a system of priorities which will enhance a balanced development in both the material and non-material aspects of community living. Coordinated national planning and policy formulation assures a certain degree of stability in government and in the country's economy. Coordination for community improvement sweeps down to implementation with the organization during the past few months of the Presidential Assistant on Community Development. This agency does not take over the community improvement functions of the other departments. It only makes possible that coordinated approach to the community through a common worker—the community development officer.

What does all this imply? We are a democracy. The government is only an instrument by which people may voice their will and translate their authority. The final responsibility for the improvement of the conditions of living lies with the people themselves. It is therefore, imperative that we become aware of our needs well enough to desire for the fulfillment of those needs. It is necessary that we become aware of our potential capacity to produce the goods and services with which to meet our needs. This awareness is probably the most dynamic thing in community improvement. How this awareness can be quickened is our common problem.

Sociologists have been looked upon as swivel chair thinkers, as college professors who love to peer into corners and bring out skeletons. They have been known as people who can tell why a cat died but who could not have done anything to prevent the cat from dying. It surprised me indeed to find that the sociologists are now taking an active interest in community improvement—in progress and are anxious to help in the furtherance of the development objectives. I see great possibilities for your participation in this program. You can, more than any other group keep this government constantly aware that society is a dynamic and changing thing. You can keep reminding the government that its great task is to help people keep abreast of changes and to give direction and guidance so that these changes may be utilized for the increased security and happiness of all. You can find the effects of induced technological changes which must be introduced to increase our material wealth on the "value" pattern of the people. We who have been elected by you to represent the interest of the masses of the people are eager to increase the return from economic and development. You can tell us why progress can not be faster. Or can it? We desire that these returns be used for community improvement and the furtherance of the common weal. How can this be achieved?

During this Conference, I hope you find the answer.

COMMUNITY DEVELOPMENT IN THE PHILIPPINES: OBSERVATIONS AND COMMENTS *

ROBERT A. POLSON
Visiting Professor of Rural Sociology
College of Agriculture, University of the Philippines

Professors are in the habit of starting lectures with a definition, and I do not wish to break the honored custom on this occasion.

What is Community Development?

The term "community development" designates the utilization under one single program of approaches and techniques which rely on local communities as units of action and which attempt to combine outside assistance with organized local self-determination and effort and which correspondingly seek to stimulate local initiative and leadership as the primary instrument of change.[1]

The Philippine Community Development program emphasizes certain desired goals for the improvement of barrio living. I am indebted to Dr. Robert T. McMillan of the I.C.A. staff for the following statement of them:

Principal Objectives of the Community Development Program

To assist in the development of self-government in barrios;

To increase the productivity and income of the rural population through self-help projects in agriculture and other industries;

To facilitate construction, largely on a self-help basis, of roads which will connect barrios with principal highways or feeder roads;

To provide governmental services in barrios more nearly equal to those now available in poblacions;

To promote better coordination of government services at all administrative levels;

To improve through a maximum of self-help, rural facilities for education, water-supply, irrigation, health, sanitation, housing and recreation;

To increase the educational and vocational opportunities for the adult population in rural areas;

To increase citizen awareness and action with respect to enforcement of laws on tenancy, usury, labor and other subjects; and

To take steps needed to improve morale of barrio citizens and strengthen their participation in the economic life of the nation.

The Philippine Plan

An examination of the Philippine plan reveals emphasis on certain methods of promoting improved barrio living:

First, there is an emphasis on strengthening the democratic processes of problem solving through the development of the barrio council to act:

a) as a basic unit of local government
b) as the responsible local organization for planning and promoting self-help projects and
c) as the coordinating vehicle for integrating the services of government with the efforts of barrio citizens.

Second, there is an emphasis on the aided self-help method of obtaining barrio improvement—the local people furnishing labor, and government supplementing their efforts with equipment and materials. The self-help method implies that barrio people should act in their own self interest rather than depending solely on a sponsor, whether he be politician, employer, or relative.

Third, there is an emphasis on the economic and social problems of the whole community rather than on those of selected individuals or institutions. This approach requires that project priorities be determined at the barrio level instead of in Manila, that government agents be sensitive to the needs and wishes of barrio councilmen, and that government specialists coordinate their activities sufficiently to serve the whole community.

The Philippine Community Development Program is a Special Type

The architecture of the Philippine Community Development program was designed for Philippine conditions. It is different from the programs in India, Iran, Egypt, Puerto Rico, Latin America or the United States. The village worker of India is a single-point contact through whom governmental services are channeled to rural families. Here, the barrio community development worker is one of several governmental agents contacting the Filipino villager. The Philippine development plan takes into consideration the fact that these specialized service agencies are in a more advanced stage of development than in many countries. The Philippine program combines some features of the India-type, village centered program with other features from the specialized agency approach of the United States and Canada. The Philippine program emphasizes the local unit of government—the barrio council—as the major vehicle for doing community development work at the local level. The community development worker is primarily a facilitator and stimulator. In this plan there is great dependence upon the cooperation of personnel in governmental agencies and upon their willingness to participate in integrated program activities at the barrio and municipal levels for effective over-all operation.

This new program can mean the birth of local government in the Philippines. It can mean what one sociologist termed the "institutionalization of democratic processes". It can be successful if those in charge of government services will support it and help it to succeed. It will fail if they stand on the sidelines praying for its demise.

Organizing a Staff Training Program for the Plan

The community development planners encountered and successfully dealt with some intricate problems in developing a training program for the new barrio workers. For example, one was to recruit a well-balanced instructional staff from the available specialists. Although each specialist was competent in a particular area of subject matter, he had but limited experience in community development work and needed orientation to sharpen his perception and broaden his concepts of how his specialty fitted into the larger whole of barrio improvement. Hence, the planners of the training program needed imagination and ingenuity to assemble and prepare the right combination of specialists for their purposes.

Looking ahead to future training schools and the continuing use of specialists, we can anticipate that the gradual addition of people with barrio field experience will materially help in orienting future staff members to a clearer conception of what is involved in promoting a barrio improvement program. The training staff needs to see at first hand the problems the community development worker encounters in the barrio and to appreciate the complex total plan into which a particular subject matter must fit. A beginning in supplying this orientation for the present staff members will be their participation in six weeks of supervised field work.

In a year or two it will be possible to recruit staff members from among the present trainees—trainees who have demonstrated both their ability to do barrio work and to communicate their knowledge to others.

A very crucial training problem lies ahead. The personnel of the government bureaus at the national, provincial, and municipal levels need instruction in the nature and operation of community development work. Many of them will soon become participants in the activities generated by the community development workers. They will be called upon also to serve as members of provincial and municipal community development council. Their proficiency in describing the operation of the community development program and their attitudes toward it will have as much to do with the program's success as the accomplishments of the community development workers.

A New Type of Public Servant

The Philippine Community Development program involves many governmental agencies and, to the extent it succeeds, will be the product of the effort of many public servants. The new community development worker is another member of the team with special duties assigned to him. He should not be thought of as a substitute for the present functionaries or as a new boss to give them orders. Instead, the presence of this new public servant should enable the present team of government agents to become even more effective in solving barrio problems.

The new community development worker is charged with the responsibility of helping the barrio councils become effective units of local government, representative of the interests of barrio people, informed about the resources of governmental and private agencies and skilled in organizing self-help projects. He encourages barrio people to do all they can for themselves rather than to be dependent and helpless. He teaches the barrio leaders how to obtain the services of such government agencies as the

Bureau of Agricultural Extension and the Health Units, and he also works with the local representatives of government bureaus on the Municipal Community Development Council. There, under the chairmanship of the mayor, the problems of particular barrios will be discussed and integrated plans of assistance developed. The role of coordinator attributed to the community development worker is in reality merely the encouragement of integrated programs of governmental assistance to a barrio through the voluntary cooperation of governmental personnel.

Some Basic Generalizations about the Community Development Process

Consideration of principles underlying the community development method of obtaining social action may aid in the evaluative discussions of the Philippine plan.

Professor Murray G. Ross of the University of Toronto has recently written a very helpful analysis of theories and assumptions underlying community development programs. The following ideas are taken from his recent book *Community Organization: Theory and Principles,*[2] and I commend them to you for your thoughtful consideration.

Professor Ross describes three alternative approaches to doing community development work which I present under somewhat revised titles:

1. **Programs Initiated by External Agents**

   The agent promoting change appears in a community usually on the initiative of an external sponsoring organization but seldom at the request of the local citizens. A change-agent who follows this approach proceeds by diagnosing a community's need for his services, prescribes a remedy, and urges action to accept his recommendations. This outside expert uses a variety of methods to persuade the people of the community to use the new practices he advocates. He discusses their need with the local people and uses many modern salesmanship techniques to obtain acceptance of his ideas.

2. **Coordinated Team Approach**

   This method of doing community development work is concerned with the effects of innovation as well as with obtaining its acceptance. There is a recognition of the integrated wholeness of life and of the need to consider the consequences of introducing new practices. Change-agents who hold to this point of view prefer the team approach. A group of experts representing a "balance" of points of view and areas of knowledge, introduces change as a "package", a carefully considered plan that attempts to care for the disruptions and disturbances resulting from an innovation. If a new industry is introduced, for example, the anticipated dislocations in society are offset by education, health and welfare programs.

   It is of interest to note, however, that while the "multiple" approach considers the impact of certain changes on the culture as a whole, it deals with the whole through quite distinctive parts (such as education, industry, health) as if the sum of these parts

[2] Ross, Murray G., *Community Organization: Theory and Principles,* Harper and Bros., New York, 1955.

represented the whole. There are, of course, many aspects of life in the community which relate to customs, beliefs, ceremonies, and rituals, which may be affected in a fundamental way by technical changes. The units of services provided in the multiple approach seldom provide a program to facilitate adaptation or adjustment in these areas.[3]

3. **The Aided Self-help Approach**

   Here stress is laid on the need to encourage communities of people to identify their own wants and needs and to work cooperatively at satisfying them. Projects are not predetermined but develop as discussion in communities is encouraged, proceeds, and focuses the real concerns of the people. As wants and needs are defined, and solutions sought, aid may be provided by national governments or international agencies...

   In such an approach, technical change follows social movement and not vice versa. Change comes as a community sees a need for change and as it develops the will and capacity to make changes it feels desirable. Direction is established internally, rather than externally. Development of a specific project... is less important than development of the capacity of a people to establish that project.[4]

   Critics of this approach point out it is often slow to generate action and that the action taken is not easily controlled by experts or governments.

   An excellent illustration of the aided self-help approach comes from Egypt.

   Mohamed S— was different from any other government official the *fellaheen* had ever known. He didn't collect taxes. He was not interested in catching criminals. He just walked around the village, talking to people and helping them with whatever task they happened to be doing.

   At first, the *fellaheen* were suspicious, but as time went on, they began to take him for granted and no longer fell silent when he joined a group of them.

   One day, he came upon three *fellaheen* angrily discussing their school fines. It was bad enough that the children must go to school in another village three miles away, but it was worse that the fathers must pay when the children failed to arrive. The fines were large. It would take three days' work to pay them off.

   "Why don't you build a school here?" asked Mohamed. "Then you could see that the children arrived."

   The *fellaheen* shook their heads. They had thought of that, but every inch of ground was under cultivation and could not be spared.

   "Build it over there," said Mohamed, pointing to a strip of useless swampland.

[3] Ross, Murray G., *op. cit.,* p. 11.
[4] Ross, Murray G., *op. cit.,* pp. 13-14.

Everyone laughed, nut Mohamed persisted. The land could be filled with rubbish and dirt from the streets. Level off the hills and the bumps in the roads and there would be plenty of earth to add to it. The government might loan them a truck.

The men shook their heads, but they began talking about it and soon everyone in the village was talking. Some old men, no longer able to go to the fields, began collecting the rubbish into heaps. Soon almost everyone was picking up rubbish as he walked along and the rubbish heaps grew bigger and bigger, the streets cleaner and cleaner. The truck came. The swamp disappeared.

By the time the school was built, the village was almost convinced that the government really had sent Mohamed there for no other reason than to help them. They talked to him about many other problems.

"Is the rich water of the Nile unhealthy as some have tried to claim?"

When Mohamed showed them what the water looked like under a microscope, the *fellaheen* began to talk about a well. But, again, there was the problem of finding land on which to place the central tank, and again, it was the old swampland that held the answer. Deep underground water, entirely suitable for drinking, was found beneath the filled-in land.[5]

Mohamed S—, the change-agent of our story, was of course interested in clean drinking water and a new school, but even more important was the way he promoted their attainment. He taught the villagers the process of self-help.

The Philippine Community Development Plan uses all three approaches but emphasizes the coordinated team approach and the aided self-help approach. It recognizes the value of the coming together at the national, provincial, and municipal levels of the experts from the government bureaus. This not only permits planning a multiple team approach to barrio problems but also provides for promoting the guided self-help approach through the development of the barrio councils and associated citizens' committees.

This is an effective combination of methods in the initial stages of evolving a community development program. However, as the program becomes established, the emphasis should gradually shift to the third approach: aided self-help. Such an emphasis will encourage self-reliant citizens capable of participating successfully in an expanding economy.

There are certain significant assumptions in the aided self-help approach that should be made explicit to fully appreciate its significance:

1. We assume communities of people can develop capacity to deal with their own problems

2. We assume people want changes and can change

3. We assume that people should participate in making, adjusting, or controlling the major changes taking place in their communities

---

[5] U.S. Federal Security Agency, *An Approach to Community Development*. International Unit, Social Security Administration, Washington, D.C., 1952. Quoted in Ross, Murray G., *op. cit.*, p. 15.

4. We assume that changes in community living that are self-imposed or self-developed have a meaning and a permanence that imposed changes do not have

5. We assume that a "wholistic approach" can deal successfully with problems with which a "fragmented approach" cannot cope

6. We assume that democracy requires cooperative participation and action in the affairs of the community, and that people must learn the skills which make this possible

7. We assume that frequently communities of people need help in organizing to deal with their needs, just as many individuals require help in coping with their individual problems.[6]

Research Possibilities for Sociologists

Opportunities for research projects abound in the community development program and there is a proposed plan to help finance studies of value to it. Among the numerous studies which will be wanted to aid the program, the following are recommended for your consideration.

1. The skills and understandings needed by barrio workers

   In another two years the field experience of the present trainees should furnish data on this topic.

2. The selection of barrio workers

   How should they be selected?
   Who should be selected?
   Should community development workers be college graduates or will persons with little or no training beyond high school make the best barrio workers?

3. The conditions and influences that will change the attitudes of dependence to independence

   Will barrio people turn from dependence upon power leadership to the support of group leadership—a requirement if the self-help emphasis of the community development plan is to be successful?

4. The factors associated with the success or failure of the Municipal Community Development Councils

   This is probably a good place to test the possibility of co-ordinated government services to barrios.

5. The social organization of barrios in the several regions of the Philippines

   The need for detailed comparative studies in this area has been apparent on numerous occasions during the current training program. Such information is needed to instruct the trainees in the strategy of change, and to analyze the leadership patterns to determine who influences whom. It is needed to plan meaningful supervised field work. The analysis of the social structure of the barrio should have top priority in this list of research areas.

---

[6] Ross, Murray G., *op. cit.*, pp. 85-92.

6. The process of doing community development work

A ruthless recording of the steps in the development of a project from the arrival of the barrio community development worker through the resistances and acceptances, the successes and failures, to the point of accomplishment would yield some exceptionally helpful information.

Summary

The Philippine Community Development Plan proceeds from the assumptions previously listed and incorporates some desirable features that take into consideration basic approaches to effective social change.

1. The plan uses basic of the social structure as its major units of operation, i.e., the barrio and the municipality.

2. The plan uses elected local leadership to sponsor innovations rather than depending solely upon promotion by external agents.

3. The plan recognizes the role of a general barrio worker as a facilitator and stimulator of change as distinct from the role of a technical specialist.

4. The plan approaches barrio problems from the integrated wholeness of life point of view.

5. The plan encourages the aided self-help approach to barrio improvement with its concomitant requirement of local determination of project priorities.

6. The plan provides for using coordinated teams of experts to capitalize on the accumulated knowledge and experience of the capital agencies.

There are two crucial points in the development of the plan that need immediate attention. The first is to obtain the necessary agency cooperation for the successful operation of the Municipal Community Development Councils. The second is to orient government personnel at national, provincial and municipal levels about the plan and where they fit in it. This is necessary if they are to overcome their present fears and assume their rightful importance in implementing the plan.

In the overall view community development in the Philippines is a gigantic experiment in changing the philosophy of the barrio citizen from one oriented around dependency upon others to one of self-reliance and community participation.

RURAL DEVELOPMENT AND THE PHILIPPINE COMMUNITY SCHOOL

By Isabelo Tupas [*]

I. Introduction

While it may be stated that approximately seventy-five per cent of the Filipino people live in the rural areas, yet it can with perhaps equal validity be said that no portion of our population was in the past generally more overlooked, more neglected or even more exploited than our people in the rural communities of the Philippines. Aware of this low tide in the social condition of our rural people as early as ten years ago, and conversant with the truism that a democracy such as ours is only as strong as the weakest link in its constituent population, the Bureau of Public Schools in 1949 formally launched the Philippine Community School movement with its special emphasis on education and community improvement which now serves as the base of rural development.

II. The Philippine Community School

The community school is a school for the service of life. It is designed primarily as an instrument to facilitate social changes and help people adjust to them successfully. While it (a) promotes a balanced and harmonious development of school children to the end that they may grow up to become better citizens of their communities, in accordance with the Constitutional mandate, it (b) helps bring about community improvement through a program of community service and community education for adults and out-of-school youths in the community. This two-fold objective is currently being implemented through the use of indigenous materials and local sources, utilizing group dynamics and of the exploitation of self-help through the PTA's, and the *purok* organizations.

III. Results of the Community Improvement Program

Although the operation of the community school program of the Bureau of Public Schools embraces the entire public school system, its impact is mostly on life in the rural areas. During the last six years or so, the community school effort has been yielding significant results:

A. The Curriculum Offering and Other Contents of Instruction

1. The curriculum content of the community school utilizes local community resources, materials, and methods. For example, the vernacular is now being used by many divisions as a medium of the instruction in the lower primary grades. The "Laguna Approach" by which classes hold recitations in public places brings adults and children together in the study of community needs and problems through the vernacular for the improvement of community living.

---

[*] Chief, Instruction Division, Bureau of Public Schools.