Day, and made it one of the ten official holidays of the Philippines.
- Republic Act No. 229, enacted by President Quirino on 9 June 1948, instructed to create a committee to take charge of the proper celebration of Rizal Day in every municipality and chartered city.
- Republic Act No. 9492 decreed that Rizal Day be celebrated on the Monday nearest December 30.

Moreover, it is inscribed in the NHCP's (2011b) marker that he is a "national hero." This is enough justification to consider him a national hero, and thus his works, including the bibliographic cards, are considered work of a national hero.

Work Not "Removed" / "Excluded" by NHCP as a Philippine Cultural Property

As mentioned in the previous section of this article, at present, the bibliographic cards are under the care of the HSED of the NHCP. The fact that the bibliographic cards are part of their artifact collection and are queued to undergo preventive

conservation treatments at NHCP, who is the agency in charge of works of national heroes, these bibliographic cards are not excluded in the list of cultural properties. These still hold its eligibility to be declared as an Important Cultural Property.

If sooner or later, the bibliographic cards and the rest of the Rizaliana artifacts, will be included in the PRECUP, it will be classified as "Presumed Important Cultural Property," pending official declaration from NHCP as an Important Cultural Property.

Archival Materials or Old Documents Dating at least 50-years old

Another category that falls under the category of "Presumed Important Cultural Property are those "archival materials or old documents dating at least 50 years old (unless declared by the National Archives)." (NCCA, 2016; RA 10066). Going back to the analysis of these bibliographic cards as records, and presuming that these bibliographic cards were created by Rizal during 1882–1887 and 1888–1891, there is no doubt that these cards can be considered as "Presumed Important Cultural Property" under this category.

CONCLUSION

Even when Rizal was a recognized book collector and also a bibliophile, it is largely unknown to many that he catalogued some of his books and created bibliographic cards for his collection in a suspected effort to ease his retrieval of information from his book collection. Historian Esteban de Ocampo (1960) listed a total of 252 bibliographic cards from Rizal's collection, while historian Ambeth Ocampo (1990, 2012) also mentioned of additional 99 bibliographic cards housed in the Lopez Memorial Museum and Library—signifying the authenticity of the existence of these bibliographic cards as truly from Rizal. This article revisited the bibliographic cards and presented its document history and analysis on these, particularly those in

custody of the National Historical Commission of the Philippines.

The document history of Rizal's bibliographic cards traced its provenance and validation of its legitimate historical value associated with them as part of the universe of Rizaliana artifacts. It also presented the context of its creation and what it went through over the years.

The analyses made on the bibliographic cards as card catalog, record and artifact (or object-document) presented new perspectives on how we can view the bibliographic cards as mere sacred pieces of paper that are bound to be kept in the storage. As an important and historical documentary heritage, the analysis supplied more context on viewing and understanding the bibliographic cards in the standpoint of librarianship, archives and historiography. The authors argued that in the fields by which these resources are commonly being produced and used, these bibliographic cards are important particularly in this context that might lead to further interest and analysis.

Lastly, as historically important pieces of documentary heritage, this article provided the recommendation for its recognition and declaration, under existing legal and policy frameworks in the Philippines, as Important Cultural Property, as supported by the plausible discussion and points raised in this article.

The authors hope that similar document history and analysis of important documentary heritage in the Philippines, would lead to awareness, opportunities for learning, and recognition of their values and contributions to the fields of their interests. More than their face value and popular knowledge, articles such as this hope to open windows of opportunities for the rediscovery of these documentary heritage.

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DECLARATION OF ATTRIBUTION

The artifacts depicted in this article are used with permission. They are part of the original collection at the Museo ni Jose Rizal Fort Santiago and property of the National Historical Commission of the Philippines (NHCP).

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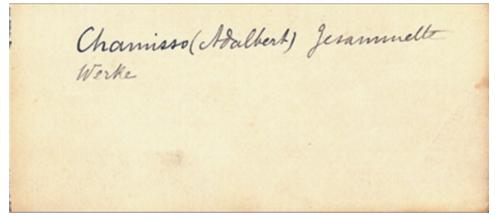
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APPENDIX

BIBLIOGRAPHIC CARD



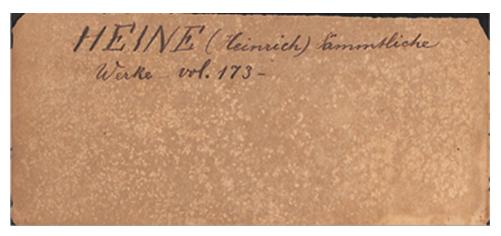
Note. From the NHCP Collection.

REFERENCE AND REMARKS

Rizal to Blumentritt Berlin, 22 November 1886

Rizal bought home the tragedies of Schiller and the tales of Andersen for his nephew, and Chamisso's work that gave an accurate description of the Philippines

(Epistolario Rizalino, V. I, p. 27)



Note. From the NHCP Collection.

Rizal to Blumentritt Paris, 19 June 1889 (Epistolario Rizalino, V. 2, p. 457)

Poet's dreams in the mists of Rhine

Again cited in Rizal to Blumentritt Dapitan, 19 December 1893 (Epistolario Rizalino, v. 2, p. 657)

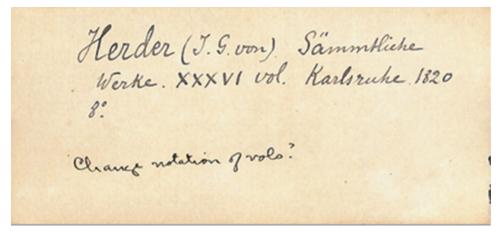


Note. From the NHCP Collection.

Rizal to Blumentritt Paris, 19 June 1889 (Epistolario Rizalino, V. 2, p. 457)

Poet's dreams in the mists of Rhine

Again cited in Rizal to Blumentritt Dapitan, 19 December 1893 (Epistolario Rizalino, v. 2, p. 657)



Note. From the NHCP Collection.

REFERENCE AND REMARKS

Rizal to Blumentritt Brussels, 26 May 1890 (Epistolario Rizalino, V. 2, p. 564)

Horace (Fraduction en vers de ses stes avec le texte. - Paris 1818.

Note. From the NHCP Collection.

Madrid, 5 January 1884

Bought the books [The Wandering Jew for 10,00 ptas and works of authors Hugo and Horacio for 2,50 ptas].

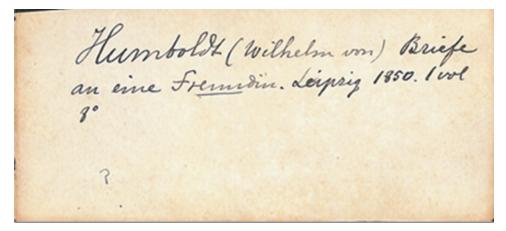
(Retana, 1907, p. 74)



Note. From the NHCP Collection.

Rizal to Blumentritt Brussels, 26 May 1890

(Epistolario Rizalino, V. 2, p. 563)



Note. From the NHCP Collection.

REFERENCE AND REMARKS

Rizal to Blumentritt Berlin, 28 November 1886

Rizal finds Humboldt's work admirable

(Epistolario Rizalino, V. 1, p. 34)

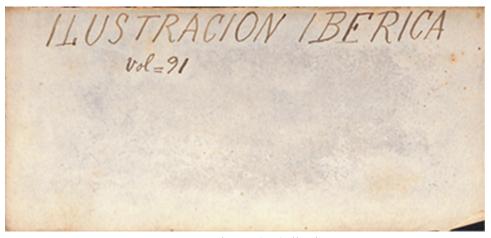
Humboldt (Wilhelm von). Uber die Kawi-Sprache auf der Insel Java, Berlin. 1836-38-39. III Bände 4°. 3 Prinda?

Note. From the NHCP Collection.

Rizal to Blumentritt Berlin, 28 November 1886

Rizal finds Humboldt's work admirable

(Epistolario Rizalino, V. 1, p. 34)



Note. From the NHCP Collection.

Included in the 108 titles that he purchased from bookseller Antonio Rosés in Spain.

(Retana, 1907, p. 63)

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Note. From the NHCP Collection.

REFERENCE AND REMARKS

Rizal to Blumentritt Berlin, 26 January 1887

Rizal manifested his plan to translate this book into Tagalog.

(Epistolario Rizalino, V. 1, p. 65)

(Epistolario Rizalino, IV. 4, p. 112.)

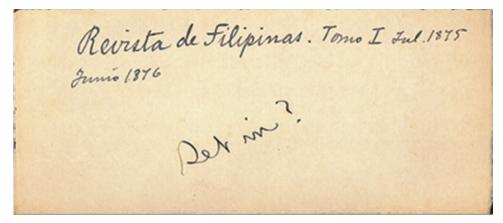


Note. From the NHCP Collection.

Rizal to Blumentritt Brussels, 26 May 1890 (Epistolario Rizalino, V. 2, p. 564)



Note. From the NHCP Collection.

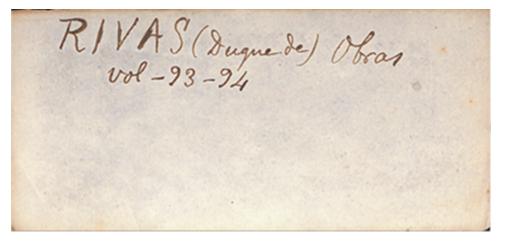


Note. From the NHCP Collection.

REFERENCE AND REMARKS

Rizal received this from Blumentritt

(Epistolario Rizalino, V. 2, p. 401)



Note. From the NHCP Collection.

Rizal to Ponce. London, 16 June 1888.

Rizal asked Mariano Ponce in Barcelona to buy for him these works

(Epistolario Rizalino, V. 2, p. 13.)

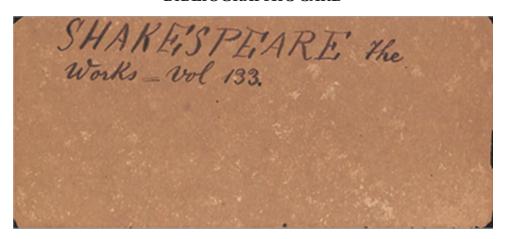


Note. From the NHCP Collection.

Rizal to Blumentritt. Berlin, 22 November 1886

Rizal translated Wilhelm Tell into Tagalog

(Epistolario Rizalino, V. 1, p. 27).

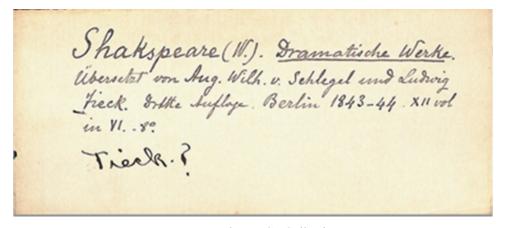


Note. From the NHCP Collection.

REFERENCE AND REMARKS

Rizal to Blumentritt Brussels, 5 July 1890

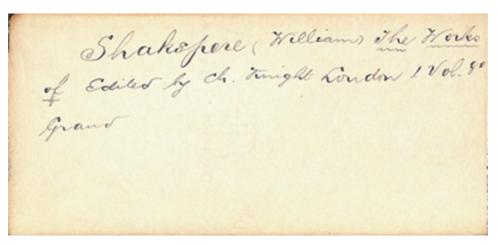
(Epistolario Rizalino, V. 2, p. 574)



Note. From the NHCP Collection.

Rizal to Blumentritt Brussels, 5 July 1890

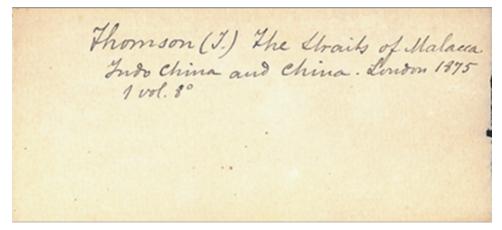
(Epistolario Rizalino, V. 2, p. 574)



Note. From the NHCP Collection.

Rizal to Blumentritt Brussels, 5 July 1890

(Epistolario Rizalino, V. 2, p. 574)

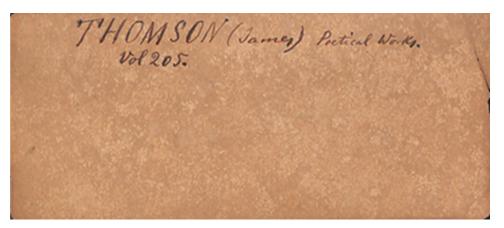


Note. From the NHCP Collection.

REFERENCE AND REMARKS

Rizal to Blumentritt Brussels, 17 April 1891

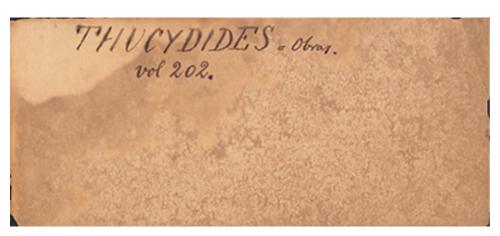
(Epistolario Rizalino, V. 2, p. 556)



Note. From the NHCP Collection.

Rizal to Blumentritt Brussels, 17 April 1890

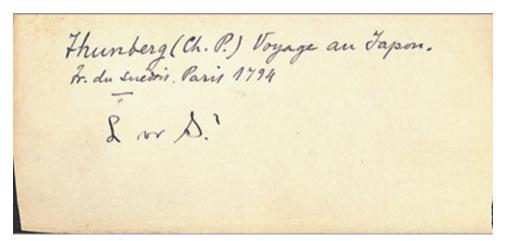
(Epistolario Rizalino, V. 2, p. 556)



Note. From the NHCP Collection.

Included in the 108 titles that he purchased from bookseller Antonio Rosés in Spain.

(Retana, 1907, p. 63)



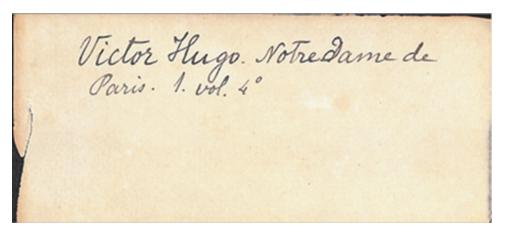
Note. From the NHCP Collection.

REFERENCE AND REMARKS

Bought by Rizal

Letter to Blumentritt Brussels, 17 April 1890

(Epistolario Rizalino, V. 2, p. 556)

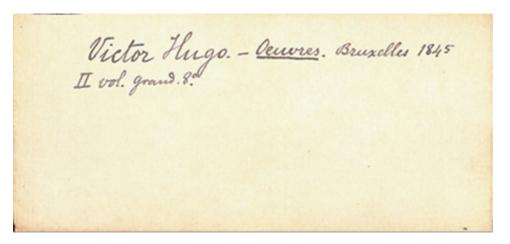


Note. From the NHCP Collection.

Letter to parents and brother Paris, 21 June 1883

Rizal visited and toured the Church of Notre Dame for 50c. He got reminded of Victor Hugo's novel.

(100 Letters of Jose Rizal, p. 104)



Note. From the NHCP Collection.

Bought the books [The Wandering Jew for 10,00 ptas and works of authors Hugo and Horacio for 2,50 ptas].

Madrid, 5 January 1884 (Retana, 1907, p. 74)



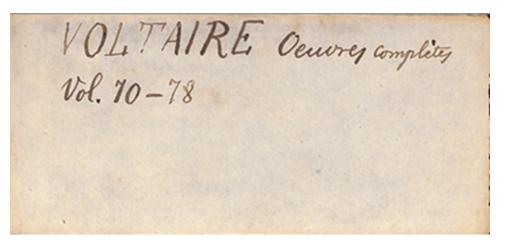
Note. From the NHCP Collection.

REFERENCE AND REMARKS

Letter to Blumentritt London, 18 August 1888

Included in the 108 titles that he purchased from bookseller Antonio Rosés in Spain. (Retana, 1907, p. 63)

(Epistolario Rizalino, V. 1, p. 289)

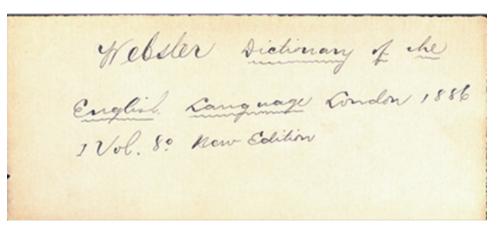


Note. From the NHCP Collection.

Letter to Blumentritt London, 18 August 1888

Included in the 108 titles that he purchased from bookseller Antonio Rosés in Spain. (Retana, 1907, p. 63)

(Epistolario Rizalino, V. 1, p. 289)



Note. From the NHCP Collection.

Letter to Basa Dapitan, 18 December 1894

Rizal asks for his English dictionary to be sent to him in Dapitan.

(Epistolario Rizalino, V. 4, p. 225)

AUTHOR BIOGRAPHIES

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WHAT DOES THE LAW SAY ABOUT THE QUALIFICATIONS OF THE DIRECTOR OF THE NATIONAL LIBRARY OF THE PHILIPPINES?

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VIEWPOINT

Abstract

This contribution explores what the law says about the qualifications of the National Library of the Philippines (NLP) director. Whether the NLP director must be a licensed librarian or not is a recurring question and requires an answer based on a careful reading of the law. This article hopes to offer the answer to the question through examining whether the NLP director performs functions which the law considers as professional functions to be assumed and performed only by a licensed librarian.

Keywords: scope of the practice of librarianship, employment of librarians

Introduction

The Philippines began to regulate the practice of librarianship and prescribe the qualifications of librarians upon the enactment of Republic Act 6966 (R.A. 6966) or the Philippine Librarianship Act in 1990. The law was later repealed by Republic Act 9246 (R.A. 9246) or the Philippine Librarianship Act of 2003 that "modernized" the practice of librarianship in the country. Under Section 4 of R.A. 9246, a librarian "refers to an individual who is a bona fide holder of a Certificate of Registration and Professional Identification Card issued by the Professional Regulatory Board for Librarians and by the Professional Regulatory Board for Librarians in accordance with this Act" (Republic Act [R.A.] 9246, 2004).

In 2017, a new director of the National Library of Philippines (NLP) appointed was subsequently assumed office. The appointment stirred a controversy in the library profession and it reached to an extent where a librarian (Vernon R. Totanes) filed a complaint before the Office of the Ombudsman in January 2018 requesting the investigate the circumstances ombudsman to surrounding the appointment. The complaint raised that the appointee "is not a librarian and, therefore, may be liable for the Illegal Practice of Librarianship' under the Philippine Librarianship Act of 2003" (Totanes, 2018). Several offices were furnished with copies of the complaint, namely, the Civil Service Commission, the Commission on Audit,

the Career Executive Service Board, the Senate, the Representatives, the Professional Regulatory Board for Librarians, the NLP, the National Commission for Culture and the Arts, the National Historical Commission of the Philippines, and the Presidential Complaint Center (Nonato, 2018). In the House of Representatives, House Resolution 1758 that was filed in March 2018 sought to rectify what it called the "unlawful appointment" of the NLP director. The resolution emphasized that it is "a most distasteful insult to all professional librarians who have devoted their lives in the faithful practice of their librarianship—a profession which deserves the same respect and recognition as all other kinds of occupations" (H.R. Res. 1758, 2018, p. 2). When asked about the issue, Assistant Director Edgardo B. Quiros of the NLP claimed in an interview in January 2018 that the position of the NLP director is beyond the coverage of R.A. 9246. He added, "the NLP is functioning not just as a library; so, therefore, its head, its top-level management was not identified as a librarian" (ABS-CBN News, 2018; Bueno, 2018).

The controversy resurfaced when the proposal advanced by the NLP director during the 20 July 2020 budget hearing of the House Committee on Basic Education and Culture drew a strong reaction from the library community. The committee tackled the provision of a proposed law mandating the creation of public libraries in all local government units. The NLP director incorrectly claimed that there are no schools or universities in the provinces that offer courses on librarianship. In order to address the challenge of hiring librarians in local government unit libraries brought about by the shortage of librarians, he proposed the hiring of teachers even those who are not necessarily licensed librarians (Adel, 2020; University of the Philippines School of Library and Information Studies, 2020). The NLP director himself later recognized that his remarks "caused quite a stir in the librarian community" (Adriano, 2020, para. 1). Thus, he felt the need to write a statement that also expressed for the first time his view on the issue of his being a non-librarian. He said:

For a person to be qualified to be a Director at the National Library of the Philippines, one does not need to be a licensed librarian. R.A. 9246 does not mandate that the Director of NLP must be a licensed librarian. No law mandates that. (Adriano, 2020)

Many in the library profession argue that his view is contrary to Section 31 of R.A. 9246 that states, "Only qualified and licensed librarians shall be employed as librarians in all government libraries" (R.A. 9246, 2004). This was the main legal basis cited by *House Resolution 1758* and the "Statement of Concern" released by the National Board of Trustees of the Philippine Librarians Association, Inc. (PLAI) in May 2017 (Philippine Librarians Association, Inc. [PLAI], 2017).

Whether the NLP director must be a licensed librarian or not is a recurring question and requires an answer based on a careful reading of the law. The present author is a lawyer who at the same time is a registered librarian. In writing this article, he hopes to contribute to gaining a clear appreciation of what the law says about the qualifications of the NLP director. The author will offer an answer to the question through examining whether the NLP director performs functions which the law considers as professional functions to be assumed and performed only by a licensed librarian.

The NLP director performs librarian's functions encompassed in the "scope of the practice of librarianship" defined under Section 5 of R.A. 9246, and thus, the position entails the practice of librarianship

A library is defined under Section 3 of Republic Act 10066 (R.A. 10066) or the National Cultural Heritage Act of 2009 as "an institution [emphasis added] where

the collection of books, manuscripts, computerized information and other materials are organized to provide physical, bibliographic and/or intellectual access to the public, with a librarian that is trained to provide services and programs related to the information needs of its clientele [emphasis added]" (2010).

As an institution, the mandate of the NLP is to be "the repository of the printed and recorded cultural heritage of the country and other intellectual, literary and information sources" (National Library of the Philippines [NLP] Annual Report 2019, n.d., Mandate section). Its mission is to "acquire, organize, conserve, and preserve Filipiniana materials and provide equitable access to library resources through a system of public libraries throughout the country" (NLP Annual Report 2019, n.d., Mission section).

The NLP is headed by the director, a position that can be traced from *Act No. 3477* of 1928. Section 6 of *Act No. 3477* mandates that the director and the assistant director shall serve as the "chief" and "assistant chief," respectively. The director performs the following functions:

- 1. Formulates and exercises the executive functions of planning, administration and enforcement of NLP policies and regulations [emphasis added].
- 2. Manages, organizes, directs= and supervises the overall operations of the NLP [emphasis added].
- 3. Implements orders from the Office of the President (OP) and directives from the National Commission for Culture and the Arts (NCCA).
- 4. Performs the functions of the NLP as a national library and central node for public libraries in the country [emphasis added].

5. Represents the NLP in local and international meetings and conferences (National Library of the Philippines, 2020a).

On the other hand, the assistant director:

- 1. Provides full assistance to the Director in the overall administration of the NLP [emphasis added].
- 2. Represents the Director in meetings and conferences within the local and global assembly.
- 3. Assists the Director in the formulation and implementation of policies and standard procedures of the NLP [emphasis added].
- 4. Supervises the hiring function of the HRD as Head of the Personnel Promotion and Selection Board.
- 5. Performs such other functions as may be assigned by the Office of the Director (National Library of the Philippines, 2020b).

Anent the enumerated number 4 function of the director, the role of the NLP in the establishment of congressional, city and municipal libraries, and barangay reading centers throughout the country as mandated under *Republic Act 7743* is, as follows:

Sec. 3. Role of the National Library. — The National Library shall provide the standard set of reference books and other materials such as but not limited to encyclopedias, dictionaries, maps and globes upon the establishment of the libraries. The National Library shall continue to supply the public libraries with [emphasis added] the other books, non-book materials, equipment supplies and other appropriate and relevant reference and reading materials taking into consideration the needs of the community concerned [emphasis added].

In the designation of cultural property, under Section 31 of the *National Cultural Heritage Act of 2009*, the NLP "shall be responsible for rare and significant contemporary Philippine books, manuscripts such as, but not limited to, presidential papers, periodicals, newspapers, singly or in collection, and libraries and electronic records" (R.A. 10066, 2010).

Examining the functions of the director together with those of the assistant director viz-a-viz the mandate, mission, and role of the NLP as an institution would show that the NLP director performs functions that are clearly well within the scope of the practice of librarianship. The same can be said about the assistant director of the NLP. This follows logic given that it is difficult to imagine how the director could lead the NLP without performing at least one of the librarian's functions enumerated under Section 5 of R.A. 9246, which are, as follows:

- SEC 5. Scope of the Practice of Librarianship. Librarianship shall deal with the performance of the librarian's functions, which shall include [emphasis added], but not be limited to the following:
- (1) Selection and acquisition of multimedia sources of information which would best respond to clientele's need for adequate, relevant and timely information [emphasis added];
- (2) Cataloguing and classification of knowledge or sources of information into relevant organized collections and creation of local databases for speedy access, retrieval or delivery of information [emphasis added];
- (3) Development of computer-assisted/computerbacked information systems which would permit online and network services;

- (4) Establishment of library systems and procedures; dissemination of information; rendering of information, reference and research assistance [emphasis added]; archiving; and education of users;
- (5) Teaching, lecturing and reviewing of library, archives and information science subjects, including subjects given in the licensure examination;
- (6) Rendering of services involving technical knowledge/expertise [emphasis added] in abstracting, indexing, cataloguing and classifying; or the preparation of bibliographies, subject authority lists, thesauri and union catalogues/lists;
- (7) Preparation, evaluation or appraisal of plans, programs and/or projects for the establishment, organization, development and growth of libraries or information centers, and the determination of library requirements for space, buildings, structures or facilities [emphasis added];
- (8) Provision of [emphasis added] professional and consultancy services or advice on any aspect of librarianship [emphasis added]; and
- (9) Organization, conservation, preservation and restoration of historical and cultural documents and other intellectual properties [emphasis added].

Examining the accomplishments of the NLP as published in its *Annual Report 2019* would yield a similar conclusion that the director including the assistant director performs functions that pertain to a librarian, and that the essence of the position of the director including the assistant director is the performance of librarian's functions. This fact cannot be obviated by calling the position as

"director." The true nature and nomenclature of the director of the NLP as an official in the Philippine civil service is that of a "chief librarian" of the NLP or the so-called "national librarian" of the Philippine public libraries system. To claim that the NLP is not a "library" *per se* is a misunderstanding of the role and essence of the NLP as a national government institution or agency. The very mandate and mission of the NLP reveal that it is a library.

The Professional Regulation Commission (PRC) on occasions conferred the *Outstanding Librarian Award* to the directors of the NLP. The award is described as:

The highest award given by the PRC to a registered Librarian for having demonstrated exceptional professional competence and integrity in the practice of one's profession as recommended by one's peers, and contributed significantly to the advancement of the profession and to the effective discharge of the profession's social responsibility through meaningful participation in socio-civic related activities. (PLAI, 2020)

In this regard, the citations for the two awardees are worth mentioning. The first was, as follows:

For her numerous achievements and contributions to the library profession through demonstrated expertise library management and administration as Director of the National Library [emphasis added]; for computerizing the Philippine National Bibliography and establishing Bookmobile Services in the country; for uncovering the pilferage of 8,000 rare historical documents and manuscripts in the National Library and their retrieval through appeals to antique dealers, collectors and the public; for establishing the Public Libraries Information Network (PUBLIN) in the public library system; and for extending full support and

cooperation to activities and programs of the different library associations and other related organizations. (Totanes, 2006, para. 2)

The citation for the second awardee was written in the following manner:

modern contributions as Director of the National Library of the Philippines [emphasis added], as Project Manager and Steering Committee member of the Philippine eLib Project and as an effective writer, publisher and resource speaker updating other librarians about their profession; for her important involvement and active leadership in various local and international professional activities which put

Filipino Librarians at the forefront of

international librarianship;... (Totanes, 2007,

para. 2)

These justifications for bestowing the Outstanding Librarian Award to two former NLP directors inescapably show that the PRC as a professional regulatory body understands that the NLP director performs librarian's functions or that there are functions of the NLP director that entail the practice of librarianship. The PRC is notably the competent authority under Section 35 of R.A. 9246 that approves the rules and regulations, the *Code of Ethics*, and the *Code of* Technical Standards for Librarians, promulgated, adopted, and issued by the Professional Regulatory Board for Librarians in furtherance of the objectives of R.A. 9246.

The spokesperson (Assistant Commissioner Ariel G. Ronquillo) of the Civil Service Commission (CSC) stated in an interview in January 2018 that no person without a corresponding license from the PRC should assume government position that involves the practice of a profession even if it is only temporarily (ABS-CBN News, 2018).

Section 26 of R.A. 9246 prohibits a non-licensed librarian to practice or assume any position that involves performing librarian's functions enumerated under Section 5 of the law

Section 26 of R.A. 9246 mandates that:

A person who does not have a valid Certificate of Registration and Professional Identification Card or a temporary/special permit from the [Professional Regulation Commission] shall not practice or [emphasis added] offer to practice librarianship in the Philippines or assume any position, which involve performing the function of a librarian as provided under Section 5 of [R.A. 9246] [emphasis added]. (R.A. 9246, 2004)

Accordingly, it was lawful and pursuant to R.A. 9246 that the 19 February 2016 NLP job vacancy posting (i.e., 3L Publication Code 325-20160219-17) expressly indicated in the "qualification requirements" for the NLP director that he or she "must be a licensed librarian" (Civil Service Commission [CSC], 2016, Qualification requirements section). It was what the NLP required since obviously that was also NLP's long-held and considered view on the matter. The NLP itself knew and understood very well that in order to effectively perform its mandate and accomplish its mission as an institution or agency, it has to be headed by a director who must be a licensed librarian.

The NLP job vacancy posting went through the scrutiny of and was sanctioned by the CSC—the central personal agency of the Philippine government under the 1987 Philippine Constitution. It is within the constitutional powers of the CSC to set the qualification standards for all officials joining the Philippine civil service. For the CSC to require that the director of the NLP "must be a licensed librarian," (CSC, 2016, Qualification requirements

section) it is not only constitutional but also legal, sound, reasonable, and well-informed. Thus, the determination of the CSC as a constitutional body about the qualification standards for the position of the NLP director deserves abidance and respect.

R.A. 9246 requires that the director of the National Library of the Philippines must be a licensed librarian

This article aimed at gaining a clear understanding of what the law says about the qualifications of the NLP director. After examining the functions of the director and situating these functions within the mandate, mission, and role of the NLP as a governmental institution or agency, it is clear that the NLP director performs librarian's functions that are encompassed in the scope of the practice of librarianship defined under Section 5 of R.A. 9246. Section 26 of the law prohibits any person to assume any position that involve performing any librarian's functions. It is of no consequence that the head of the NLP is called a "director." The law prohibits any person except a licensed librarian to perform librarian's functions or assume any position that involves performing any librarian's functions. Therefore, it is required that the NLP director be a licensed librarian. This is a view held by the NLP itself and shared by no less than the PRC as a professional regulatory body and the CSC as constitutional body serving as the central personal agency of the Philippine government.

CONCLUSION

The professionalization of librarianship has already taken great strides. R.A. 6966 or the *Philippine Librarianship Act* in 1990 began to regulate the practice of librarianship and prescribe the qualifications of librarians. The law was repealed by R.A. 9246 or the *Philippine Librarianship Act of 2003* that ensured gradually complementing the Philippine public library system with librarians qualified to administer and manage the country's public libraries.

demonstrated in the discussions of this exposition, it is erroneous to claim that the director of the NLP is beyond the coverage of R.A. 9246. Section 5 and Section 26 of R.A. 9246 set or inform the requirement that the director of the NLP must be a licensed librarian. To accept that the director falls outside the ambit of R.A. 9246 is prejudicial to the practice of librarianship as it would incrementally breed similar situations or convenient excuses where non-licensed librarians would be tolerated to occupy top-level management positions in government and private libraries simply because their positions or designations are called anything but "librarian." Perpetuating such situation would defeat the objectives of R.A. 9246 and negate the pursuit of the state policy under the law to "promote and nurture the professional growth and well-being of competent, virtuous, productive and well-rounded librarians whose standards of practice and service shall be characterized by excellence, quality, and geared towards world-class global competitiveness" (R.A. 9246, 2004, Section 2).

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A RESOURCE FOR (ASPIRING) LIBRARY AND INFORMATION PROFESSIONALS

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RESOURCE REVIEW

Book review of

Hosamani, S. (2019). Handbook of Library and Information Science. Larsen & Keller.

As the college librarian of the premier library and information science (LIS) school in the Philippines, it is typical for me to receive requests for book recommendations for students and readers who are still starting to learn about or have some little knowledge on the nature of library and information science.

In answering these inquiries, I am reminded of what Tyckoson and Dove (2014) have written regarding the librarians' task of giving recommendations:

Every time a librarian recommends one source over others—or in addition to others—we are providing readers' advisory services to our users. Since most questions do not have factual answers, we do a lot of recommending of books, databases, websites, and other resources. This is a common practice in every kind of library, even though we do not always call it readers' advisory. (p. 8)

Reiterating this point, this brief book review will provide details and some information about a reference book in LIS: *Handbook of Library and Information Science* by Dr. Satish Kumar S. Hosamani.

In this book published in 2019, Hosamani systematically and concisely presents LIS concepts, methods, and theories accompanied by examples and applications. The clear and well-defined presentation of these concepts is visibly essential to the learning and understanding of the readers, particularly LIS students who are in the preliminary stages of understanding the nature of the profession. With only 211 pages including an index, this book stays true to its being a "handbook." As defined by Reitz (2004), a handbook is "a single-volume reference book of compact size that provides concise factual information on a specific subject, organized systematically for quick and easy access" (para. 20).

Looking at the table of contents, one would see that this handbook is divided into four chapters. Each chapter contains topics connected to the main theme. The main themes seen in the chapters cover both the theoretical and practical aspects of the LIS profession—Chapter 1 provides a succinct introduction to library as an institution and library science as a discipline; Chapter 2 tackles the foundational facets of information science such as information services and sources, information management, and research methods; Chapter 3 discusses the use and importance of information and communication technologies in libraries; and lastly, Chapter 4 presents library classification and technical

services (and use of cataloging and metadata) in libraries. Each chapter has a summary, which further makes this handbook an easy read.

The visualizations used in the book make the discussions of the contents more interesting. Visualizations such as diagrams, tables, conceptual framework, etc. definitely play an essential role in defining or illustrating what the topic is all about. As Matthews (2016) explains, the appeal of visualization is not surprising, given that our brains find it easier to process information when presented as an image rather than as words or numbers. Present-day examples and data also supplement the subjects discussed. For example, one interesting topic is on the *Five Laws of Library Science* by S.R. Ranganathan where the original laws and new conceptions in the current environment are likewise presented.

Together with the discussions on the practical applications of LIS theories, this book's timeliness is another add-on. Timeliness of information is one of the criteria mentioned by Bemis (2014) in evaluating information sources, as it reflects current trends, issues, or historical perspectives. For instance, there are discussions on libraries and emerging trends (pp. 5-6, 13-14), information sources (pp. 104, 107), and technologies in the libraries such as automation (pp. 141, 143). One will also see that this book presents the current status of the profession and specializations in library and information science that are particularly helpful to those who will begin their career in this field.

Hence, this handbook provides an "orientation" to those who are about to enter the LIS profession. Fundamental topics on librarianship, technology, information science, and basic technical services in the libraries are covered. Incoming freshmen students will find this material useful, and also for those who are still trying to figure out their research topics or projects in their LIS requirements, since this material has helpful examples and applications of theories. This will also be a handy and practical source for LIS teachers in creating their modules that need concise explanations of LIS concepts and functions, especially during this time of online and flexible learning.

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YOU'RE ON MUTE: VIDEOCONFERENCING APPLICATIONS FOR ONLINE LEARNING

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RESOURCE REVIEW

We had no choice. It is rare for any kind of widespread change to be met with near-instant management buy-in and end-user adoption. Still, such was the case with educational institutions and online learning when the COVID-19 pandemic shut the doors of our physical classrooms in 2020 (Li & Lalani, 2020). It was a smooth transition for some universities that have already been using blended learning strategies, but it was a jarring shift for everyone else.

I will not pretend that the shift to online learning in its various forms heralded the beginning of a digital transformation, nor will it ignore the continuing and increasing divide brought about by the lack of access to the requisite infrastructure (financial, technical, regulatory) for digital connectivity. Taking into consideration the financial, technical, and even emotional costs involved in selecting and adapting to using a system, the "best" videoconferencing

application is the one that is readily available to an organization and its stakeholders. These applications all have the same function at their core: the ability to facilitate remote synchronous conversations through voice and video between two or more individuals.

This remote group conversation function was the driving factor for the adoption of video conferencing applications as a stand-in for traditional classroom discussion (Correia et al., 2020). This article focuses on the technical features seen in widely adapted videoconferencing platforms, but it is the responsibility of educators to utilize said features to meet certain standards of quality for online learning. As with any other information and communications technology, these applications are merely tools that supplement our more extensive information infrastructure. Some limitations may, in fact, be beneficial in the long term, such as meeting time limits for free accounts helping to combat "Zoom fatigue" by forcing breaks between meetings (Fosslien & Duffy, 2020).

Can you hear me?

An application is only as good as the individual using them. The utility and useability of videoconferencing applications are highly contextual and are best qualified through participant observation of the intended user group. Khalid and Hossan (2016) examined common concerns in the use of videoconferencing systems for education, some of which are: (1) a high learning curve with little to no start-up support; (2) changing functions and features that may behave differently from what the user has previously learned; and (3) generally making the user feel tense, awkward, uneasy, embarrassed, or inconvenienced. Of course, some of these concerns are not unique to videoconferencing applications alone and are the subject of study in humancomputer interaction research systems development.

Of the applications that saw the most growth during the COVID-19 pandemic (Enberg, 2020), those with desktop applications (Zoom, Microsoft Teams, Skype) have seen the most frequent changes and updates to their interfaces and feature sets. Applications that are usually accessed via a web browser or through a mobile device such as Google Meet, WhatsApp, and Facebook Messenger. It is challenging to maintain tutorials and start-up guides for applications with continually changing menus, and screenshots that may have applied to an older version may no longer be useful for the current one. Certain new features may also not be available or accessible to individual users who do not or whose hardware cannot update to the latest version. If your institutions have legacy hardware deployed, I recommend favoring a web-based videoconferencing application. Zoom, in particular, releases updates nearly every week and would require a continuing user support strategy to use effectively (Zoom Video Communications, Inc., 2020).

However, web-based applications may also bring different user issues. I remember when macOS Catalina came out, and I had no video in Google Meet for a week until I discovered the browser now required specific permissions to be able to access the camera. The latest versions of Mozilla Firefox, Google Chrome, and Safari may require a user to explicitly give permission to access the camera, microphone, and to share their screen depending on their security settings. This may be as simple as clicking "Agree" on a pop-up notification to something more involved as going to the browser or system preferences.

I can't find the button!

It is important to remember that user interface design for mobile applications is different from those intended for desktop, for web use, or in dedicated meeting room hardware. Consequently, features that may be available in one platform may not necessarily be available in another. This is something to remember when using features such as starting a poll in Zoom or screen sharing with the mobile version of Google Meet (while it is officially a feature, I have not had much luck with getting it to work smoothly).

A check of the Google App Store shows that Zoom is currently the most popular and downloaded business videoconferencing application, followed by Google Meet and Microsoft Teams (Google, 2020). Cisco Webex is next with significantly fewer users. An interesting observation is that the Google App Store has two separate categories for applications that can be considered video conferencing software. Zoom, Microsoft Teams, Google Meet, and Cisco Webex are considered "business" applications, while Facebook Messenger, WhatsApp, Discord, and Telegram are for "communication." This categorization is also largely reflected in the feature set of these applications, with the latter group having smaller meeting capacities and less business meeting features such as screen sharing and collaborative

annotation or whiteboarding. A reduced feature set may be an advantage depending on the application's desired use as it reduces the time needed to learn how to use the application and the information clutter a user encounters during a meeting.

This Meeting is Being Recorded

As classes moved to inside students' homes, privacy has become a pressing concern. Students may share their learning space with other members of the household or may interrupt mid-lesson with a question or a chore (National Privacy Commission, 2020). At present, there is no videoconferencing application that protects from unauthorized screenshots or video recordings. Truth be told, there is nothing to stop a determined individual from recording with a mobile phone, even which such a feature in place. Users can minimize exposure to their homes by using custom backgrounds, which is now a feature in all the common videoconferencing applications. All of these applications also offer control of camera and microphone availability.

These privacy concerns, in fact, could be used to argue against the use of videoconferencing applications in online learning. There are many remote learning models and massive open online courses (MOOCs) that do not use videoconferencing in their pedagogy. Learning management systems (LMS) may be used in place of videoconferencing to facilitate activities that have traditionally been done in a classroom, such as exam invigilation or even the discussion of routine ideas and key principles. This opens up the opportunity for videoconferencing and synchronous meetings to be used not as a way of delivering lectures, but as a complementary tool to supplement the social and participative experiences of learning that the pandemic has wrenched away from our students.

Another note of concern on the matter of privacy is the use of videoconferencing applications frequented by students in a social role outside of the classroom, such as Discord, Facebook Messenger, and WhatsApp. Care must be taken to distinguish between preference for applications in a student capacity versus a personal capacity. While some students may desire to use the same applications for simplicity and convenience, other students may want to separate applications they use in school from those they use to relax outside of school.

Leave Meeting

Selecting a videoconferencing application for online learning is not about the number of features or price of the system. The most common applications, namely Zoom, Google Meet, Microsoft Teams, Cisco Webex, and Skype share a common feature set, with Google Meet having the least amount of features in the group and Zoom the greatest number of features. To paraphrase the age-old adage, it is not about the tool but how you use it. We as educators are responsible for cultivating productive and safe learning spaces for our students outside of face-to-face instruction, and tools for synchronous conversations are just one aspect of a larger learning environment that we need to develop for an effective learning experience.

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