

Foreword

"Negative Bureaucratic Behavior in the Philippines: Causes, Consequences and Control Measures" is a product of many years of thinking, research and collaboration by a team of faculty members of the College of Public Administration, University of the Philippines, led by Dean Raul P. de Guzman. The original issue which Dr. de Guzman wanted to pursue was the question of power and social responsibility that involves not only problems of graft and corruption but also the broader issues of ethics, commitment and performance of civil servants and political officials. Accordingly, the earliest publications of the group included two papers on the more positive type of bureaucratic behavior (Raul P. de Guzman, Ledivina V. Cariño and Aurora A. Carbonell, "Some Insights on the Problem of Self-Discipline in the Government Sector," in the *Journal's* January 1973 issue, and Ma. Concepcion P. Alfiler, "*Kami at Sina*, Universalistic vs. Particularistic Norms in Bureaucrat-Client Interaction in a Service Agency," Occasional Paper No. 2, 1975) as well as two articles focusing on the negative kind (Cariño, "Bureaucratic Norms, Corruption and Development, originally written in 1974 and published in the October 1975 issue of the *Journal*; and Cariño, "Boundary Encounters and Corruptive Behavior," presented in a conference in 1975 and published in the August 1977 issue).

The funding and other requirements of the researches for the de Guzman, Cariño and Carbonell paper and the first article of Cariño were fully borne by the College in its desire to manifest its commitment to significant moral and political issues and to show that work on such controversial topics can be pursued even under martial law conditions. The initiative bore fruit.

The study of Professor Alfiler was partially supported by a grant of the National Research Council of the Philippines while the second paper of Professor Cariño was partly funded by a joint U.P.-University of Wisconsin research grant.

In 1975 the International Development Research Centre (IDRC), Canada expressed interest in funding a comparative research study focusing on graft and corruption. Because of the sensitivity of the topic, the project was given the formal name "Negative Bureaucratic Behavior." The project development meeting was held in Baguio City, Philippines on January 1975. It was attended by eleven participants from eight countries. Four working meetings were held in 1977 and 1978 where the original ver-

sions of the seven papers in this volume were read. The First Working Meeting on Bureaucratic Behavior and Development was held in Singapore on December 10-14, 1975; the Second Working Meeting in Pattaya, Thailand on January 18-23, 1977; the Third Working Meeting in Singapore on November 22-26, 1977; and the Fourth Working Meeting in Hongkong on August 25-29, 1978. Each of these papers was also presented in at least one other seminar before academicians, bureaucrats, public officials and other interested persons:

<i>Paper</i>	<i>IDRC Working Meeting</i>	<i>Other Seminars</i>
Ledivina V. Cariño, "The Definition of Graft and Corruption and the Conflict of Ethics and Law"	Second	Seminar on Bureaucratic Behavior and Development, U.P. College of Public Administration, October 5, 1977
Jose N. Endriga, "Historical Notes of Graft and Corruption"	Second	— do —
Ma. Concepcion P. Alfiler, "Administrative Measures Against Bureaucratic Corruption: The Philippine Experience"	Second	— do —
Raul P. de Guzman and Rizalino Viñeza, "Bureaucratic Behavior and Development: A Case Study of Supply Management in a Philippine Government Agency"	Third	— do —
Leonor Magtolis-Briones, "Bureaucratic Behavior and Development: The Case of the Bureau of Internal Revenue"	Third	— do — Weekly Research Seminar Workshops with the Multi-Media, NSDB/ORC, University of the Philippines, October 8, 1977
Victoria A. Bautista, "Negative Bureaucratic Behavior in the Regulation of Taxicab Business: The Case of the Board of Transportation"	Fourth	U.P. College of Public Administration In-House Seminar, June 16, 1978
Ledivina V. Cariño and Raul P. de Guzman, "Negative Bureaucratic Behavior in the Philippines: The Final Report of the IDRC Philippine Team"	Fourth	Seminar with Policy Makers, U.P. College of Public Administration, August 18, 1978; Media Seminar, Asian Institute of Tourism, December 8, 1978; World Congress of the International Political Science Association, Moscow, USSR, August 12-18, 1979

These additional seminars (and many lectures to various training programs, including sessions of the Career Executive Service Development Program, Local Administration and Development Program, Command and General Staff College, National Defense College of the Philippines and programs of the Civil Service Academy and the Civil Service Commission) were intended to insure that Filipinos would know of, learn from and have a chance to review and criticize works dealing with an important topic in Philippine political life that affects us all. Thus although we hope these papers would be able to contribute to the universal literature on bureaucratic behavior, we also believe that our first responsibility is to the illumination of the dynamics of the behavior of civil servants and the improvement of the performance of the bureaucracy in the Philippines.