

## V. General Policies

**Abueva, Jose Veloso. 1977. Toward a scientific conscience: Why social scientists should be committed to the reduction of poverty and inequity in our society. Philippine Sociological Review 25(3-4):155-51. IPC. PSSC.**

The author lists 12 activities social scientists should undertake in considering the issue of poverty. Among these are: analyzing and evaluating the relevance and viability of poverty policies; assisting government leaders in conceptualizing problems of modernization; reworking myths that prejudice the poor; building concepts, theories and measures that are relevant; and enhancing methodological skills. These activities can imbue "conscience" to an otherwise "soul-less" discipline.

**Aguilar, Carmencita T. 1981. Philippine development policies and U.S. development assistance: 1972-1980. Paper submitted to the 2nd International Philippine Studies Conference, University of Hawaii at Manoa, 27-30 June. IPC.**

This paper discusses the Philippine economic development strategy from 1972 to 1980, a strategy which needed massive infusion of foreign capital and foreign resources in terms of aid, loans, trade and investments, largely from the United States. As a result of this so-called development strategy, the Philippines has become even more economically and politically dependent on the United States.

**Bautista, Germelino. 1978. Philippine rural anti-poverty programs: A documentary study. Quezon City: Institute of Philippine Culture, Ateneo de Manila University. IPC.**

The documentary study describes and evaluates major government programs designed to confront rural poverty. These programs are those undertaken with the import-substitution industrialization pattern or the so-called growth strategy. This strategy puts the Philippines into a more dependent position in the international market system. The author concludes that programs within this strategy are too limited and even illusory when viewed from the total context of contemporary Philippine development and the benefits reaching the poor within a shorter period of time are doubtful.

**Bernido, Mildred C. 1975. Social policy implications of IPC research findings, 1960-74. 8 vols. Quezon City: Institute of Philippine Culture, Ateneo de Manila University. IPC.**

These reports draw out the social policy implications of IPC research findings made between 1960-74. Four of these volumes relate to poverty. Volume I deals with agriculture and agrarian reform, and the social policy implications of these studies are as follows: (1) rural employment opportunities aside from farming must be created; (2) the loan and credit mechanisms of the land reform program need to be strengthened; (3) a more widespread and vigorous information and educational drive is needed in the countryside; (4) water management and irrigation instead of roads should be given top priority; (5) agrarian reform program can be sought through proper incentives; and (6) organized resettlement to pioneer rural areas is not advisable as a solution to agricultural problems. Volume II discusses urbanization and urban life. The reports give the following social policy implications. On the national level: (1) the adoption of a national strategy of development and modernization of a countryside, and (2) the development of provincial centers and selected secondary cities and bolstering regional cities as countermagnets of Metro Manila. On the local level: (1) the establishment of a government placement agency in low-income areas; (2) skills training; (3) creation of credit and profit-sharing schemes for the urban poor; (4) establishment and improvement of community facilities; (5) organization of low-income residents into self-help groups; (6) urban land reform and reformulation of urban land policy; (7) reconceptualization of the legal status of squatters; (8) reorientation of public thinking on squatters; (9) developing wholesome housing plans; (10) establishment of a commission to oversee ecological, settlement and similar problems in Manila; and (11) study and research on work and the role of women. Volume III touches on community development and social welfare. Some suggestions are: (1) understanding the social system in a community is necessary before program-planning; (2) consultation with the people of the community regarding their needs and problems and the solutions to such problems is imperative; (3) community development rating scale should be developed and standardized to help in determining the level of each community's need for aid; (4) elite support must be sought; (5) industries and private agencies must be motivated to take concern for community development; (6) industrial dispersal must be undertaken; (7) the Department of Social Welfare's home aide service must be extended; (8) cash assistance to households may be profitably integrated into any further home aide programs. Volume IV tackles the twin topics of human settlements and education. The more significant recommendations of the studies on human settlement are: (1) voluntary land consolidation among small farmers; (2) leadership training in depressed areas; and (3) establishment of evacuation sites for Mindanao and other refugee areas. On the educational system, some social policy implications are: (1) development of a reliable system of data gathering about children's family backgrounds in order to adapt school programs and policies with children's needs; (2) formulation of a Textbook Production Group to fill the need for better, more up-to-date and cheaper textbooks.

**Calderon, Cicero D. 1979-80. Social justice and development in the '80s. *Philippine Journal of Industrial Relations* 2(2):5-9. IIR.**

According to the author, social justice demands (1) that workers and employers should have a voice in matters that affect them, (2) that work should be performed under humane conditions, and (3) that the rural poor and the landless must be lifted up from the depths of poverty and despair. The author concludes by discussing the role of Asian trade unions in the promotion of social justice.

**Cariño, Benjamin. 1977. Regional thrust and national growth. *Philippine Sociological Review* 25(1-2):23-27. PSSC.**

The author cites the advantages of a regional approach in dealing with national development programs. The regional thrust, the author claims, (1) deals effectively with the problem of inequalities among persons and regions; (2) provides a spatial dimension to national development goals and targets; (3) provides a means with the social, economic, and financial aspects of development; and (4) offers a meaningful aspect within which "planning from below" can take place. The author then deals with some issues and problems of the approach as it applies to the Bicol River Basin Development Program.

**Cariño, Ledivina V. 1978. Some problems in the pursuit of social development in the Philippines. *Philippine Journal of Public Administration* 22(2):140-154. PSSC.**

Although the Philippine Development Plan placed the emphasis on social rather than economic goals, the struggle for priority between the two is a continuing one. An analysis of two cases — the Philippine Sinter Corporation and a proposed copper smelter plant — suggests that as long as an economic calculus is used, the structural causes of community problems are ignored, and negative social consequences are dismissed as a "local" problem, social development would be difficult to attain.

**Castillo, Gelia T. 1971. How to modernize the rural areas. *Solidarity* 6(7):13-25. IPC.**

Agricultural productivity and community development, two inter-related programs in the rural modernization process, are treated as a single problem. Gaps are pointed out in the agricultural modernization process, namely: the inability of the frontier people to obtain information, the inability of those who use information to obtain the desired level of production. On community development, there is a growing politicalization in the rural areas. In this context, appropriate modernization of the rural

sector can take place through: training present change agents for the more effective approaches of development, enlisting and recruiting other agencies of change, strengthening the barrio councils, developing marketing and processing networks to absorb excess rural produce, and intensification of information campaigns.

**Hollnsteiner, Mary Racelis. 1974. Reaching the poorest of the poor. Quezon City: Institute of Philippine Culture, Ateneo de Manila University. Typescript. IPC.**

This research note, drawn from comments of IPC researchers who have done studies on rural and urban poverty situations, aims to find out what types of programs can be initiated or supported by a private funding organization to improve the living conditions of the Philippine poor. The note describes problems such as unemployment and underemployment, high dependency rates, and low income and high expenditure patterns. In order to eliminate poverty, there is a need for basic political, economic, and social changes in the structure and organization of Philippine society and a reorientation of the value systems. It admits, however, that these processes lie beyond the power of a legitimate private organization. Therefore, it suggests that private organizations formulate anti-poverty programs which they can realistically implement. The note gives guidelines for formulating anti-poverty programs such as: (1) the creation and support for existing projects at the neighborhood or community level, for instance, granting loans at very low rates of interest, running skills-training programs, or establishing a placement bureau for the skilled or unskilled unemployed; (2) allowing local residents to define their own needs and to formulate their own strategies to meet these needs; and (3) undertaking a systematic search for groups already working effectively with the poor and determining the factors responsible for their successes, problems, or failures. The anti-poverty programs which could be formulated following these guidelines are directed specifically to the working poor as opposed to the programs appropriate for the clinically poor, that is, the elderly and mentally and physically handicapped.

**Korten, David C. 1982. Rural development programming: The learning process approach. Paper presented in the Fourth Social Forestry Forum of the BFD Upland Development Program held at the Asian Institute of Tourism on March 18, 1982, Metro Manila. IPC.**

One of the clear lessons of the 1970's has been that effective participation of the rural poor in rural development has hardly been achieved in the real world of program implementation. But as this study illustrates, there are a number of successful experiences that provide exceptions to this rule. A basis can be found in these current experiences for the formulation of more appropriate programming frameworks and methods based on a learning process approach in which program personnel share their knowledge and resources to create a "fit" between needs, actions, and the capabilities of the assisting organization.

**Korten, David C. and Felipe B. Alfonso, eds. 1981. *Bureaucracy and the poor: Closing the gap*. Singapore: Singapore National Printers Ltd. Published for the Asian Institute of Management, Manila. IPC.**

Despite three decades of development effort, an estimated 780 million people in developing countries continue to live in absolute poverty, bypassed even by these development programs intended expressly for their benefit. These program bureaucracies have remained largely unresponsive — even unaware of — either the aspirations of the poor or the conditions that sustain their poverty, while the poor remain distrustful of governments which have done so little for so long to serve their interest. In this volume, a group of management specialists examines specific program experiences from Latin America, Africa, and Asia (including the Philippines). Drawing examples from these cases, they demonstrate how the conventional bureaucratic structures and procedures of development agencies contribute to these failures, often frustrating the efforts of the most committed leaders. The management specialists argue, however, that such results are not inevitable. Instead, they develop and demonstrate innovative approaches to reorienting bureaucratic structures and procedures which support a more effective participatory style of development action.

**Lynch, Frank, Jeanne F. I. Ilo, and Jose V. Barrameda, Jr. 1976. *Let my people lead: Rationale and outline of a people-centered assistance program for the Bicol River Basin*. Quezon City: Social Survey Research Unit and the Institute of Philippine Culture. IPC.**

The purpose of this paper is threefold: to develop procedures for the construction of a socially acceptable program; to illustrate their use by designing such a program for the Bicol River Basin; and, with this program as a norm, to evaluate the *Comprehensive development plan 1975-2000* (CDP) of the Bicol River Basin Development Program. The paper concludes that the CDP scores high on the test of "intended effects," i.e., the proposed program is both *for* the poor and *from* the poor. But the CDP will be substantially improved if its authors will (1) give special attention to the role of River Basin women in development, (2) adjust the plan to take more conscious account of social problems that may seriously impede project performance, and (3) make the people's growth in self-determination a major goal of the River Basin program.

**Mangahas, Mahar K. 1976. *Equity objectives for development planning*. *Philippine Economic Journal* 15(3):439-452. UPSE.**

The paper looks into the equity objectives contained in the medium term Four Year Development Plan for 1974-1977 of the National Economic and Development Authority. The assumption of the author is that a neces-

sary condition for the planning and execution of public policies which will in fact reduce economic inequality is a heightened consciousness of present conditions coupled with the deliberate will to target for specific improvements in those conditions. It may or may not be the case that such policies will result in a slower rate of economic growth than otherwise. If not, then so much the better. But even if it may be the case, it is judged here that Filipino society of the year 2000 will be less disappointed in their economy's performance than if targeted growth had been achieved while the state of inequality had been neglected.

**Pernia, Ernesto M. 1983. An economic and social impact analysis of small industry promotion. Discussion Paper no. 8305. UPSE.**

This paper examines the effects of small-scale enterprises on economic and social development concerns with emphasis on the Philippine government's effort to promote these projects. The first part gives an overview of the Philippine small-scale industry and of the government's small-scale industry program. It reviews the relevant literature, suggests a conceptual framework, and presents a method of analysis. On the whole, the paper finds that the small industry promotion program of the government seems to have favorable impacts on employment, production/productivity, energy efficiency, and income.

**Philippine Council for Agriculture and Resources Research and Development. 1983. PCARRD research network: Research highlights 1983. PCARRD Book Series no. 5. Los Baños: PCARRD. PCARRD.**

The CORPLAN translates the NEDA national development plan of 1983-1987 into research thrusts, and supports the action programs of the Ministries of Agriculture and Natural Resources. These researches and development thrusts are based on eight major concerns, namely: food and nutrition, export generation, energy, import substitution, income generation and distribution, conservation and resource management, socio-economics and countryside development research to facilitate effective adoption of results in the rural areas.

**Philippines (Republic) Department of Social Welfare. 1970s. DSW fights poverty. Department of Social Welfare and the National Media Production Center. IPC.**

The brochure describes the integrated social welfare programs the DSW is presently undertaking to eradicate poverty. The Self-Employment Assistance Program gives financial assistance to the poor. The Day Care Services for Children provides creative group activities and supplemental feeding to children and nutritional education to mothers. The Youth for

Social and Economic Development trains the youth in productive endeavors while the Special Emphasis on Rehabilitation-Vocational Economic Social Program helps the disabled. The Motivational Outreach and Referral for Family Planning is involved in responsible parenthood programs and the Assistance to Victims of Natural Disasters and Social Disorganization helps to rehabilitate displaced families.

**Research and Publications Committee, Department of Sociology, College of Arts and Sciences, University of the Philippines. 1980. The Philippines: A critical review of policy and issues. Papers presented at the Second Annual Conference, University of the Philippines, Quezon City. IPC.**

This series of papers discusses the impact of public policy on specific aspects of Philippine society, namely: religion and state, consumer welfare, public safety in industry and transportation, environmental issues and issues in science, technology and society. Analyzing policy structures in the said areas, each article touches on civil duties, hindrances to freedom of thought and labor, and mental safety and conservation.

**Richter, Linda K. 1980. Priorities in national development: A comparative analysis of Philippine policy implementation under Martial Law. Philippine Journal of Public Administration 24(1):1-25. PSSC.**

The emergence of the new political order has directed public policy administration to priority areas and subsystems deemed vital to the achievement of governmental goals and objectives. Among the policy areas selected for analysis were land reform and tourism development which were both considered essential to national development despite their contrasting nature and purpose. A comparative analytical tool was utilized which focused on the interrelationship between a system of rule (polity) and distribution (economy) within an organization. An assessment of findings reveals the following: (1) both policy areas were being implemented within a favorable political environment with strong government support; (2) however, while the external economy for tourism development has been supportive since it has been considered as a potential source of foreign exchange, employment, and market for Philippine products, it has been inhibitive to land reform in terms of financial support, administrative capability, and leadership; (3) there is a higher percentage of actual policy making in tourism than in land reform; and (4) in terms of policy priorities, government commitment of financial and other resources appears asymmetrical and incongruent with developmental objectives.

**Rocamora, J. Eliseo, and Corazon Conti-Panganiban. 1975. Rural development strategies: The Philippine case. Quezon City: Institute of Philippine Culture, Ateneo de Manila University. IPC.**

The study assesses the approaches to rural development in the Philippines, points out the strengths and weaknesses of government programs in the past, and identifies the problems that confront agencies of rural reform. It concludes that the pace and patterns of change in rural Philippines over the past two decades have been disappointing. Some increases in productivity, employment, and income have been achieved. Education, health, and other infrastructure services have also improved. However, the distribution of benefits accruing from these achievements are marked by gross inequalities. In sum, the large majority of the population has hardly, if at all, felt the benefits of achieved change.

**Sicat, Gerardo P. 1973. Regional planning for human settlements. Solidarity 8(4):2-5. IPC.**

As a solution to the problem of migration of rural people to Manila, the author suggests the development of growth centers in various parts of the country. Ideal sites are river basins, specifically the Upper Pampanga River Basin, the Pantabangan Dam, the Bicol River Basin, the Cagayan River Basin as well as the larger river basins in Mindanao. For its part, the National Economic and Development Authority shall oversee the development of these centers in matters of planning, financial assistance through foreign borrowing, and physical resources allocation.

**Sommer, John G. and others. 1982. Philippines: Bicol Integrated area development. AID Research and Development Publication, PN-AAJ-179. USAID.**

The Bicol River Basin Development Program (BRBDP) in the Philippines is important because it melds three themes current in development thinking — a concerted focus on a discrete geographic area; systematic integration of various services down to the farm level; and income redistribution and equitable economic growth. This report assesses the BRBDP's impact, emphasizing seven A.I.D. projects. The future success of the BRBDP depends on promoting greater farmer participation, increasing farmers' productivity, and on stronger, more creative leadership from the central BRBDP Program Office.