

A CONCEPT PAPER ON DEVELOPMENT

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To provide a framework in discussing the nature and scope of government efforts for the development of Mindanao, there is a need to conceptualize the term development, *specifically* rural development as it is appropriate to the conditions and needs of Mindanao.

The concept of rural development

Rural development refers to the process of improving man and his society through the provision of better social, economic, political, cultural and physical amenities and services. The process of improvement proceeds from a certain level to a desired level of growth across time and space. It requires a series of actions or inputs and necessitates the evolution of a system of priorities for the different aspects of development, which may vary across time and space and as the situations may demand (Development Planning, MLGCD, 1973).

Operational goals and indicators of rural development

The operational goals of rural development, according to the World Bank (1975), may be categorized as follows: improvement of productivity, and thus higher incomes for the target groups; and minimum acceptable level of food, shelter, education and health services.

To enable us to know what are expected to take place in rural development, listed below are some of the indicators of the different aspects of rural development based on the DAP training materials.

a. *Social development.* This involves maximum participation and involvement of residents in undertaking community projects; increased residents participation and improved skills in undergoing social processes — decision-making, planning, problem-solving processes; existence of harmonious cooperative relationship among residents — individually, between groups and in relation to other communities; proper coordination of activities and efforts to achieve common goals; and increased literacy.

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b. *Economic development.* In general, the families in the community have sufficient income to meet basic needs — clothing, food, shelter, education and medicine; use of scientific methods in agriculture to increase production; acquisition of needed farm implements and other equipment for community projects; improved skills in industry; establishment of a credit system that will benefit the residents of the community; developed habits and ability to handle money wisely.

c. *Political development.* This is manifested through the existence of community organizations where: (a) there is good leadership; (b) members actively participate in identifying and working out solutions to problems; and (c) members are involved in undertaking community projects. Another manifestation of political development is the existence of a structure through which the activities of various organizations are coordinated and where channels of communication are made open in the discussion of issues with the active participation of the community members. Finally, there is improved skill in goal-setting, planning, decision-making and problem-solving.

d. *Cultural development.* This includes the availability of alternative activities (to minimize vices) for wiser use of leisure time (e.g. sports development, income-generating activity); developed system of discovering and developing potentials in art, music, dance and other related fields; increased level of aspiration of the community; developed means of retaining cultural values and customs which strengthen community spirit and modifying values and attitudes which hinder development; and ability to plan and present cultural activities for the funding of community projects.

e. *Physical development.* This is achieved through the establishment of proper garbage and waste disposal system; observation of cleanliness in homes and surroundings; better road conditions and installation of drainage system; improved housing conditions and resettlement of residents in permanent sites; establishment of facilities for recreation, medical and social services; improved health conditions of residents; and adequate nutritional level of children.

Requirements for rural development

In order to achieve the goals/objectives of rural development, the following needs must be satisfied:

a. *Human development.* This is the most elusive factor in any development program. For the human element to be active in the development process, training programs have to be instituted

to provide motivation and the necessary knowledge and skills required in the development process.

b. *Material development.* Necessary in the over-all achievement of the goals of rural development is the provision of the needed physical infrastructure such as roads, irrigation system, and schools, among others.

c. *Services, both private and government.* This pertains to the development and provision of technicians, doctors, engineers, and other professionals to serve the needs of rural communities.

d. *Programs.* For rural development to operate smoothly and to succeed, all activities/projects for rural welfare have to be planned and incorporated in comprehensive development programs. This implies the importance of rural development planning, which includes the following: identification of target groups (category, number, location, and other attributes, including statement of relationship between categories and proposed project actions), project designs (package approach, comprehensive approach, or sectoral/special programs), and implementation guidelines on training, sectoral and regional planning, research, use of local government structures, promotion of institutional structures, and use of simple monitoring and evaluation systems (World Bank, 1975).

e. *Peace and order.* A vital requirement to any development undertaking is the existence of peace and order. The recognition of its importance is manifested in the PLEDGES of the operational PLAN of the New Society, in which the first letter (P) refers to Peace and Order.

f. *Improvement of government.* Specifically, this refers to the improvement of leadership not only at the national level but at the local government levels as well. This implies the selection of qualified and dedicated leaders, with appropriate training and orientation in the art and science of local government administration/local or rural development.

g. *Leaders and managers.* Not only do we need leaders in the government, but also in community affairs. For rural development to move forward, it is necessary to discover and develop leaders and managers who will lead and manage such institutions as co-operatives, farmers' associations, civic organizations, brigades, and the like, to such an extent that they will be able to contribute fully to the achievement of the goals of rural development.

Categorization of Needs (Mosher)

- a. *Essentials*: changing technology, market for farm products and incentives, transportation, credit facilities and agricultural supplies and equipment.
- b. *Accelerators*: education, peace and order, national policies and programs, organization or group action (formal or informal), and infrastructure.

Approaches to rural development

1. *Sectoral approach*: agricultural development (increased production and productivity (efficiency and increased income), industrial development (employment and increased income), and social development (housing, health, education, social welfare, social justice, etc.)

2. *Strategic approach*:

- a. *The community development approach*. Community development as an approach to the achievement of the goals of rural development focuses on the effective utilization of local initiative and resources for increased production and better living standards.
- b. *The integrated development approach*. This approach, adopted as a strategy for countryside development under the Five-Year Development Plan (1978-82), links together various factors of development such as infrastructures, farm-to-market roads, rural electrification, institutional innovations and arrangements, research and development, credit, marketing, and social services, among others. As differentiated from the community development approach, it does not specifically employ the method of self-help in the prosecution of community projects. As practiced, it combines the principles of self-help and purely government-financed projects, but more of the latter.

An example of the integrated development approach is the UPLB sponsored Area Integrated Rural and Agricultural Development Program for Quezon Province, which has the following components:

- a. Production System Development, which includes increasing coconut productivity level, coconut intercropping for increased employment and income, improving copra

- quality and price with copra dryer, self-sufficiency in rice project, semi-commercial vegetable production, livestock production, small-scale home industries promotion, and fish production.
- b. Social and Economic Institutional Development, covering food and nutrition center project, family planning education and assistance project, cooperative development for coconut and rice farmers, and cooperative development for fishermen.
 - c. Infrastructure and Transport Development, which calls for construction of road network projects, irrigation projects, water systems, and sea transport.
 - d. Ecological System Development and Control, involving reforestation project, agro-forestry project, environmental beautification, and improvement and rehabilitation of water system for domestic and farm use.
 - e. Spatial Arrangement and Management, which calls for the redistribution of some facilities (socio-economic, education, etc.) for easy access to more people.
 - f. Education and Training, covering continuing education for management and leadership in public service, continuing education for adults (management and leadership skills in production and marketing system), training for skills development (coconut fibercrafts, bamboo crafts, shellcrafts and ceramics), skills development for specific project needs, rural development school for out-of-school youth, pre-school classes, and universal education.
 - g. Commodity Development Approach focuses on the production of specific crops through the employment of available production factors such as the use of improved seeds, fertilizer, pesticides, different cultural methods, better farm implements, and others. This is suggested for use in places where the farmers have had sufficient exposure to extension teaching for which they readily respond positively (Chang, 1969).

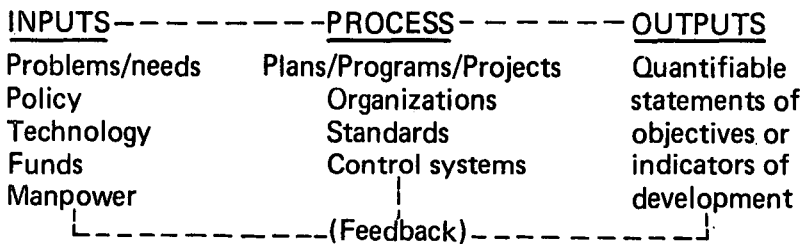
Examples of the commodity development approach in Mindanao are: Masagana 99 program, Masaganang Maisan, cotton production under the Philippine Cotton Development Corporation, and the KKK livelihood projects.

When these commodity development approaches are coordinated and integrated into the development plan of one particular area or region, they become part of the integrated development approach.

Considering that communities in Mindanao vary in their levels of development and needs, approaches should therefore vary. In other words, no single approach can possibly be used in all parts of the region, or even in the entire country. However, no matter what approach is employed, one has to view the problems of a community as an organic whole. Planning for rural development should be one that is of the comprehensive and integrated type. In this integrated approach, it is suggested that the commodity development approach be incorporated depending on the peculiar problems and needs of a certain community as a matter of emphasis. Furthermore, the integrated approach should be a mixture of both the CD approach (purely self-help) and government-financed projects to be able to reach wider group communities and create an attitude of self-reliance which is necessary in building a strong foundation of a country at the barrio or community level.

Diagrammatic presentation of a model for development

All that has been discussed in conceptualizing development may be presented briefly through the use of the following diagrammatic model for development.



The above model suggests that the actual problems/needs be properly identified and corresponding development policy formulated and issued. Also, the needed technology, manpower and funds for development must be provided.

When the inputs have been appropriately identified and provided, next comes processing wherein plans/programs and projects have to be made, the needed organization to process the inputs properly installed and trained; standards for processing made; and control system provided.

In order to properly detect flaws in the outputs, the expected results (objectives or indicators in quantifiable terms) have specifically been stated.

So that the system functions smoothly as planned, there is a need for a monitoring system that will detect the output and provide

feedback to the management so as to correct the required inputs or certain aspects of the processing component.

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