

**A Research
Framework
for
Social Policy
Development
in the
Asian Region**

Author:

Trinidad S. Osteria

July 1993

**A Research Framework
for
Social Policy Development
in the
Asian Region**

Author

Trinidad S. Osteria

Social Development Research Center

De La Salle University

Manila, Philippines

INTERNATIONAL DEVELOPMENT RESEARCH CENTRE

Ottawa • Cairo • Dakar • Johannesburg • Montevideo • Nairobi • New Delhi • Singapore

Material contained in this report is produced as submitted and has not been subjected to peer review or editing by IDRC Public Information Program staff. Unless otherwise stated, copyright for material in this report is held by the authors. Mention of a proprietary name does not constitute endorsement of the product and is given only for information.

ISBN 0-88936-703-5



Printed on recycled paper

FOREWORD

The world is going through changes unimaginable only a few years back. Well established socio-political paradigms have crumbled, and accepted development models are in doubt. In the developing world, these changes place new demands on resources, human and financial, that are already stretched thin. The impact of poverty on the capacity of individuals and societies to assume a leading role in their own change remains the main obstacle to achieving equitable and sustainable development.

The underlying human development goals of today are to achieve an ethical distribution of the available wealth, and secure equitable access to the benefits of economic growth. Pressures to reach these goals have made developing countries examine their policy-making processes, and find alternatives which rely more directly on local and community participation.

This scenario raises some critical questions about what needs to be done to build a new basis for sustainable development. There is a need to better understand, (1) how, on what basis, and with what effects decisions about the redistribution of social resources are made and implemented; (2) how to improve public policy-making in general and social policy-making in particular to achieve a greater impact on the well-being of individuals; and (3) what new forms of governance must be set in place to enhance social participation, consolidate democracy, and have a long lasting impact on eliminating poverty and facilitating human development.

This report presents a valuable overview showing how countries in the Asian region have addressed some of these issues. The report reviews the state of social policy formulation in the Philippines, Thailand, Indonesia, Vietnam and China. Based on the analysis of these experiences, the purpose is to identify priorities, issues and approaches for future research.

Daniel A. Morales-Gómez
Director
Social Policy Program
Social Sciences Division

EXECUTIVE SUMMARY

Introduction

In the 1970's, governments in the Asian region focused on economic growth as the major goal of development strategies. Such perceptions hinged on two major assumptions: (1) that gains from economic development would diffuse to the poor which would eventually raise the labor demand, increase productivity, and improve wages; so that income benefits would lead to policies such as progressive taxation and adequate provision of social services; and (2) an economic transition would initially generate capital, infra-structure and production which eventually would benefit the less privileged groups through innovation, savings, and investment. However, these hypotheses were nullified with the recognition that despite economic growth, in many countries, poverty and inequality persisted over time. Dualism resulted from the emergence of the industrial sector modeled after the western experience and the existence of the more traditional agricultural sector. Part of the inability to pursue the paths prescribed in the economic take-off is the sheer neglect of relevant social factors - education, nutrition, health, housing, and welfare services in planning for development which has been conceived by government as consumption oriented instead of investment in human resources. With the realization that inequality and poverty can deter economic growth, social programs in recent years have aimed at ensuring welfare redistribution and meeting the basic needs of the population.

Social reform has become the central theme in many programs in developing countries in Asia in the 1980s. Policy makers from the region are all contributing to a new awareness of the bonds linking the social needs to the multifarious sources and expertise to improve the quality of human life within the constraints of the economic and political milieu of the country. The field of social policy development is now in a healthy state of ferment as new ideas emerge from the experiences of researchers and planners. Any specific social policy has the following foci: (1) the desire to meet the basic needs of the people as related to the ideology of the state intervention; (2) the determination of the extent to which the social-based issues are addressed by the government; (3) the range of statutory social services provided; (4) the population coverage; (5) the level of social benefits anticipated; (6) the percentage of national income spent; (7) the orientation of social services; and more recently; (8) the role of community and non-

governmental organizations in social programs. Within the Asian context, social policy research encompasses the following areas: economics (income maintenance, agriculture, industry, land reform), education, health and nutrition, housing, and other welfare services (child care, disability, women, elderly, crime, prostitution, drug abuse etc.). The distinctive social inputs of planning in the achievement of development objectives are no longer taken for granted. A serious drawback in many countries in the region, however, is the inability to harness adequate, reliable, and accurate information for evolving social strategies and evaluating their impact on the system. Likewise, for those countries that have taken steps to facilitate social policy research and inter-disciplinary contacts, it is not known how these efforts have reflected the needs of the people and ensure benefits in return.

Social policy is an integral component of a holistic development plan and various models and strategies have evolved according to the different ideological premises. In essence, social policies, have been developed along sectoral or program lines. Social objectives have been clearly defined within the scope of the national development efforts and enunciated in the medium and long term plans of the countries. Governments of many developing countries are increasingly being concerned with the role and scope of social policy planning with the overall development scheme. How can social policies, strategies and programs be developed to meet the basic needs of the population? To what degree are the current social policies reflective of the issues and the how can these prescriptions be modified to accommodate the various social concerns with each respective country? An assessment and compilation of various data sources relevant to social policy, the analysis of current policies that have been formulated by the governments, and the perceptions of government planners on the more relevant social issues and mechanisms for policy development could provide useful inputs in evolving a paradigm that can provide insights into the social policy formulation requirements of the countries. Such an analytical framework is needed to provide coherent and comprehensive guidelines for research and social policy planning in the future.

The overall objective of this paper is to review the state of social policy formulation in selected countries of the Asian region with the goal of extricating issues, priorities, needs, and relevant methodologies that can be addressed by in future collaborative research.

Specifically, the objectives are:

- (1) Within each country, to establish a comprehensive knowledge base on social policy formulation (process and content)

that will give a succinct picture of the mechanisms, data sources, modes and implementation issues of concern;

- (2) To delineate current issues in social policy formulation that need to be addressed in the future;
- (3) To identify the lacunae of information on social policy formulation based on the linkages between the policy making issues addressed on one hand and the perceived needs expressed by policy makers and researchers; and
- (4) To delineate social policy formulation needs and priorities as well as identify focal points in policy research on a collaborative basis.

The countries that were covered included the Philippines, Indonesia, Thailand, China and Vietnam. The diversity in the situation of these countries, the variations in the rate of economic development, the political ideology and the patterns of social and cultural growth provided deep insights into the dynamics of social policy development.

Published documents were reviewed while policy makers and researchers were queried on policy formulation, research and training needs, prospects in the future, problems, and priorities. Country experiences were analyzed and synthesized to delineate differences and similarities of methodologies of social planning. Social policy was redefined in the light of the experiences in national planning focusing on the quality of life, human development welfare indices as well as the economic, political, cultural and social determinants. Some of the issues in social policy formulation were extricated such as differential perceptions of social policy, translation of objectives or goals into practice, matching of programs against resources, local level participation, management, and institutionalization of social change. Constraints faced by policy makers included lack of planning skills, centralization of the planning process, inability to represent the needs of the poor, deemphasis on social perspectives in national plans, and segmentation of cycles. Other areas of concern included sectoral integration, the role of non-government organizations, and the political factor in social policy development. Finally, a consensus was reached among policy makers that a regional network for research and information cum technical exchanges will be conducive to a more salubrious social policy planning in the region. Areas of research were defined such as mechanisms and impact of decentralization and devolution of authority, assessment of participatory approaches in social policy development, and evaluation of achievements in terms of goals and human welfare.

While considerable research has been conducted in the countries, very little has been disseminated beyond the institution that conducted the research. The packaging of the research is crucial to effective dissemination and policy formulation. There is a need to devise more innovative mechanisms for meaningful utilization of research and sharing of information across the region. The challenge to social planners in the 1990s is formidable if the human development goal is to be realized.

TABLE OF CONTENTS

Chapter		Page
I	Themes of Social Policy Development : Context for Social Policy Formulation	1
II	Country Studies - The Philippines	13
III	Thailand	39
IV	Indonesia	50
V	Vietnam	69
VI	China	81
VII	Towards a Research Framework on Social Policy Development in the Asian Region	98
	GLOSSARY	116
	FOOTNOTES	118
	BIBLIOGRAPHY	124
	APPENDICES	129
	Interview questionnaire Policy Makers Researcher	130
	Discussion Issues	133
	Aide Memoire	137
	Agenda	139
	List of Participants	142

LIST OF FIGURES

Figure		Page
1	Social Development Programme Planning Mechanism in the Philippines	16
2	Development Plan Formulation Flowchart, Philippines	17
3	Flow of Research Information Indonesia	63
4	Organization Chart for Policy Planning in Vietnam, 1991	72
5	Research Framework in Social Policy Development in Asia	105

LIST OF TABLES

Table		Page
1	Demographic Estimates for Selected Countries in East and Southeast Asia, 1991	8
2	Comparative Characteristics of Social Policy Planning in the Five Countries in the Asian Region	100

Chapter I

THEMES IN SOCIAL POLICY DEVELOPMENT: CONTEXT FOR SOCIAL POLICY FORMULATION

Introduction

A historic economic and social transformation has been occurring in the Asian region in the past four decades. The 1980's witnessed a rapid growth in the economy with an intensification in the last decade of the twentieth century that brought about modification in the administrative systems. Exceptional dynamism in many of the region's economic systems has been demonstrated and the performance of the newly industrialized economies (e.g., Korea, Taiwan, and Singapore) has been favorable. High investment rates, increased productivity, and structural shifts from agricultural to industrial economies characterized these countries.

Despite the aggregative buoyant achievements in the region, several countries are still grappling with slow economic growth, financial instability, and inequilibrium in balance of payments. Social progress has not kept pace with the economy nor are the region's social development prospects as positive as its macro-economic potentials. Such lack of congruence has been ascribed to the inability to correlate economic and social development to factors relevant to policy and program formulation. Rather than confronting social issues as an inherent component of the economic growth process, policy makers in many countries of the region conveniently latched on two unvalidated propositions: (1) the trickle down thesis which assumes that the benefits of economic development initially ascribed to the top of the social scale will ultimately diffuse to the bottom ensuring an equitable distribution of wealth in the long run; and (2) the Kuznets curve which proposes that inequities in income and wealth are a necessary precursor to economic growth and will ultimately lead to the dissolution of such disparities./1 Empirical analysis, however, did not lend credence to these assumptions.

Integrative Themes in Social Policy Formulation in the Region

The strategy for social development for the Asia and the Pacific region towards the year 2000 enunciated in the Manila Declaration was a response to the call of the constituent governments for new approaches to policy and planning that will address social development directly and comprehensively as an integral aspect of the overall development process./2 The ultimate aim of this strategy is to improve the quality of life and attain human development in the region according to the individual and collective hopes and aspirations within the purview of their cultural traditions and practices. Such goal could be achieved through three basic strategies: the eradication of absolute poverty, realization of distributive justice, and popular participation in development efforts./3 As such, priority is assigned to the disadvantaged and vulnerable social groups such as the women, children, the youth, disabled and elderly.

Poverty Eradication

Governments in the region define absolute poverty as individual or household income below a specific minimum threshold. In certain instances, other indicators include low caloric intake, low life expectancy, and illiteracy. It is felt that a fourth of the region's population is in a state of absolute poverty. Inequities in the distribution of income and wealth as well as lack of access to public services and other social "goods" are a major contributing factor in the region's endemic social discontent and instability./4

Distributive Justice

Economic disparities lead to social conflict between ethnic groups, religions, linguistic and other social groups within the region. The issue of human rights is considered a critical aspect of distributive justice which requires attention. Universal basic education, including literacy can provide the requisite awareness, understanding, communication skills and self-confidence wherein citizens can invoke their human rights. Access to the formal justice system to remedy their grievances can constitute an essential means to the end. Land reform which will provide to the landless poor the mechanism for achieving self reliance will enable the farmers to claim their societal rights. While women play a significant role in a country's

social and economic development, gender inequality prevails. Equal access to opportunities must then be ensured. The transformation of children and youth into responsible and productive citizens, the destigmatization of disabled persons to prevent systematic discrimination and the retention of the favoured position of the elderly in the light of the fragmentation of the family, and urbanization are requisites to the pursuit of the objectives of distributive justice.

Popular Participation

Popular participation pertains to the full and active contribution of the majority of the population to development. Thus, it deals with people's opportunity as individuals or community members to share their perceptions, develop intrinsic skills, and exercise leadership for their own development. Emphasis is placed on people's participation in decision making including social development policy formulation, planning, and programming. An active partnership with the government and non-governmental organizations is required to meet the needs of development and to reflect sensitivity to social conditions and cultural situation.

Non-Governmental Organizations

Non-governmental organizations include community action groups, local voluntary associations, social service agencies and religious bodies. In carrying out their work; they will need to function within the overall national policy and planning framework devised at the highest level and they have the enviable position of designing and executing programs according to the needs and expectations at the grassroots level. While lacking direct access to policy makers and planners in a formal sense, they can reflect the people's needs.

Access to Basic Services: An Approach Towards Greater Equity

Provision of basic service involves the act of making them available through the delivery by the supplying organization as well as the co production of the service by both the organizations and the clients./5

Basic needs, however, pertain to the three basic necessities of life -- food, clothing, and shelter. However, there are needs that enhance the general welfare of the people

such as medical care, education, transportation and communications; needs that improve the access to production and economic opportunities such as land, water, and capital; and needs which give a sense of security and freedom for decision making such as human rights, political participation, social security, and law./6 The problems related to increasing social access are: (1) lack of effective demand which may be a rational decision by the poor to use their meagre incomes in what they deem as the best way; and (2) problem of supply due to the competitive demand of the higher classes./7

Human Development

The basic objective of human development is to enlarge the range of people's choices to make development more democratic and participatory. These choices should include access to income and employment opportunities, education and health, as well as a clean and safe environment. Each individual should also have the opportunity to participate fully in community decisions and enjoy human, economic, and political freedom. People's priorities are dynamic and change continually as circumstances and aspirations change. While policy makers focus on economic growth as the most important dimension, this concentration is at best an oversimplification and a gross distortion of reality. Development must be woven around people wherein they will have the opportunity to invest in the development of their capabilities and put such capabilities to use in their full involvement in all aspects of life. While human development requires economic growth without which no sustained improvement in human well-being is possible, high growth rates do not automatically translate into higher levels of human development. A firm policy is required to forge a closer level between economic growth and human development./8 Restructuring for human development is likely only with a workable political strategy where the process takes place through some general approaches such as the encouragement of democratic consultation, invoking of common interest, empowerment of the weaker groups through decentralization of decision making, channelling credit to the poor, and coordination of external inputs.

Quality of Life

Two approaches in the definition of quality of life have been perceived. The basic needs approach which seeks to separate material and non material needs and arrange them in a

hierarchical order. This focuses on the fulfillment of certain minimum material requirements with little or no consideration of the non material values of a larger society as more complex entities where there exists a strong interaction between man's material and non material needs. As such, food, housing, clothing and other material needs are intricately linked to such non material needs such as identity, self fulfillment, and aesthetic satisfaction. Therefore, there is no justification for the establishment of priorities among non material and material needs./9

The analysis of the aforementioned concepts led planners to view development as a multidimensional process involving all sectors of human activity - social, economic, technical, and cultural./10 Quality of life then refers to all issues related to the satisfaction of human needs covering all aspects including material satisfaction of vital needs as well as more transcendental aspects of life such as personal development, self-realization, and a healthy eco-system./11 It has been recognized that at the national level, there is a need for a policy framework that incorporates socio-cultural and environmental concerns and related issues in development planning. Quality of life issues run the broad gamut of goals and concerns that encompass the economic, social, cultural, and political dimensions./12

Given the variations in local situations and levels of overall development, progress in social development varied by country. The lack of comprehensive documentation has prevented countries to learn from each other's experiences including innovative approaches and techniques adopted. A distillation of these experiences can provide insights into many complex issues in the development of social policy.

Human Resources Development

Development planners and policy makers have recently been convinced that high quality human resources are an essential component of economic growth. Growth with equity has been considered as a desirable means for achieving socio-political stability. Therefore, broader social parameters are taken into account recognizing that the full participation of the people is not only crucial to the attainment of individual well being but in the guarantee of national security and economic survival./13 The human resources development strategy for national development as outlined in the Jakarta Plan of Action/14 on Human Resources Development in 1988 focused on the central role

of the human being as opposed to financial, physical capital, or technology, the balanced and integrated treatment of the supply and demand factors in relation to human resources development, and an emphasis on participation in economic activity. The combination of these elements into an integrated framework for policy development and planning as well as the focus on incentives and obstacles to human resources development at the micro level are the highlights of this approach.

The Regional Issues in Policy Development¹⁵

The countries in the region vary widely in the ways they perceive and conceptualize the process of social policy development. Consequently, governments differ in the mechanism by which they assign to their respective ministries and departments the responsibility for planning social programs. Prior to social policy formulation and planning, what is required is a broader and clearer examination of the social situation of the countries and the issues emanating thereof:

1. Access to Justice

Despite attempts by governments to improve the distribution of justice, it has remained inequitable throughout much of the region. The elites get preferential access to property within the civil milieu. Bureaucratic complexities that are pervasive and the time lag for law enforcement, act as insurmountable barriers to such access. Corruption in public office and political violence dissipate people's confidence in the legal system.

2. Population Issues

The rapid rate of population growth, the shift in the age of composition, and intranational migration underlie many of the social issues confronting the region. Rapid population growth in relation to availability of resources accounts for the widespread poverty, unemployment, rural landlessness, rise of urban slums, and environmental degradation. As of mid-1991, the population of Asia encompassing the east, south-east, and south located countries numbered 3.04 billion persons with an average annual growth rate of 1.7 percent./¹⁶ Confining the analysis to Southeast Asian countries, the population totalled 452.9 million with Indonesia having 187.7 million followed by Vietnam with 68.2 million and the Philippines with 63.9 million (Table 1).

Crude birth rates have all declined to levels below 35 per 1000 population and death rates with the exception of Indonesia to levels below 10. Life expectancies are relatively high and there is a trend towards increasing urbanization and an increase in the percentage of the elderly. With advances in public health, improvement in child nutrition levels, reduced infant mortality and the access to effective contraception, reductions in fertility and mortality can be realized with appropriate programs.

3. Basic Education

Considerable progress in extending basic education and literacy to the population has been achieved. Shortages of qualified teachers, classroom space and educational materials have hampered the efforts of many governments to extend basic educational services to rural and isolated populations. Gains have likewise been achieved in reducing the prevalence of illiteracy among the adult population. Technical and vocational training provides the alternative track of secondary and post secondary education which constitute the only realistic option for advanced education for the great majority of the region's population. Priority must be assigned to the preparation of the youth for the complex technical and managerial tasks that will increasingly dominate employment patterns in industry, agriculture, and the service sector.

4. Urbanization and Human Settlement

For countries whose resources are growing less rapidly, the prospect of even faster paced urban growth represents a massive burden and a challenge if millions of people who will be migrating from the more simple rural to the complex urban environment are to escape the badly deteriorating living standards. Management of the large primate cities remain an important challenge. Individual countries are attempting through national policies and programs to grapple with the challenges of urbanization and urban shelter needs. Success varies as do approaches. Each country demonstrates some distinctive experiences but the intensity of commitment and effort as well as level of resources involved tend to be related to the overall income level and development. While a high degree of government activity with respect to human settlement has been registered by Hongkong, Korea, and Singapore, other nations that are struggling for economic survival are hard pressed to make large investments in shelter and services./17 The

Table 1

Demographic Estimates for Selected Countries in East and Southeast Asia, 1991

Country	Mid-Year Population (000's)	Crude Birth Rate (Per 1000 pop.)	Crude Death Rate (Per 1000 pop.)	Average Annual Growth Rate (%)	Infant Mortality Rate	Life Expectancy (Year)		Percentage of Population		Percentage of Urban Population
						Male	Female	0-14	65 +	
China	1,170,567	21.1	6.7	1.44	29	68.8	72.0	27.7	5.6	29.4
Indonesia	187,660	32.2	11.7	2.06	90	55.6	58.9	35.2	4.0	31.4
Philippines	63,850	31.2	7.3	2.35	42	62.7	66.5	39.8	3.4	43.2
Thailand	56,462	20.9	6.7	1.43	25	64.4	68.5	32.0	4.0	23.2
Vietnam	68,181	30.6	8.6	2.14	57	60.9	65.3	39.0	4.4	22.3

Source: 1991 ESCAP Population Data Sheet

deteriorating quality of life in most Asian cities is an issue of growing concern for governments. Overburdened infrastructure and services, proliferating slums, high population densities, pollution, traffic congestion and rising crime rates are among the most visible consequences of Asia's rapid urbanization. The unremitting exodus of most rural migrants to the large cities is worrisome since it not only fuels their growth but underlines the need for accelerated rural development in many countries. Countries have launched remedial programs and projects on numerous related fronts where activities range from work in the areas of policy, strategy, institutional framework and manpower training to the provision of basic shelter and strengthening of infrastructure and community services.

5. Social Welfare

Prime responsibility for the provision of social services and the emergency ranges of services rests with the government in its response to the deterioration of the traditional social welfare "safety net" provided by the family and community. Other social institutions such as non governmental organizations have been mobilized to increasingly supplement the role of the government. Intervention consisted largely of formal programs. Social reform has emerged as the central theme in development programs in developing countries in Asia in the 1980's. As evidenced in the numerous United Nations published documents, social policy formulation is in a state of ferment as new ideas emerge from the empirical experiences of planners. As such it was felt that any specific social policy must have the following features:

- (1) the need to meet the social needs of the people as related to the ideology of state intervention;
- (2) delineation of the extent to which the social based issues are addressed by the government;
- (3) enumeration of the range of statutory social services provided and their components;
- (4) description of the population covered and specific target groups;
- (5) enunciation of the level of social benefits anticipated;

- (6) the percentage of national income spent for social program;
- (7) the orientation of social services; and more recently;
- (8) the role of the community and non governmental organizations in social programs. Within the Asian context, social policy research encompasses economic development (income maintenance, agriculture, industry, land reform), education, health and nutrition, housing, and other welfare services (maternal and child care, disability benefits, crime prevention, care for the elderly, control of prostitution and drug abuse).

Since economic development has been covered comprehensively in national programs, it will not be discussed in this report.

The Country Studies

With the increasing realization that social policy is an integral component of a holistic development plan, various models and strategies have evolved in the constituent countries of the region based on differing ideological premises. Social policies, however, have been developed along sectoral lines and objectives of social programs have been clearly defined within the scope of national development efforts reflected in the medium and long term plans of the country. Governments are increasingly being concerned with the role and scope of social policy development within the overall development plan. How can social policies, strategies, and programs be developed to meet the basic needs of the population? To what degree are the current social policies reflective of the issues and how can policies be modified to accommodate the various social concerns of the country. A compilation of the various data sources relevant to social policy, the perceptions of government planners on the more relevant issues as well as mechanisms for policy formulation can provide useful inputs in extricating conceptual paradigms that can provide coherent guidelines for research in social policy planning in the future.

The subsequent five chapters will review the state of social policy formulation in selected countries of the Asian region -- the Philippines, Indonesia, Thailand, Vietnam, and China - with the goal of extricating issues, priorities, needs, and appropriate methodologies that can be addressed on a

multisectoral and comprehensive basis in the future.

Specifically, this report purports to:

- (1) establish a comprehensive knowledge base on social policy formulation (process and content, that will give a succinct picture of the social policy process in terms of issues, data sources, problems, and modes of implementation;
- (2) identify the lacunae of information in social policy formulation based on the knowledge of both the substantive and methodological bases of the task;
- (3) delineate needs and priorities, as well as identify the focal points for policy research; and
- (4) assess the feasibility of promoting inter- sectoral and inter-country approaches in the design and implementation of social programs.

To meet these goals, a threefold task was envisioned:

- (1) interviews of policy makers and researchers on current policies and programs on their perceptions of needs and priorities;
- (2) review of researches on social policy and
- (3) assessment of national current social policy documents focusing on scope, goals, sectors, implementation, monitoring, and evaluation.

In each country, the methodology of social policy planning will be discussed and the sequence of actions that guide the implementation of social programs will be considered.

The five countries reviewed here represent a range of experience based on varying ideologies. These country studies summarize the national concept of social development; examine institutional arrangements for policy formulation, planning, and implementation; and review innovative approaches in relation to problems and difficulties experienced.

Organization of this Report

This report is composed of seven chapters. The first chapter presents the integrative themes of social policy development and the regional issues. Chapters II to V profile each country's experience with social policy planning both in its substantive and methodological dimensions. The last chapter synthesizes the country studies and deals with the research

framework covering the major issues related to a regional social policy development strategy for Asia.

Chapter II

THE PHILIPPINES

Policy Pronouncements

Under the Medium Term Development Plan covering 1987-92, the ultimate aim of development efforts in the Philippines is the eradication of poverty and the attainment of a better life for each Filipino in an equitable and just society. Therefore, the plan addresses the fundamental problems of the people: the persistence of poverty and income inequality, high unemployment and underemployment, and urban/rural and regional disparities. The external debt crisis experienced in 1983 set back whatever gains might have been attained in the past. The fight against poverty proceeds from the commitment to the principle of upholding the human right of every person to a decent life and calls for the transformation of the people into self-reliant and productive citizens capable of actively participating in the total development effort. The government is, thus, moving toward a system that emphasizes equity, efficiency, and social justice./18

Social Development Plans

In its social development framework, the government is committed to increasing the access of the people particularly the urban and rural poor to basic social services. Special attention shall be given to women, children, and cultural communities. The government's emphasis on social justice will necessarily require an increase in budget for social services while strengthening the capabilities at the local level through the encouragement of local communities to organize and identify their own needs and tap indigenous resources toward the resolution of community problems. The promotion of small families and responsible parenthood can enhance family welfare. Social services shall be provided to ensure the rights of children and youth as well as the welfare of the elderly.

Equitable access to quality education will be enhanced and emphasis will be placed on the qualitative and phased improvement of basic education focussing on the elementary and secondary levels. Scholarship grants will be expanded and effective linkages will be fostered among public and private institutions of higher learning. Entrepreneurship and skills training will be promoted for manpower development. The private

sector will be assisted to construct housing on a continuous and self-sustaining basis for the low and middle income households. Government production will be limited to slum upgrading, squatter relocation and production of sites and services for middle income households./19

The Planning Process²⁰

In the Philippines, the major responsibility in social planning lies with a number of sectoral and specialized agencies. Such agencies include the National Economic and Development Authority (NEDA), the Department of Education, Culture, and Sports (DECS), Department of Labor and Employment (DOLE), Department of Health (DOH), Department of Social Welfare and Development (DSWD), Office of Budget and Management (OBM), Department of Finance (DOF), Commission on Population (POPCOM), National Manpower and Youth Council (NMYC), National Commission Concerning Disabled Persons (NCCDP), Council for the Welfare of Children (CWC), and the National Commission on the Role of Filipino Women (NCRFW), among others.

At the regional level, there are extensions or counterpart offices of NEDA, DECS, DSWD, DOH, DOLE, POPCOM, and NMYC. At the subregional and local levels, there are extension arms of DECS, DSWD, and DOH. Local governments in selected areas are utilized as extension arms of POPCOM.

As a means of further ensuring the achievement of the articulated social goals of the country, the Social Development Committee (SDC) was set up in 1977, to provide the needed institutional mechanism for social policy review and implementation (figure 1). The SDC is an inter-agency body based at the NEDA and serves as an advisory committee to the Cabinet on matters related to social development, but it has made little, if any, effort to correct the income and wealth distribution patterns or to actively motivate the implementation of poverty amelioration policies and programmes of the government.

The central agency responsible for the planning and coordination of development is the NEDA, which is subdivided into three technical departments or offices, namely, the Planning and Policy Office, the Programmes and Projects Office, and the Statistical Coordination Office. The Planning and Policy Office is responsible for the coordination of the medium- and long-term planning process and the formulation of policies in support of the medium- and long-term plans, including

regional development plans and policies. It coordinates the planning service units of the various sectoral agencies and ministries of the government in the formulation of the five-year and long-term development plans. The Programmes and Projects Office coordinates the programmes and projects development process, with particular emphasis on project identification, conduct of project feasibility studies, project appraisal, funds programming, project monitoring, and post-project evaluation. It coordinates with the staff bureaus of the various government agencies, selected nongovernment organizations, project proponents at all levels, and the Office of Budget and Management for purposes of project preparation, appraisal, and investment programming and prioritization. The Statistical Coordination Office coordinates with all instrumentalities of the government and with the private sector in the setting up of statistical standards and procedures in support of development planning and programme or project development. It is also responsible for compiling, computing, and projecting statistical data related to national accounts and social and economic indicators.

The development planning process starts with the issuance of a legal authority (executive order or letter of instruction) directing the NEDA to coordinate the plan formulation activity (Figure 2). An interagency cabinet committee based at the NEDA, is then created to set up the general guidelines for plan preparation. These guidelines specify the broad national objectives, policies, and strategies, as well as the preliminary macroeconomic, sectoral, and regional targets for the plan period. These guidelines are distributed to the various government entities and agencies. Central offices of sectoral agencies issue additional guidelines defining the agencies' thrusts and priorities for the time span to be covered by the plan period.

Various interagency planning committees are then organized at the national level to prepare the central government's macroeconomic and sectoral plans. Simultaneously, at the regional level, the Regional Development Councils (RDCs) translate the planning guidelines into regional objectives and preliminary targets for the use of the agency regional offices and local government units in the preparation of their respective plans. Agency plans are then consolidated into regional sectoral plans by a sectoral action group and are further integrated into a comprehensive regional plan for the particular region. The integrated regional plan is reviewed and approved by the RDC and forwarded to the NEDA Central Office for review and integration with plans from other regions. The

Figure 1

**Social Development Programme Planning Mechanism
in the Philippines**

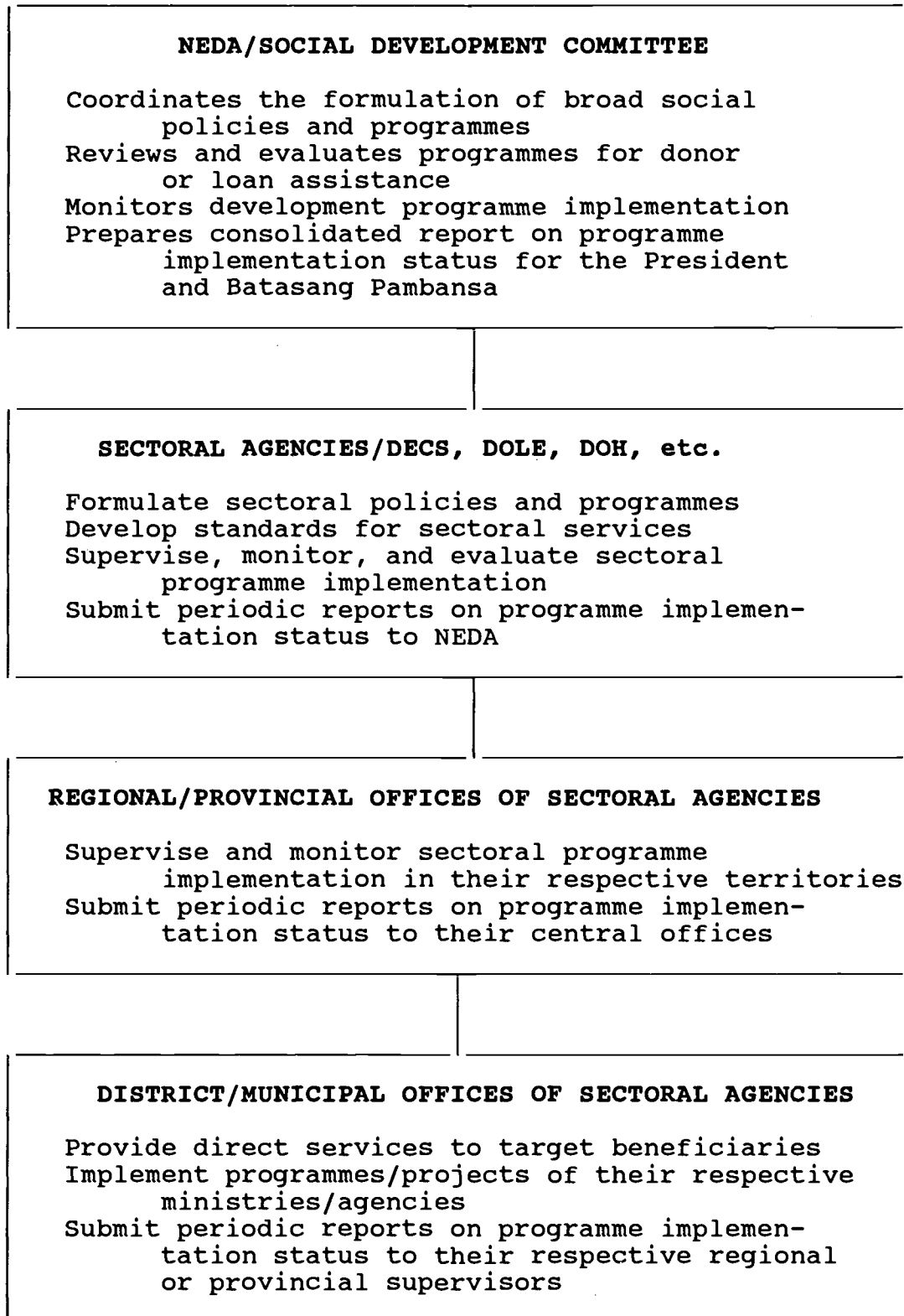
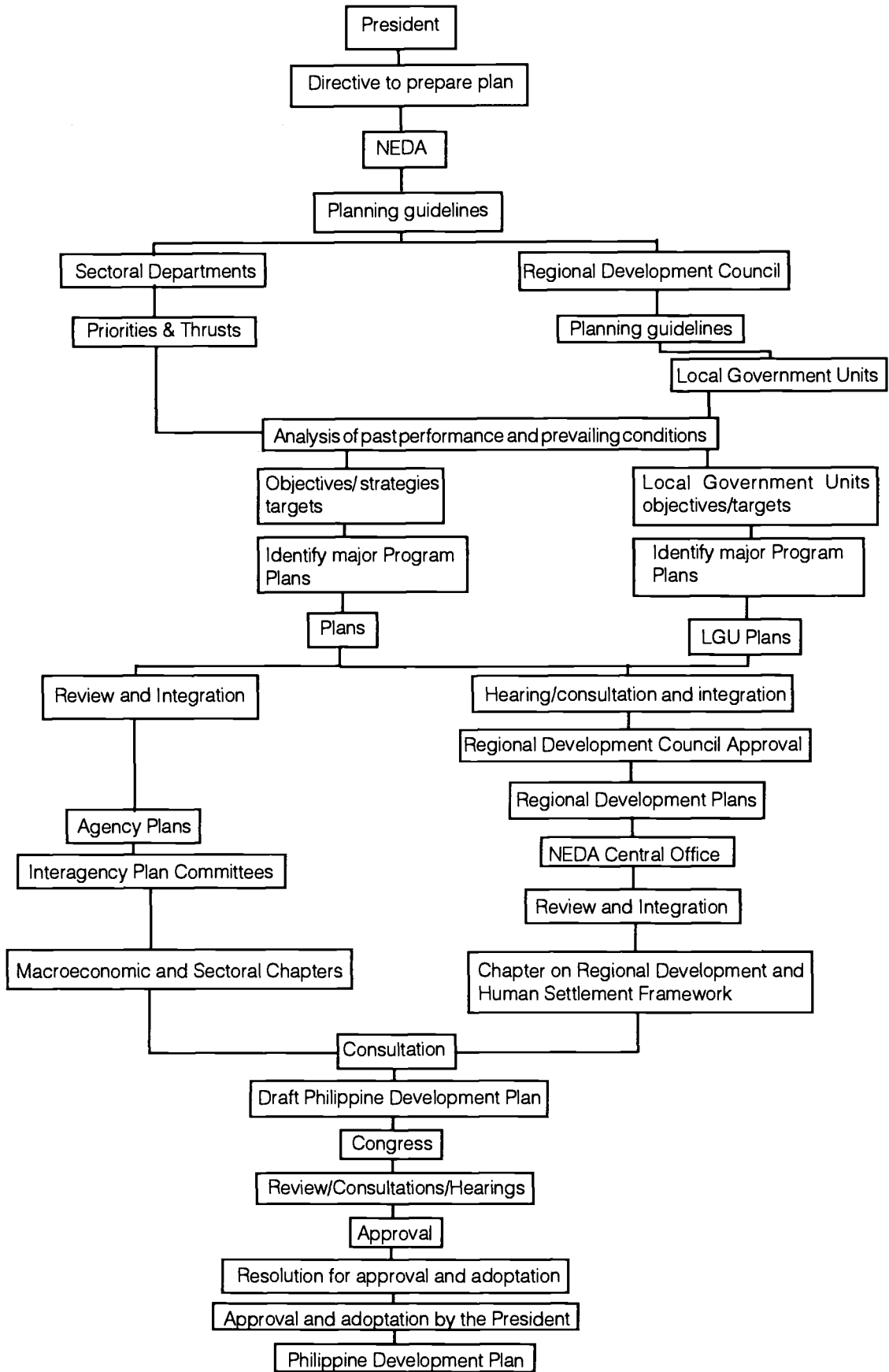


Figure 2

Development Plan Formulation Flowchart, Philippines



various integrated regional plans serve as a basis for the formulation of the regional development framework of the national plan.

The NEDA consolidates and integrates the completed macroeconomic, sectoral, and regional plans into a draft five-year Philippine Development Plan. The draft Plan is forwarded to the Congress for review and approval. Upon approval by the Congress, the President issues a legal instrument approving and adopting the Plan.

Program Planning²¹

The responsibility for translating plans into specific programmes and projects with the various implementing ministries and other government entities, including corporations and local government units. There has been no concerted effort as yet to translate the social aspects of the Plan into a comprehensive social development programme. Programme and project development tend to be randomly undertaken, based on sectoral analysis, needs assessment, or funding availability. In many cases, the programme and project preparation processes are triggered by the announcement by a funding agency of the availability of funds for particular concerns, such as women in development, child survival, or population control. In the case of locally-funded activities, the programmes tend to be limited to routine activities of specific ministries or agencies, such as provision of hospital services, education, and so on.

Programme and project proposals intended for foreign or external assistance (loans or grants) are reviewed by the NEDA and recommended for approval by the Investment Coordinating Committee, based on such criteria as socio-political sensibility, economic returns, financial requirements, debt-service requirements, readiness for implementation, and eligibility for support by the identified funding source.

Due to the random nature of the project preparation process and the close association between project preparation and funding availability, development programmes and projects may not always be wholly congruent to the broad development plans, strategies, and goals. Rather, they fall more closely within the range of priorities of various external funding agencies. Also, because of limited external resources available for social development concerns, projects developed in the social sectors tend to be limited to the provision of direct services rather than to building up people's capacity to determine and achieve

their aspirations. Investment in social development, therefore, has been limited to the provision of social services, often of an urgent or emergency nature. Very few resources or little effort have been devoted to initiate social changes or the empowerment of people so that they gain control over their lives and become self-reliant in meeting their needs.

Also, due to the sophistication of the techniques details in project preparation and evaluation, very few project development initiatives had been initiated at the local or regional levels. Major programmes and projects tend to be centrally prioritized and administered from the top. Those with appropriate technical capability for developing project proposals and conducting feasibility studies have greater chances of having projects approved. Local-level proponents, who do not generally have this expertise and ability, cannot avail of the project allocation.

The product of this planning process is a set of amorphous social programmes consisting of essential services with established sectoral standards which tend to be based on norms rather than on recipients needs. The major services provided in the so-called social development programme include: education, labour and manpower; health; nutrition; family planning; social welfare; housing; and community development.

Under the category of education and labour and manpower services, emphasis is given to the provision of universal and compulsory primary education, supporting state colleges and universities, establishing barangay high schools, promoting vocational-technical education, manpower training, and limited job placement. The education and manpower services themselves are seen as vehicles for improving man's capacity to "cope with life" through the inculcation of proper knowledge, attitudes, and skills.

The nutrition services focus on the promotion of improved nutrition and feeding practices through a multipronged strategy of food production, nutrition education, health protection, and supplemental feeding. Under the nutrition services, efforts have been made to identify priority population groups for particular nutrition services. Such groups include the physiologically vulnerable, such as infants, children, and pregnant/lactating mothers, as well as the socially and economically deprived, such as landless farm labourers, subsistence fishermen, and upland farmers, among others.

The social welfare services are primarily addressed to the most socially and economically disadvantaged groups in Philippine society which include the rural and urban poor, the abandoned, neglected, and abused children, the out-of-school youth, the disabled, the aged, and victims of natural and man-made disasters, among others. Services provided include self-employment assistance, emergency assistance, rehabilitation services, day-care services, foster care, and other special services.

The housing services focus on home financing, sites-and-services projects, low-cost housing, and slum upgrading, among others. Priority beneficiaries are middle- and lower-middle income groups who can afford the cost-sharing scheme for the services provided.

The community development services focus on organizing community groups for various social and economic activities, such as development of cooperatives, youth movements, women's movements, sports development, and support of other sectoral programmes, such as primary health care.

All of the above services are presumed to collectively address the broad and specific social problems and enhance the quality of life of the Philippine population.

Sectoral Plans

Education²²

During the Plan period 1987-92, the following objectives are addressed: (1) improvement of the quality and increase of the relevance of education and training; (2) increased access of disadvantaged groups in all education areas; (3) acceleration and development of middle and high level manpower toward economic recovery and sustainable growth; (4) inculcation of values needed for social transformation and renewal; (5) preservation, enrichment, and propagation of the cultural heritage and legacy; (6) increasing the level of awareness, interest, and participation in sports and cultural activities; and (7) maintenance of an educational system that is truly Filipino in orientation. With these objectives, targets have been raised to 99% school enrolment by 1992, and secondary school participation rates to 60% at the same time point. The internal efficiency of the school system is anticipated to improve with reduction in drop-outs, more teachers, textbooks, classrooms, and school facilities. These efficiency measures

are reflected in lower drop-outs and higher achievement scores. Allocation of resources among and within regions shall be more equitable and attention will be given to the special education needs of disadvantaged communities and disabled individuals. Non formal education shall provide alternative training opportunities for the underprivileged and disadvantaged sectors of society. Values education will be intensified. Vocational and technical education and non formal skills training shall be heavily laden with courses that will enhance self-employment. There will be an increased emphasis on science, education, indigenous research, and experimentation. Formal education subsector shall emphasize the following policies: (1) systemic scheme of student intake and progression; (2) equity in the allocation of resources based on regional needs; (3) more effective utilization of teachers and staff; (4) stronger coordination and complementation of public and private schools; and (5) improvement of management capabilities at all levels. Secondary education shall be gradually made free as an integral part of basic education. The quality of education at the tertiary level, particularly in medical and allied fields, shall be upgraded and sustained.

A major policy measure introduced in 1990 was the Second Elementary Education Project negotiated through a loan from World Bank (\$200 M). This project is aimed at increasing equity, efficiency, and quality of elementary education through a series of measures: (1) provision of educational infrastructure and materials; (2) improvement of the professional competence of teachers and school administrators; (3) expansion of basic education; and (4) farther development of the Department of Education, Culture and Sports (DECS) institutional capacities in planning and development of the elementary education subsector. Non formal education continued to concentrate on functional literary, skills development, and value formation. The following major concerns will continue to confront the education sector.

1. The need to improve the quality of education and ensure greater access to quality education at all levels taking consideration of pupils coming from low income families and the high cost of education particularly at the tertiary level.

This can be done through constant evaluation and improvement, expansion of scholarship benefits, maintenance of grants and loans, and upgrading of competencies./23

2. The need to promote greater relevance of education and training to the requirements of society, including its own manpower needs.

This challenge is to be dealt with by emphasizing the inculcation of desirable social, civic and moral values including a deep sense of nationhood and Filipinism, and tolerance in a multi-lingual society. Values education in the formal and non formal learning systems shall involve the development of the Filipino as a citizen imbued with love for God and country, respect for human rights and concern for ecological balance. The curriculum shall be enriched in cultural content in support of the decade of nationalism and culture to make education relevant and responsive to the needs of the times. The challenge for higher education system is to bridge the gap between the world of education and the world of work. An effective "manpower planning" is called for./24

The educational systems in the previous years have produced graduates trained for white collar jobs. But since the pace of economic development cannot absorb all of them, the country has created a class of educated unemployed.

3. The need to improve efficiency in the allocation of educational facilities and other resources.

Resource generation remains to be the single biggest constraint to the achievement of the goals education sectors as the various subsectors compete for meager resources. Additional budgetary support will be required for the implementation of educational programs. The improvement of the efficiency in the allocation of educational resources should consider the equitable distribution of these resources to cover the deprived and underserved areas. In a similar view, educational programs geared to the improvement of internal efficiency should consider regional needs. High rates of retention and dropouts are viewed as manifestations of poor efficiency. Efforts to eliminate grade repetition and lower dropout rates will help reduce wastage of resources and ensure internal efficiency. These efforts will include proactive measures such as the identification of potential drop-outs and development of intervention strategies to save potential school leavers./25

4. The need to strengthen inter- and intra-linkages and coordination in the DECS and with other government and non-government agencies.

The synchronization of efforts among governmental and private agencies is an essential element in the success of management. This is necessary to avoid duplication of activities and possible conflict in addressing problems. This complementation should emerge from the DECS Central office before it could establish linkages with other government and nongovernment organizations.

5. The need to meet the demands for much improved personnel welfare.

The demands of teaching and nonteaching personnel for benefits including salary increase and full implementation of the provisions of the Magna Carta for Public School Teachers have to be addressed.

6. The need to provide more teachers and classrooms.

General Objectives of the 1991 Plan²⁶

The 1991 Annual Plan will address the following objectives:

1. Improvement of the quality of education and training;
2. Increase in access of disadvantaged groups to all educational sector;
3. Acceleration of the development of the high level professions, advanced technology and skilled manpower required by national and regional recovery and development for productivity and self-reliance;
4. Acceleration of education and training of skilled manpower and associate professionals for a balanced agro-industrial development strategy which shall be increasingly rural-based.
5. Fostering of values needed in social transformation and renewal;

6. Preservation, enrichment, and propagation of the nation's desirable cultural heritage and legacy;
7. Raising of the level of awareness, interest and participation in sports and cultural activities;
8. Maintenance of an educational system that is truly Filipino in orientation, hospitable to constructive ideas from everywhere, but alert to influence inimical to national dignity;
9. Strengthening of functional and collaborative inter- and intra-linkages;
10. Keeping the members of the educational community aware of their role, responsibilities and liabilities;
11. Exploration of other avenues in meeting the demands of the teaching and non teaching personnel to increase their benefits and improve their welfare;
12. Maintenance of the present crop of effective and dynamic educational managers and continue to search for potential ones to be moved to the system; and
13. Evolution of a responsive management information system to keep the education sector informed of developments.

Policies and Strategies

The plan will continue to adopt the policies and strategies enunciated in the medium term plan, to wit:

1. Overall Policies and Strategies²⁷

- 1.1 Changes in education shall have to be both qualitative and quantitative in nature. Education content and manpower development shall be redirected in support of the goal to transform the Philippines into a newly industrialized country (NIC) by the year 2000;
- 1.2 There shall be much greater concentration of efforts to the needs of the bottom 30 percent of the population and in linking education to rural development. The Government's Program to Refocus Orientation On The Poor (Pro-Poor) which is addressed to the Low Income Municipalities per Executive

Order No. 370, effective September 25, 1989, shall be fully implemented;

- 1.3 As mandated by the Constitution, the budgetary priority shall be accorded to education;
- 1.4 A comprehensive assessment of the educational system shall be undertaken to serve as a basis for planning and policy formulation on a continuing basis;
- 1.5 Testing, monitoring and evaluation shall be intensified for quality improvement and/or upgrading;
- 1.6 Accreditation shall be used as an instrument for schools to improve quality and strive towards excellence.

2. *Formal Education*²⁸

- 2.1 The Constitutional mandate on compulsory elementary education and free secondary education shall continue to its full implementation. Educational opportunities for special groups and disadvantaged population shall be expanded;
- 2.2 Commitment to excellence in all levels of education shall continue to be pursued;
- 2.3 Values education shall not be confined to the walls of the schools but shall be fully extended to the community through school-community networking to minimize the problem wherein values taught in the schools are sometimes negated in the community;
- 2.4 Effective utilization of Program for Decentralized Educational Development (PRODED) inputs shall be maximized and the Technical-Vocational Education Project (TVEP) shall be institutionalized;
- 2.5 The Secondary Education Development Program (SEDP) shall be fully implemented to expand access to quality secondary education and improve the internal efficiency of the system;
- 2.6 The changing roles and increasing demands on teachers in all levels of education and other key education personnel for development make imperative the need to enhance their capabilities and competencies. The College Faculty

Development Program shall be implemented as stipulated in R.A. 6728;

- 2.7 A defined policy on assistance to private education shall be fully implemented;
- 2.8 Moratorium on the creation of new degree programs and on the creation of new SUCs pending completion of the comprehensive review of the educational environment shall continue to be enhanced;
- 2.9 The National Plan for Education for All (EFA) (1990-2000) and the Macro Plan for the National Agricultural Education System (NAES) shall be initially implemented;
- 2.10 The public, particularly teachers, parents, students, and local government officials, etc. shall be actively involved in planning, policy formulation and in mobilizing resources to ensure the successful implementation of educational plans and programs;

3. *Nonformal Education*²⁹

- 3.1 Nonformal education shall be given more emphasis and importance to complement the formal education system in providing learning opportunities;
- 3.2 A national long-term plan for nonformal education which is responsive to social and economic needs shall be formulated. The plan must be based on widespread public discussion and consultation;
- 3.3 A relevant manpower development program should be formulated to improve the external efficiency of educational investments;
- 3.4 Nonformal education shall be expanded and made functional to the needs of the broad mass of people including the disabled persons, non-commissioned officers and enlisted men, retired employees, etc. to enable them to play their role as productive and highly motivated citizens, leaders and members of groups engaged in common tasks of national development.

4. *Culture, Media and Sports*³⁰

- 4.1 A national policy on culture and the role of media shall be

disseminated and implemented;

- 4.2 Cultural programs/projects shall be aligned with the programs developed by the Presidential Commission on Culture and Arts (PCCA) which coordinates the national cultural activities and the cultural concerns of public and private sectors;
- 4.3 Program of activities that contribute to the accomplishments of the goals and objectives of the "Philippine Decade of Culture" and the "Decade of the Centennial of Filipino Nationalism, Nationhood and the Philippine Revolutionary Movement" shall be planned in collaboration with concerned education personnel and clientele;
- 4.4 Filipino shall be used as the dominant language of education in the school system as well as the official and general medium of communication while English shall be continuously used in consonance with the Bilingual Policy of the DECS. Local languages shall be auxiliary media of instruction in pertinent parts of the country. Indigenous materials shall be developed and utilized to enrich the curriculum;
- 4.5 An information technology plan for education shall be developed and implemented;
- 4.6 Mass media, particularly radio and low-cost instructional materials, shall be used to cope with the problem of lack of resources and to meet the educational needs understored in the national development plan.

Priority Policy and Program Thrusts for 1991³¹

In view of the challenges and targets mentioned in the Plan and the policy thrusts and priorities of the Medium Term Philippine Development Plan, the 1991 Plan articulates the following policy/program thrusts:

1. Ensuring equitable access to education and training opportunities. Special attention will be focused on low income families (the bottom 30% of the population by providing educational opportunities, both formal and nonformal, to the depressed, disadvantaged and underserved (DDUs). More scholarship grants will be provided to disadvantaged and deserving students during the plan

period.

2. Assessment of the educational system to redirect curricular contents and delivery system of education and training programs. A Senate Resolution was passed establishing a joint Executive Legislative Commission to review and assess Philippine education. This commission which was organized in 1990 serves as a forum to conduct an in-depth review of the present educational system in terms of its priorities, philosophy, goals and objectives. It is expected that a more responsive system of education will be adopted to give direction to the education sector in the pursuance of its mandate to deliver education to the population.
3. Implementation of the Education for All program to enhance universalization of primary education, the eradication of illiteracy, and continuing education. All regions are expected to come up with their regional plan of action in EFA, which plan should focus on reaching all levels of educable Filipinos.
4. Full scale implementation of the Secondary Education Development Program (SEDP). Activities of the SEDP will continue to be accelerated in 1991. Activities to be undertaken will include the implementation of the 3rd year secondary curriculum, the distribution of corresponding textbooks and instructional materials attendant to this curriculum year and the conduct of teacher training programs and awarding of local fellowships to deserving field personnel. Under the civil works component, the first and second batches of schoolbuilding packages will have been completed and the 3rd batch to be prepared for bidding.
5. Sustenance of financial assistance to private education, both at the secondary and tertiary levels. Special emphasis focused under this thrust are the expansion of the Educational Service Contracting program and the tuition fee supplement in the secondary level and the scholarships, study grants, study loans and tuition fee supplement in the tertiary level.
6. Increased emphasis on science and technology, indigenous research experimentation, and adaptation of appropriate technology to extend productivity. Continued emphasis on the promotion of science and technology shall be focused. There is a need to improve the quality of science education in the three levels for reason that achievement level in

science and mathematics is low. On the other hand, to accelerate technology transfer, the quality of technical and vocational schools should likewise be improved and upgraded.

7. Intensification of values education. Special concern is focused on the intensification of values through the Department's commitment to the National Moral Recovery Program which is a new version of "Bayan Muna, Bago and Sarili". Both the New Elementary School Curriculum (NESC) and the New Secondary Education Curriculum (NSEC), as well as the post-secondary technical and vocational programs, stress the development of values among pupils/students. Values education is likewise integrated in the revised curriculum of most higher education programs. These programs both aim to influence their present and future behavior as upright and responsible citizens in the community/society.

Assessment of the Education Policy³²

A review of the long-term performance of the educational sector reveals that while the educational system has been reasonably able to absorb the rapidly increasing school-age population, this quantitative performance has been achieved at the expense of the overall quality of basic education as indicated by the slow progress towards increasing literacy rates, and by the low survival rates and achievement levels among elementary and secondary students. Moreover, serious inequalities persist with respect to educational opportunities. These inequalities arise from the large variations in the quality of elementary and secondary education within the public school system, and the lack of access by low income students to private secondary and tertiary schools.

The budgetary allocation procedures and financing policies adopted by the DECS have contributed to the large variations in the quality of public education at both the elementary and secondary levels. Budgetary appropriations to elementary education in the past have been made in equal portions to regions on the basis of standard appropriations per student without regard to the differences in educational performance among regions as measured by large numbers of children not in school and low student achievement levels. Such a procedure effectively discriminated against region with low educational performance, thus aggravating existing inequalities in elementary education.

With respect to public secondary education, one principal factor contributing to the highly uneven quality by type of schools is related to the way such schools were financed. The financing of public secondary schools has traditionally been the responsibility of local government units. Their financial capabilities, however, varied from area to area leading to corresponding variations in the quality of secondary schools by type of schools, i.e., national, provincial, municipal and barangay.

As with basic education, a major problem in tertiary education is the inequality of opportunity stemming largely from its "quality-tuition structure" (World Bank 1988). The high quality, low tuition public tertiary institutions are seldom accessible to low income students because of stringent admission requirements. Low income students are usually at a great disadvantage compared to high income students because of the former's generally poor preparation, having come from low quality elementary and secondary schools. In the private sector, there is quite a large variation in quality as well as tuition. High quality private schools are also schools which charge high tuition, and hence, are less accessible to low income students. On the other hand, schools with low tuition which low income students can afford are also the schools with low quality, specializing in low-cost courses such as commerce. Thus, low income students have less access to high quality schools, both public and private. On the other hand, high income students have more access not only to high quality private schools but also to high quality and highly subsidized public schools.

Although information is incomplete, the overall quality of tertiary education, public as well as private, may have been gradually declining over the past 10 years or so. For one, it has been observed that the newly established state colleges and universities did not produce high quality programs comparable to the University of the Philippines System as evidenced by their much lower per student budget and poorer faculty profile (Tan 1983). With respect to private institutions, maintaining and improving quality programs have become increasingly difficult with the government's policy to restrict increases in tuition fees, the major source of income of these institutions. As a result, it has become difficult to raise teacher salaries and to maintain school facilities.

Given the above problems, what has been the policy responses of the Aquino administration? Described below are the major policy initiatives.

Intersectoral Resource Allocation: Highest Priority for Education

The declining budgetary commitment to education during the past administration has been reversed under the Aquino administration. In response to the constitutional provision giving education the highest budgetary priority, the budget of the DECS has been increased substantially since 1986. From its share of only 11 percent in 1985, the share rose to 13 percent in 1986, 16 percent in 1987, 17 percent in 1988, and 20 percent in 1989. Much of the budgetary increase thus far, however, has been used for increasing teacher salaries and other benefits, construction and upgrading of physical facilities and financing free public secondary education relative to other educational inputs. In spite of such large budgetary increases, the public educational system at the elementary and secondary levels still faces the persisting problems of inadequate facilities and teachers in view of the continued rapid expansion of enrollment.

Housing³³

Under the Medium Term Plan of 1987-92, the major features of the housing policies include:

- (1) the focus on lower income groups through improvement of lending rates, relaxation of standards and encouragement of volume production of housing units costing less than ₱100,000.00.
- (2) Special attention on urban needs by pursuing approaches such as access to financing, expansion of housing stock, revision of standards for site selection and upgrading, control of land speculation, and encouragement of employment opportunities in rural areas.
- (3) Alleviation of the plight of squatters within the framework of present laws through provision of services and stability in the form of legal titles and non-interference.
- (4) Suitable land policies that will reduce land prices, control hoarding and land speculation, release government land for low income housing, and expropriate land directly for social purposes.
- (5) Support for the informal sector through the cultivation of self-help and owner built housing and incentives to private sector developers.

- (6) Regionalization and decentralization shall be adopted to provide more contact between the government and the people wherein the processing of mortgages from government financing institutions shall be delegated to regional centers.
- (7) Coordination and cooperation with other government agencies and the public sectors to ensure greater harmony between the sources of production and availability of mortgage finance.

The major strategies include:

- (1) matching housing packages with affordability levels;
- (2) minimum government involvement in housing production by limiting the government's role to the lowest income groups;
- (3) greater private sector participation in middle and upper income housing production;
- (4) shift toward regionalization; and addressing the problem of land tenure and ownership.

Non-Government Organizations

Non government organizations shall be tapped to assist in addressing the housing problem in the form of financing for land acquisition, infrastructure, improvement, building material kit and communal facilities.

The National Shelter Program (NSP) is a comprehensive program to provide the lowest 30% of the income bracket with adequate housing facilities through affordable financing packages and security of land tenure, prevent unauthorized squatting, encourage greater private sector participation, and ensure equitable distribution of benefits.

Social Housing Act of 1991³⁴

To provide additional impetus to the implementation of the National Shelter Program, two legislations were passed by the Senate and the House of Representatives during the Fifth Session of the Congress on July 2, 1991.

House Bill No. 34310 also known as the "Urban Development and Housing Act of 1991, aims to: (a) uplift the conditions of the underprivileged and homeless citizens in the urban and resettlement areas by making available at affordable cost decent housing, basic services, and employment opportunities; (b) provide for the rational use and development of urban land; (c) set workable policies to regulate and direct urban growth and expansion towards a dispersed urban net and a more balanced urban-rural interdependence; (d) provide for an equitable land tenure System that shall guarantee security of tenure to Program beneficiaries but shall respect the rights of small property owners and ensure the payment of just compensation to seller-owners; (e) encourage more meaningful and effective people's participation in the urban development process; and (f) improve the capability of local government units in undertaking urban development and housing programs and projects.

It also provides for the identification, registration, acquisition, disposition of lands; the imposition of a social housing tax on covered lands; guidelines on actions on professional squatters and housing syndicates, and procedures on eviction, demolition and resettlement; and the implementation of a social housing program.

Senate Bill No. 234, also known as "Urban Development and Social Housing Act", aims to implement an integrated, comprehensive and continuing national program of urban development and social housing that shall make available at affordable cost decent housing and basic services to underprivileged and homeless citizens in urban and resettlement areas to promote adequate employment opportunities for them. It also aims to institute an equitable urban land system which shall rationalize land use, and optimize land utilization. Like its counterpart bill in the Lower House, the bill also provides for the components of an urban development and social housing program which shall include a system of land identification and registration, acquisition, development, management or disposition; a framework for rational development; social service provision for program beneficiaries; and balanced housing development.

The Joint Conference Committee of Congress approved the consolidated version on 28 January 1992 subject for submission to the two chambers for ratification.

Local Government Code

Recognizing the need of the decentralization of the provision of shelter services to the basic administrative units, the provision of housing assistance is one of the services to be devolved to the local government units (LGUs) as provided by Republic Act No. 7160, also known as the "Local Government Code of 1991."

Specifically, to be devolved to the provincial/city government is the provision of programs and projects for low-cost housing and other mass dwellings, except those funded by the Social Security System (SSS), Government Service Insurance System (GSIS), and the Home Development Mutual Fund (HDMF) provided that national funds for these programs and projects shall be equitably allocated among the regions in proportion to the ratio of the homeless to the population. As used in the Code, the term "devolution" refers to the act by which the National Government confers power and authority upon the various LGUs to perform specific functions and responsibilities.

In addition, the Code also provides for the city/municipality, the power to:

- a. adopt a comprehensive land use plan for the municipality/city provided that the formulation, adoption, or modification of said plan shall be in coordination with the approved provincial comprehensive land use plan;
- b. reclassify land within the jurisdiction of the municipality/city, subject to the pertinent provisions of the code;
- c. enact integrated zoning ordinance in consonance with the approved comprehensive land use plan, subject to existing laws, rules and regulations.

At the provincial level, the Sangguniang Panlalawigan is empowered to review the comprehensive land use plans and zoning ordinances of component cities and municipalities and adopt a comprehensive provincial land use plan, subject to existing laws. The Code shall take effect on 1 January 1992./35

DSWD Policy Directions and Thrusts for 1992

The passage of R.A. 7160, otherwise known as the Local Government Code of 1991, has occasioned a careful revision of

the policy directions and thrusts of the DSWD for the near future. Being one of the national government agencies which, by the said code, is devolving vast powers and responsibilities to the local government units starting 1992, the DSWD is currently undergoing a review and re-examination of its localization mission.

For the year 1992, the DSWD, as the national agency of government for social welfare and development, will pursue the following policies and thrusts:/36

1. Strengthening of the family as the key factor in the micro-approach to social development;
2. Intensification of livelihood opportunities thru productive undertakings/income-generating projects;
3. Reinforcement of the capability-building of the socially disadvantaged women;
4. Provision of timely assistance to disaster victims and strengthening the program on disaster mitigation, preparedness, relief and rehabilitation;
5. Strengthening welfare services for the care, protection and rehabilitation of children and youth;
6. Strengthening the social and vocational skills of disabled persons and the elders.

The DSWD moreover shall pursue in 1992 the above-stated thrusts and directions in relation largely to the immediate transition phase of the devolution process. It shall, however, continue to implement social welfare programs and services within the time allotted before the actual devolution is effected.

Thereafter, the Department shall implement, in accordance with the provision of RA 7160, such as substitute and/or augment services the local government units can not provide adequately. To support and sustain these thrusts, the Department shall continue to give emphasis on the following directions:

1. Reformulation of its mission to conform to the Local Government Code era based not only on the statutory mandate it has freshly received or gained from new and existing legislations but also on the unfolding trends and developments in social welfare, both in the domestic and

international scenes.

2. Ensuring the smooth turn-over of devolution of social welfare powers and responsibilities to local government units concerned, with the primary objective of ensuring continuity of needed welfare programs and services for the disadvantaged individuals, families and communities.

Welfare Services

In updating the Philippine Development Plan for 1990-92, the Department of Social Welfare and Development (DSWD) has two overall policies:³⁷

- (1) the empowerment of people to enable them to critically assess their individual/collective needs and mobilize resources towards the resolution of their problem; and (2) provision of continuing assistance for the strengthening and upgrading of capabilities of organized individuals to direct their development and manage their resources. Strategies are focused on specific concerns with groups such as:
 - 1) Community welfare and development where approaches are directed toward (a) capability building programs for the economically and socially disadvantaged to enable them to collectively define their needs and formulate solutions to their problems; and (b) mobilization of community volunteers to assist organized groups to take affirmative action in solving their problems.
 - 2) Family welfare with its two pronged approach of full adoption of the total family approach towards harnessing the potentials of each family member and the mobilization of the people towards active participation in family enrichment and counselling activities.
 - 3) Take all measures needed towards strengthening agency expertise and capabilities relative to (a) the provision of technical assistance to local government units in the field of social welfare and development; (b) training and capability building of devolved workers and NGOs; (c) strengthening monitoring functions over the implementation of social welfare programs and services by local government units and NGOs concerned; and (d) conduct research for the

development of more responsive programs and services.

- 4) Pursue study on its re-organization and revision of its goal and task systems based on the reformulated agency mission.
- 5) Strengthen interfacing and linkages with NGOs and private welfare agencies for nationwide and regional networking of social welfare services especially in augmenting services at local level.

Implementing rules and regulations, reformulated mission statement; re-organizational set-up and systems; new roles and responsibilities of various offices in the agency; key programs to be devolved and other significant procedures towards total devolution of social welfare services to attain the above-stated thrusts shall be issued to all concerns for their appropriate information and guidance.³⁸

Challenges of the 1990's

It has been perceived that by the year 2000 the following challenges will confront the social services and community development sectors:/³⁹

1. Industrialization will result in economic, social and geographical changes such that social policy response is imminent.
2. With urbanization, social groups will be uprooted or disfunctionally affected such that social programs need to be instituted.
3. There will be a demand for greater participation in decision making with increased social and political awareness of an enlightened citizenry.

Such challenges will mean the creation of new job opportunities, manpower and skills training, increased provision of social security benefits and access to basic amenities of life.

The prospects for social development in the Philippines will depend on the opportunities for dialogue and compromise among the various social and political forces. Efforts at building consensus are imperative. The agenda of social development must include both social reconciliation and a

confrontation of present inequities in the social order. Otherwise, the continuation and possible expansion of tendencies for violence will continue to sap the energy and will of the people to attend to other basic concerns./40

Chapter III

THAILAND

Evolution of the Social Planning Strategy⁴¹

Since the launching of the First National Economic Development Plan in 1961, Thailand has undergone changes in planning approaches geared towards the country's social and economic development. From a relatively uncomplicated strategy, it has evolved into a complex and comprehensive endeavor with the assumption that the benefits of economic growth will trickle down to the social stratum of society. In the fifties and the sixties, overall development was viewed as equivalent to economic development. The plan was project oriented and allocative in nature, it focused on the development projects prepared by various ministries and duly compiled by the central planning office which is the coordinating body for these projects. The time intake of these projects was 5 years or less to ensure a realistic financial allocation and program continuity. The cost benefit analysis was the tool utilized by planners in evaluating the projects. The inability to establish causality between project inputs and outcomes linked to the overall development of the country led planners to adopt the sectoral approach in the second and third plans (1967-71 and 1972-76). Projects were subsumed under specific sectors which set specific objectives and strategies. The income disparities despite economic growth in the 70's required a welfare orientation in the Third Plan (1972-76) which then adopted the social services provision approach. This became the National Economic and Social Development Plan where the office responsible for planning became the National Economic and Social Development Board (NESDB). For the first time the population policy was incorporated, it aimed at reducing the population growth rate. Family planning was subsumed under the health sector. In the Third Economic and Social Development Plan the foci were economic growth, social justice, and equitable distribution of income. Over time, it was recognized that certain development issues such as poverty and equity cannot be addressed by the sectoral approach effectively in isolation.

The Fourth National Economic and Social Development Plan for 1977-81, was a response to the need by planners to assume a realistic approach geared towards the key structural development problems and issues the country was confronting in the midst of political and socio-economic uncertainties. This represented a shift from sectoral planning towards an integrated approach

encompassing the the interrelationship among the sectoral variables. Likewise, the primary health care component was integrated within the public health sector in line with the goal of achieving health for all by the year 2000. This marked the enlargement of social development from the provision of social services utilizing the sectoral and top-down planning to accomodate human resource development which was people centered geared toward's self-reliance and popular participation.

The Fifth National Economic and Social Development Plan for 1982-86 was drafted under conditions of political and economic stability. At this time, the country had become aware of the structural problems which called for adjustments both in the economic and social sectors.

Despite macroeconomic growth, poverty remained a major issue confronting planners with 21 percent of the population below the poverty line of which 93 percent were rural residents. Furthermore, geographic variations in poverty levels existed with a larger concentration of the poor in the Northeast and Upper North areas. Therefore, the subsequent planning process was directed toward the eradication of rural poverty through intervention at the causal and geographical points.

To address the multifaceted issue of poverty, an intersectoral approach geared toward poverty alleviation and the development of rural backward areas was taken. The intersectoral approach involved four key ministries in the preparation and implementation of project activities: the Ministry of the Interior, the Ministry of Public Health, the Ministry of Education, and the Ministry of Agriculture and Cooperatives. Aside from the intersectoral thrust, an area based approach was adopted to focus on the loci of poverty concentration. This was the initial step toward the encouragement of a bottom-up, multi level planning. While the program planning approach was limited to poverty eradication and the development of backward areas, the remainder of the planning tasks were confined to the traditional sectoral and project development approaches. In the course of the planning activities, social development planning shifted toward the improvement of the quality of human resource to achieve a higher income and a better standard of living. Such approach lent toward a clear definition of objectives and strategies.

The Sixth Plan (1987-91) encompassed strategies and programs which covered the overall economic development; population; social and cultural issues, natural resources and environment; science and technology; administration; the role of

government; development of state enterprises; production system; marketing and employment; infrastructure; urban and specific areas; and rural development./42 It shifted the emphasis of social development away from planning at the macro level to the primary level. If the quality of the population is improved, the community and society will benefit as well. Thus, the emphasis of the Sixth Plan was human resource development. The program for Population, Social and Cultural Development covered plans related to the size and distribution of the population, the quality of the population and labor force, promotion of peace, and improvements in the mechanisms for social development. The Plan outlined the objectives, targets, guidelines, and major strategies. The objective was to enable the people to enhance the quality of their lives, participate effectively in economic and social development activities and adapt to the changing economic and social environment. Guidelines and strategies were as follows:

1. Improvement of the quality of the population and labor force by keeping the size and distribution of the population at a suitable level for their health welfare, access to education and training, and spiritual growth;
2. Promotion of peace in society through crime and accident prevention and the improvement of the efficiency of legal procedures and social welfare; and
3. Modification of social development mechanisms by adjusting the role of the government agencies and encouraging the active participation of the private sector, communities, and families in development activities.

The rationale for the improvement of the quality of the population and labor force, was the importance of enhancing physical and mental development./43 For children up to 5 years, the emphasis was on physical, spiritual, emotional, social, and intellectual development. For the 6 to 14 years of age, focus was placed on the improvement of the quality of formal education, preventive health care and nutrition; suitable education for intelligent and talented children, encouragement of children to finish basic education and continue to higher education; and prevention of child labor. For the 15 to 25 year group, focus was placed on the improvement of the quality of both formal and non-formal education and the solution to the problems of unemployment and underemployment among the rural and urban youth not in the formal education system. For the 26 to 59- year group, attainment of full employment and encouragement of self employment were emphasized through the imparting of

skills and capabilities of the labor force; and for the elderly (60 years and over), the government will create awareness of the problems of aging. Given the guidelines, work plans were derived to cover Education and Training Health Promotion, Spiritual and Cultural Development, and Labor Administration. Within each work plan, objectives, targets, guidelines, and measures were drafted to transform policies and programs to action programs. A strategy for the promotion of peace in society was embodied in the Sixth National Plan through crime and accident prevention and increase in the efficiency of the legal process. The Work Plan for Social Welfare was aimed at enabling the disadvantaged to help themselves through family security, occupational training, provision of information, and improved coordination between the government sectors and private organizations. During this period, the government's role will be adjusted from that of sole provider and administrator of social service activities to that of supporter of the private sector, the community, and the individual. People's participation will be invoked through campaigns by government agencies for improvement of the quality and efficiency of local organizations in rural areas, encouragement of social institutions particularly families to recognize their role and responsibility in preventing and solving social problems; promotion of the participatory role of women in decision making at the family, community, and at national levels; and improvement of the systems and mechanisms for development work in rural areas./44

Under the Program of Development of Urban and Specific Areas, the plan for a major infrastructure network encompasses transport and traffic improvement; water supply and flood protection, housing development and slums upgrading; investment cost sharing by the government, local authorities, and state enterprises; expansion of the revenue base at the local and central levels; and the promotion of private sector involvement in public services land acquisition, and funds mobilization./45

The Seventh National Plan consolidated social development planning under the heading of Development of Human Resources, Education, and Health./46 This decision was based on the observation that: (1) the population has consistently declined although there are still specific problem areas; (2) the age structure has shifted toward a rise in the working age group, the middle aged, and the elderly; (3) human settlement pattern has shifted from rural to urban sites; (4) erosion of the comparative advantage of the Thai human resources in quantity, quality, and wage level due to the education and training system; and (5) changing morbidity patterns that reflect

improvement in the economic and social environment. The development targets were focused on: (1) reduction of population growth rates directed toward the special groups and organization of human settlements patterns simultaneously with environmental protection; (2) expansion of basic education from 6 to 9 years in a gradual and systematic fashion with special emphasis on rural poor areas; emphasis on tertiary education geared to the manpower development consistent with national goals; and access to both the formal and non-formal education systems; (3) upgrading of labor welfare services through skills training, provision of job security, protection from occupational hazards, and reasonable working conditions; and (4) improvement of health and physical well being through the reduction of morbidity and mortality, proper hygiene and nutrition, and access to health services. Some guidelines for education and training include: (1) priority to the expansion of basic education through promotion of child development from birth to age of compulsory education, compulsory education to cover all age groups, expansion of basic education from six to nine years through the provision of incentives to underprivileged parents for their children to avail of secondary education by subsidies, improvement of the curriculum to promote skills in accordance with the local conditions; development of methods and principles of teaching science, mathematics and linguistics, encouragement of public higher education institutions to have greater independence and self-reliance, encouragement of support for a greater private sector role in the provision of education and training, decentralization of decision making power in duration and policies.

Guidelines for the Development of Human Resources, Quality of Life and Environment/47

Development of human resources, quality of life and environment directly involve people, who are promoters and supporters of development programs and projects according to the set objectives and targets. As active supporters of national goals they directly reap the benefits of development. As ordinary people they are also directly and invariably affected by any negative impacts of development activities. Therefore, development of human resources, quality of life, and environment is critical to the success of the Seventh Plan in bringing about balanced and sustainable development in terms of quantitative coverage, qualitative improvement, and social justice.

At present, Thailand's development is at a critical

juncture. The economy is increasingly being internationalized, requiring constant upgrading of production capacity to stay competitive in the international arena. At the same time, rapid structural transformation has brought about an economy which is increasingly industry and service oriented, while the traditional rural agricultural society is giving way to a more urbanized society. Therefore, in order to promote the people's role in determining and bringing about growth and development, it is vital to raise their capability and develop human potential to the fullest in congruence with the rapidly changing environment.

A key issue facing the country at this time is that human resources development thus far has not been able to support the process of national development in an efficient manner. Thailand's traditional comparative advantage in human resources has gradually been eroded as wage rates rise steadily, and as the country faces labor shortages particularly at the basic, medium and high skill levels in science and technology-related fields. At the same time, it is expected that during the Seventh Plan period there will be a surplus of unskilled labor which will be underemployed in the agricultural sector. This group of workers will need skills upgrading and training in line with the changing and rapidly modernizing agricultural and industrial systems.

When the social impact of rapid economic development is considered, it is clear that quality of life is affected by the economic and social transformation from a rural agricultural society to a more urbanized and modern society. Rural-urban migration and the associated instability of the family institution led to a number of problems concomittant to urbanization, such as juvenile delinquency, drug addiction, prostitution, crime, mental instability and those related to ageing.

Furthermore, the moral and spiritual concerns, the value and belief systems, and culture are affected by such geographic changes. Finally, the impact of development is significant on the environment as the once abundant natural resources have been intensively exploited to raise agricultural and industrial outputs and alleviate rural poverty.

Consequently, the following four objectives for the development of human resources, quality of life and environment have been proposed during the Seventh Plan period.

1. Plan the education and training programs to enable the

various labor groups to recognize their potential and improve their capability to respond to the changing economic environment.

2. Prevent, as well as provide solutions to social problems during the transitional period of the economy with particular attention to enhancing the capability of the underprivileged who have difficulties adjusting to these changes.
3. Reduce the negative impact of environmental degradation caused by rapid urbanization, industrialization, and deterioration of natural resources.
4. Encourage and support the improvement of the quality of life in line with the problems and needs of the various age groups, from childhood, youth, working age to old age, by providing life-long education in a dynamic fashions.

In order to attain the above objectives, it is necessary to formulate the following policies for the development of human resources and improvement of quality of life and environment:

1. Increase the role of the government in the development of human resources, improvement of quality of life and environment by assisting the underprivileged to realize their potential and help improve their capability in various ways. This includes the provision of subsidies and scholarships, welfare, and medical services to the poor, the elderly and the handicapped, and the allocation of budget for the solution of environmental problems.
2. Modify rules and regulations to increase the efficiency and attract greater private investment in developing human resources, improving the quality of life and protecting the environment. This includes the review of imposition of tuition ceilings in private schools, adjustment of fees per course and tuition at university level, particularly in fields of high market demand to better reflect the costs; greater and wider cooperation between the public and private sectors in skill and occupational training, greater mobilization of private investment in providing skills training as well as the application of the "polluter-pays-principle" during the Seventh Plan period.
3. Mobilize efforts of the families communities, private

organizations, religious institutions and the government to prevent and solve environmental problems, and upgrade the quality of life. In this respect, it will be necessary to strengthen the family's capability to assist private and non-governmental organizations, enhancing cooperation between the public sector, people's organizations, and the government in monitoring and maintaining environmental quality at an acceptable level.

Urban Development⁴⁸

In the Seventh Plan, it was noted that rural to urban labor migration continued to be significant in the country. Since these migrants are inexperienced, they are likely to have low incomes, lack job security, and poor standards of living. Likewise, decentralization of authority and local fiscal capability are limited and unable to cope with investment needs for the expansion of urban basic services. Some of the guidelines include promotion of tourism in areas of historical, artistic, and cultural importance, development of industrial and trade centers, improvement of land transportation through expressway networks between cities and train services, water, and all transportation networks linked with neighboring countries, construction and improvement of highways, communication facilities, and housing.

Social Welfare Services

Programs for the provision of social welfare services include day care centers, of youth groups, camps, women's training, crime prevention, care for the elderly, and local development through people's organizations.

Human Settlements⁴⁹

The human settlements crisis in Thailand is multi-faceted. Over-population has created massive demands on limited resources, and inequalities in the patterns of consumption and distribution have pushed the housing situation to critical levels. The war against poverty can only be effectively pursued by national policies, and the country's previous national development plans had all the intention to ease the problem.

The Thai Government through the National Housing Authority (NHA) has made several attempts to cope with the demand for

urban housing units, particularly in Bangkok. What is apparent is that a housing policy for low-income groups cannot be developed in isolation from the overall demand and supply situation in the higher income groups which is far from resolved. What is also clear is that every human settlement policy has the primary objective of improving the quality of life, and housing production cannot possibly provide the total solution.

Planning for improvement in the quality of life will require substantial changes during the course of development. In Thailand, the existing constraints against human settlement planning are institutional and managerial in nature.

Institutional and Management Constraints

The inability of the public sector to manage a larger and more diversified programme of development activities has been a serious hindrance. Despite the Government's attempts to shift ministerial portfolios creating new agencies or administrative units, or reorganizing existing departments or divisions, there is little evidence that these structural modifications have had any significant impact. In fact, attempts to resolve conflicts or institutional inefficiencies by establishing new agencies have duplicated functions.

The major problem in implementing programs seems to be in areas with direct impact on the poorer segments of the population, and more obvious in the remote and poorer provinces of the country. Rural development illustrates the situation. At least six ministries are involved in rural development with programmes scattered throughout the country. Nevertheless, they have failed to mobilize the rural people's indigenous potential to correct the imbalance in the distribution of economic benefits.

The Planning Process

Policies and programs are formulated by a committee composed of representatives of the NESDB, universities, and other ministries. These are based on the country situation analysis, research and official statistics. Data are provided from official documents, and commissioned research. Once the policy is drafted, it is submitted to relevant ministries for translation into operational plans. The line ministries are involved in the monitoring and implementation of programs. In

the planning of programs, the Provincial Planning Units under the Ministry of the Interior are linked with the regional planning centers (4) wherein guidelines are submitted to the sub-committee at NESDB for incorporation into policies and plans.

Policies and Guidelines on Research for Development During the Seventh National Economic and Social Development Plan (1992-1996)

Policies and guidelines on research for development during the Seventh National Economic and Social Development Plan (1992-1996) as developed by the National Research Council of Thailand comprise three major areas: (1) economic growth and stability; (2) equitable distribution of income; and, (3) development of human resources, quality of life, environment and natural resources. Research needs have been clearly spelled out:

Research for Development of Human Resources Education and Physical and Mental Fitness

Research for Social, Spiritual and Cultural Development

Research policy is geared towards the promotion and support of studies and research on:

- a) determinants of social attitudes and behavior of the population.
- b) effects of economic development on societal welfare
- c) formulation of appropriate models for social development programs congruent with the goals of the various agencies.

Some of the specific research that is conceived to be important is:

- a) examination of the process of socio-economic change in the country including determinants and consequences.
- b) programs for solving various social problems such as crime, drug addiction, prostitution, homelessness, and elderly care.
- c) development of training modules and curriculum to incorporate the spiritual and moral aspects of manpower

development. Specifically, to study the roles, and responsibilities of the family, educational, and religious institutions in social development

The Challenge of the 1990's⁵⁰

The 1990's will focus on policies and strategies that will ensure sustainable development. As such, human resources development becomes an integral aspect of the planning process through skills upgrading, revision of the education and training system in congruence with the rapidly changing economy, health development, and fuller economic participation of women. Focus will also be placed on the social effects of industrialization and urbanization such as drug abuse, delinquency, and environmental degradation. Some of the needs in the social planning process are: (1) a closer look at the interplay of factors related to social and economic development to define clearly the intersectoral intervention that will be appropriate; (2) involvement of the private sector and the delineation of the responsibility of the "actors" in the social planning process: the government, non government organizations or the private sector, and the community; and (3) examination of the prospect of decentralized planning to ensure people's participation in the problem analysis and formulation of solutions. Presently, NESDB is at the stage of piloting decentralization at the provincial level to enable local leaders to prepare their own plans, seek and allocate funds, and manage programs. Social policies imply people oriented pronouncements that can improve the quality of life and ensure equity, and efficiency. The mechanism to achieve these goals needs to be delineated adequately.

Chapter IV

INDONESIA

Policy Pronouncements

The Preamble of the 1945 Constitution stated the national goals of protecting the nation, promotion of the welfare, provision of basic education and maintenance of independence, peace, and social justice. The Fifth Five Year Development Plan, Repelita V, represents the final phase of the 25-Year Long Term Development Plan. It details the objectives and priorities of development as embodied in the Guidelines of State Policy adopted by the People's Consultative Assembly. Repelita V sets the policies, programs, and targets of development for the five-year period commencing April 1, 1989.\51 As an indicative plan, it is comprised largely by government programs and directives for the development process with the scale of priorities to be adopted by the government and the private sector.

In line with the previous five-year development plan, Repelita V aims at increasing the standard of living of the population and building a strong foundation for the next development stage. Special emphasis is given to economic development while social and political plans are drafted in line with the economic efforts in a mutually reinforcing manner, Repelita V sets the stage for self sustaining development envisioned in Repelita VI. Thus, it has to catalyze the structural transformation of the economy into a diversified, efficient, and dynamic mode while enhancing people's participation in innovation, creation of the socio-economic infrastructure, and human resources development.

The Guidelines of the State Policy call for a balanced implementation of the Development Trilogy: the attainment of adequate economic growth, equitable distribution of income, and greater national stability. Thus, it was deemed necessary to adopt outward looking growth policies for employment and human resources development. Macroeconomic policies and programs for equitable development in housing, education, health care, and nutrition can facilitate the realization of these goals. The quality of human resources has been viewed as the key to self sustaining development and constitutes the central theme in the five-year plan.\52

Specific sectors related to social affairs that are mentioned in Repelita V include manpower development; transmigration; housing and human settlements, science,

technology and statistical development; health; social welfare and the role of women; population and family planning; and education.

Education⁵³

The goal of the education sector is the improvement of the educational system to improve the quality of individual and community life. Thus, programs at the elementary level include (1) the nurturance of personality and attitude of teachers by building their skills increasing accessibility to educational materials; (2) upgrading training courses; (3) provision of support facilities such as instructional films; (4) increase in enrollment, construction and improvement of school buildings and intake of more teachers; (5) implementation of compulsory education in isolated areas like Irian Jaya, West Kalimantan, Central Kalimantan, and Riau Islands through the construction of schools in these areas and incentives to teachers willing to be posted there; (6) social and moral education from the Kindergarten levels through the teaching of religion, the morals of Pancasila, history of the national struggle for independence, language, manners, social life, and the environment; and (7) improvement of schools for handicapped and invalids junior and senior as well as vocational high school education will likewise be improved utilizing the same support mechanism as in the elementary system. The program of higher learning will cover the upgrading of standards of institutions, the university, and the curriculum. Additional teaching personnel will be fielded and the Open University will be expanded. Community education will target the population aged 7 to 44 who has had no access to formal schooling. A series of training courses for women will be conducted to underscore the role of women in development and promote welfare in the family. To develop appropriate strategies, in planning for educational and cultural development, collection and analysis of relevant data would constitute a significant input to the process. Other programs encompass the youth, expansion of science and technology, management, budget, and statistics.

Education of the Youth

Youth in this context pertains to the population 15 to 30 years of age in schools and institutions of higher learning. Educating of the youth aims at reinforcing the essence of nationalism, idealism, patriotism, self-respect, creativity through arts, promotion of self reliance and entrepreneurship

skills, and youth exchanges on an inter provincial or international bases. In the field of social welfare, "Karang Taruna" Youth Centres function as the mobilizing media for the involvement of the youth in development. Through training, Development Cadres have likewise been prepared to open new lands to implement the transmigration program.

It has been the goal of the government that the capability of the workforce be improved in line with the development needs. The program to achieve this includes information on employment opportunities, assistance in cooperatives and private enterprises, skills training, and apprenticeship and entrepreneurship training.

Transmigration

Within the framework of the improvement of the quality of life, transmigration was viewed as an effort toward the effective utilization of manpower and even distribution of the population. Priority for transmigration sites has been given to regions where irrigation and economic infrastructure are in place. Spontaneous transmigration is promoted through increased private sector investment in agriculture, fisheries, forestry and industrial estates. The capacity and role of cooperatives will be promoted.

Housing and Human Settlement⁵⁴

The Guidelines of State Policy (GBHN) emphasize the need for imbuing the socio-cultural values of society and fostering a better life. This mandate covers housing and human settlements. Within these policy measures are the need to build low cost housing units in urban areas, improve the housing and village environments, upgrade Kampung and market environments, develop urban settlements, develop programs on clean water supply, environmental sanitation facilities such as sewage disposal and handling of waste materials, and establish the government physical structure.

The State's Basic Policy Guidelines establish, in general terms, human settlement policies and strategies aimed at achieving optimum equality in human settlements distribution at the national, regional and local levels; and the fulfillment of basic human needs and enhancement of the quality of life in these settlements. These are further elaborated in Five-Year Development Plans.

Planning of human settlements is undertaken at different administrative levels. At the national level, spatial planning over the national territory established in the National Physical Plan is needed to achieve an integrated and viable system of human settlements development which is economically, physically, and socially balanced, taking into consideration the availability of local resources in the different parts of Indonesia./55

Control of urban land use is based either on a provisional master plan or an outline. Outlines are formulated with the assistance of the government in all the provincial capitals and other strategic urban areas in the Five-Year Development Plans. The government will continue to provide assistance to local governments in preparing urban development plans, as a basis for the improvement and provision of shelter, infrastructure and services.

Physical planning for rural settlements has been done mostly through the implementation of various rural-oriented development programmes, such as transmigration, rural development, water resources development, road construction, development of agro-based industries, etc. To achieve a more equitable distribution of development and its benefits, it is most important that physical planning be directed towards the development of existing and new rural settlements.

In the future, human settlements programmes will be more directed towards fulfilling the basic needs of the entire population, particularly those of the lowest income for food, shelter, clothing, safe water, energy, health, and a secure means of livelihood. Within the framework of a basic needs approach, there will be a need to re-formulate human settlements policies and strategies, setting out the relative roles of rural development, regional development and urbanization; and adopting an integrated approach to human settlements development by linking the objectives of economic, social and physical development. There is a need to re-orientate development programmes towards a basic facilities approach, in order to spread limited resources and improve the construction industry; to revise land policy so that more land can be readily available for human settlements development; and to create or strengthen appropriate institutions in project planning and execution, and in work dealing with finance, local government, manpower, and public participation.

Formulation of a Comprehensive Land Policy

To discourage land speculation, the government has formulated a comprehensive urban land policy with the following objectives:

- allocation of enough urban land for development, including human and basic services;
- promotion of urban planning to maximize resource utilization for rapid expansion;
- achievement of greater equity in urban development to reduce income disparities among the urban population;
- promotion of a spatial balance of population at local, regional and national levels, consistent with the State's Basic Policy Guidelines.

To support government policy on urban and rural land, a programme on land use registration, land survey and mapping is currently being undertaken. The programme also provides necessary information for the formulation of regional and urban land use planning.

Public Participation in Human Settlement Programmes

Public participation in human settlement development programmes has always been encouraged and promoted, and can be grouped into the following types:

- public participation in the planning of human settlements, and in the formulation of policies;
- participation of community organizations in programmes related to human settlements, such as the Kampung Improvement Programme; and
- public participation in the maintenance of human settlements by increasing their awareness of the need for a better quality of life.

Public participation is solicited and operationalized through various groups, including students, professional organizations, real estate associations, and other non-governmental organizations. It is also promoted through the

media like newspapers, journals, radio, television, etc. Further encouragement is provided through increased contact with the informal construction sector, such as small-scale building materials producers and contractors, as well as self-employed craftsman.

Science, Technology, Research and Statistical Development/56

This subsector focuses on the industrialization process within the framework of national development. Programs planned within this broad area include research, fields, natural energy resources, industry, social sciences, trade and cooperatives, religion, health, social welfare and the role of women, public housing, and telecommunications.

Social Welfare and the Role of Women⁵⁷

General policies on social welfare as stated in the 1988 GBHN (Broad Guidelines of State Policy) are geared towards:

1. Improving community-based social welfare programs;
2. Strengthening inter-sectoral cooperation and coordination in carrying out social welfare activities;
3. Identifying and utilizing capabilities and resources for social welfare activities in the community;
4. Guiding and training social welfare workers forming Social Work Units;
5. Continuing efforts during Repelita IV in instituting renovations and village environmental improvements;
6. Assisting isolated tribes in settling at permanent sites;
7. Stepping up efforts to preserve the values of patriotism and nationalism;
8. Organizing and institutionalizing the people's participation in social welfare operations;
9. Escalating assistance to the aged, neglected children, and orphans, through institutions and orphanages;

10. Increasing the number and improving the quality of existing orphanages and Social Rehabilitation Centres for the Handicapped and Mobile Rehabilitation Units;
11. Increasing managerial assistance to special Elementary Schools;
12. Assisting invalids and caring for the destitute through Social Institutions;
13. Focussing on the role of relatives and the community in caring for delinquent children, victims of narcotics, and families whose members are suffering from social problems;
14. Caring for the poor through coordinated inter sectoral efforts;
15. Providing rehabilitation services to victims of natural disasters, such as volcanic explosions, earthquakes, landslides, typhoons and floods;
16. Continuing assistance to improve Youth Training Centres (Karang Taruna) in the villages.
17. Extricating women's potentials in their role in development;
18. Continuing surveys in the field of social welfare, particularly those related to the implementation of programmes;
19. Improving social welfare administration; and
20. Improving physical infrastructures such as office buildings and transportation facilities in provinces outside Java, and in less developed provinces where problems of social development are more pressing.

The Role of Women⁵⁸

Efforts toward enhancing women's role in the overall national development are geared towards women's participation in improving the condition of family life, the community, the nation and state.

In the legal sector, marriage laws will be reviewed and modified to ensure that women's rights, obligations, and

responsibilities are improved. In the social welfare sector, activities will be geared towards assisting destitute women and their families.

Planning Process

The planning process involves a combination of bottom-up and top down approaches. Policy is largely set at the national level but individual projects may be formulated at any level of government. Project proposals are fed into a consultative process that moves from the lowest levels of the government through the provincial planning agencies toward the cities. The provincial planning agencies which are staff agencies of the provincial governors coordinate the projects and programs of the line ministries in each province under the central ministries and the National Development Planning Agency.

In Indonesia, social policy development operates along specific sectoral lines through the BAPPENAS which is the national planning board responsible for the formulation of policies and plans for all sectors of development in each country. Different bureaus within this central planning agency are responsible for the specific sectoral policies which are promulgated in a circular fashion i.e., BAPPENAS submits to the Presidential Office recommendations for the state policy guidelines (GBHN) that have been compiled from the inputs of the respective ministries. These guidelines which cover 5-years are then presented to the People's Consultative Assembly in the Parliament for legislative approval and authority subsequently operationalized through the REPELITA (Five Year Plans) prepared by BAPPENAS in consultation with the Ministry of Finance. The Repelita contains the description of the sectoral concerns, objectives, strategies, qualitative targets, and the timetable. BAPPENAS, then, works with the line ministers in converting these 5-year plans into annual programs in terms of specific targets, activities, and projects where consultations are carried out through hierarchical lines from the central level (in Jakarta) to the regional, provincial, and district levels. For example, in the education ministry, seven principal units exist: the secretary general's office (for logistics), the Inspector general's office (for auditing), research and development and the four implementing agencies that encompass primary and secondary education, higher education, non formal education, and culture. The formulation of the annual report in each year is preceded by a series of coordinating meetings at the provincial regional and the national levels wherein progress reports are compiled and recommendations listed. Areas of

coverage include goals, participation, rates, repetition rates, facilities, curriculum implementation, constraints, resources, and achievements. Likewise, the planning process is carried along similar lines in other sectors. Goals are set based on the overall trends observed, the resources available, and the comparative achievements of other countries in the region. These are congruence with the five-year plan.

Equity

Attempts are made to ensure equity in terms of access to services and wider coverage. An example in education is the multigrade teaching approach adopting the small school system in isolated areas, non-formal education to reduce illiteracy among those 7-44 years of age, dissemination of a series of publications and reading materials; appointment of tutors for mass education; and the visiting teachers which is still at the exploratory phase of implementation. In the health sector, special programs have been initiated to reach remote areas such as flying medical services, increasing coverage of preventive activities (e.g., immunization) coordination with NGOs (e.g., PKK (Women's Movement) in setting up Posyandus at the Village level, and slum upgrading programs.

Monitoring and Evaluation

Various ministries adopt a number of ways for monitoring progress, goals, and achievement of targets. Within the education ministry, the Curriculum Development Center annually samples 4-5 provinces with 30-40 teachers per province and interviews the teachers regarding their perceptions of the syllabus, time allocation, textbook, quality of teaching aids and problems. The data are analyzed at the central office assisted by people from the provincial office and the results are fed back to the director general of primary and secondary education which are subsequently relayed to the province for modification. Likewise, school supervisors provide feedback to the Directorate of Education on weaknesses of the program. In the health sector, evaluation criteria are set in line with the targets stated. Every trimester (4 times a year) meetings are convened to discuss the performance of foreign assisted and nationally funded programs. Discussions are transmitted to the line ministries and bureaus. In the housing bureau, performance is evaluated against the capacity of both the PERUMNAS (state housing authority) and the private sectors in constructing housing units.

Budget

The budget is determined by the Ministry of Finance during the drafting of Repelita in consultation with BAPPENAS.

NGO Participation

At present NGOs do not participate at the policy formulation level although they are involved in small scale projects at the program level. NGO representatives participate in meetings convened and suggestions are inputted into plans and programs. In housing, the private sector is presently involved in the construction of housing units.

Community Participation

BAPPENAS is positive toward the community participation precept but more studies have to be undertaken to assess the mechanisms for people's involvement. Experimentation is done on community involvement in Curriculum Planning (UNDP funded, 1991) and community or province financing of services for health through DINAS and the Posyandu with the assistance of women's welfare organizations.

Data Sources

A research unit exists within each ministry to provide information for planning, monitoring and evaluation. Likewise, certain studies are commissioned by specific ministries, the UNDP, or World Bank ADB is also involved in operational research experimenting on innovative strategies in financing of basic social services. The Central Bureau of Statistics remains the major source of data for planning purposes through its censuses and projections. The National Social and Economic Survey (every 3 years) for health and the National Household Surveys (medically oriented) as well as data provided by the governors during the annual meetings (Welfare and Housing) form part of data sources for planning. Management Information System and data base exist at the national level.

The Role of Research in Policy Planning⁵⁹

Any political decision should ultimately be based on the state philosophy, the Pancasila, and the 1945 Constitution, which

have been made more concrete in the General Outline of State Strategy (Gerisgaris Besar Haluan Negara GBHN). The latter is drafted and approved every five years by the People's Consultative Assembly (Majlis Permusyawaratan Rakyat). The elected President is entrusted with the responsibility for carrying out the GBHN and his performance in office is judged according to the ideas expressed in the document.

Within this 'ideal' framework the role of the social sciences is clear. They are, in the first place, expected to secure the success of decisions made on the basis of normative values, and, secondly, to contribute to the formulation of the course of action to be taken at the lower levels.

For these purposes social studies and social research have been encouraged. The Repelita V has been relatively liberal in identifying social research priorities. These range from the most pressing problems, such as human resource development, population, rural development and labour force to those less immediately related to economic development, such as archaeological excavations in remote areas. But, understandably enough, the budget allocation for research which is more directly related to the nation's development efforts by far surpasses that for basic or exploratory studies.

Most of the research projects have to be completed within one fiscal year, or at least, certain phases of each project should coincide with the fiscal year. More often than not, these time-bound projects are given about five to six months' time to complete.

At the national level, research projects that are expected to contribute to policy formulation theoretically originate from the various Directorates of the Ministries. The Directorates, under the Directorate General, are those sections entrusted to take care of certain portions of the Department/Ministry's tasks. On the basis of its tasks and daily experiences, the Directorate proposes certain research projects -- they can be evaluation programmes, feasibility studies, or even, exploratory surveys -- to the Research and Development Bureau of its Departments. After all proposals have been put forward, the Bureau then prepares tentative lists of research priorities and budget allocations. The lists are usually discussed with the Director-General. Some projects might be postponed and others streamlined or dropped. In this process, the Bureau is aided by a Steering Committee or Team of Experts which, as has been mentioned earlier, consists of outside social scientists as well as representatives of the various Directorate Generals of the

Department.

Research proposals which have been selected are forwarded to the National Planning Council (BAPPENAS), where the same process of screening usually takes place. After the approval of the BAPPENAS, the Steering Committee and the staff of the Directorate concerned formulate more detailed 'terms of reference' for the research projects, usually with the cooperation of the future research project leader. Then, the Bureau begins to look for appropriate research institutes to carry out the projects.

Usually in the process, officials of the Department of Finance, and sometimes those of the States Secretariat, closely check the budgetary aspects of the projects. Only after they give their approval can the Research and Development (R & D) Bureau take the necessary action.

After the completion of the study, again, according to the procedure, the final report should be presented to the R & D (Research and Development) Bureau which, together with its Steering Committee, will examine it. After the report is accepted, the R & D Bureau will forward it to the Director General. Depending on its scope and magnitude, and its probable political as well as economic implications, the policy that is about to be taken, either directly or indirectly based on research findings, will have to be clarified with the Minister and sometimes with the whole Cabinet and the President. If it is so important it might even need special legislation. The Parliament, then will have to be involved.

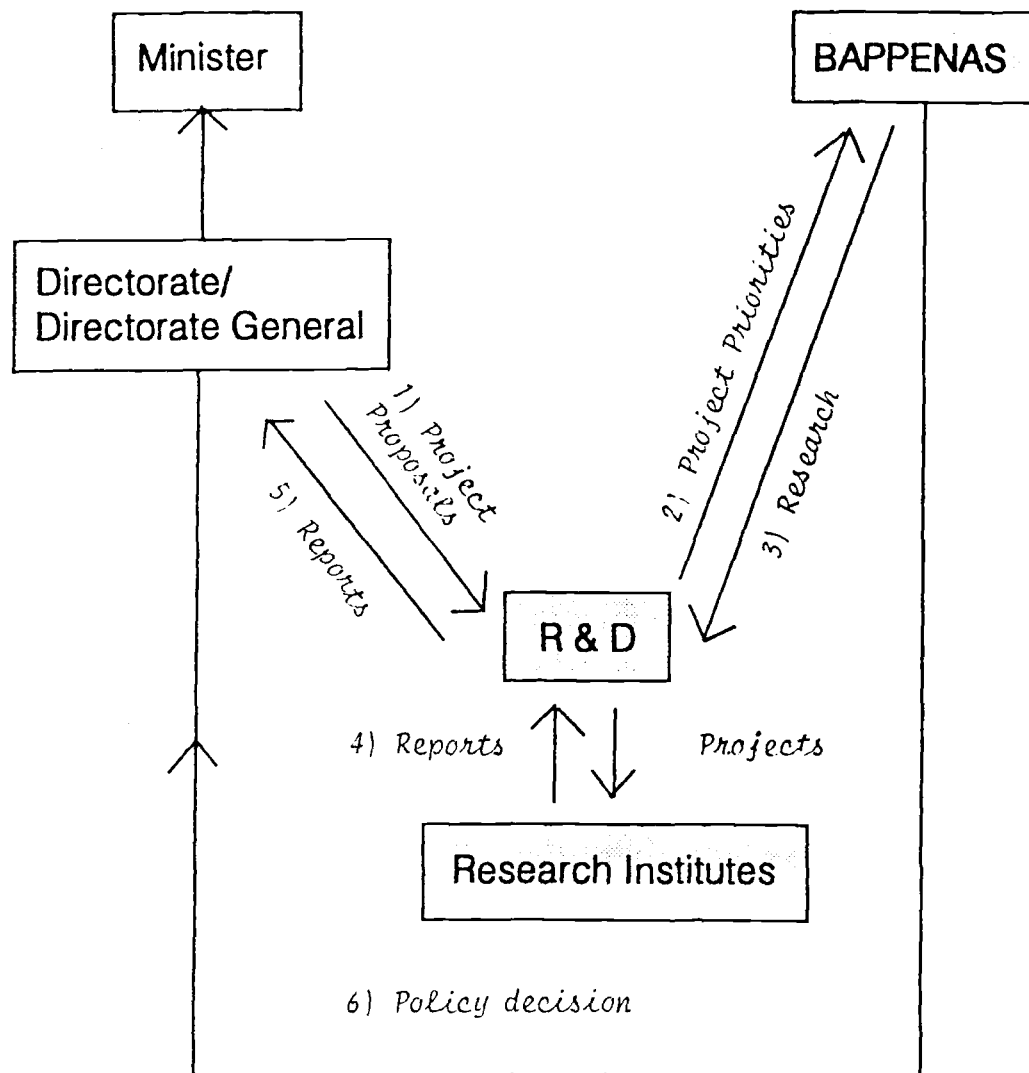
On a smaller scale, a similar pattern is repeated at the local level. A governor, it should be noted, has two official functions. He is the representative of the central government. In this capacity, he is entrusted with the coordination of the sectoral projects of the various Ministries/Departments and is also responsible for the daily routine of the administration. He is also, the head of the region, whose responsibilities include among other things the running of local government and the development of his region in accordance with the needs and with the coordination of the sectoral projects of the various Ministries/Departments and is also responsible for the daily routine of the administration. He is also, the head of the region, whose responsibilities include among other things the running of local government and the development of his region in accordance with the needs and aspirations of the people. In these capacities he is aided by a provincial planning agency and a Local People's Representative Assembly (*Dewan Perwakilan*

Rakyat Daerah, DPRD). In these two capacities -- the head of the region and the representative of the central government -- he has the right to formulate his own policies and to embark on his development programmes. He is, however, expected to realize that local development efforts should not be seen as separate from the national ones. Since he needs subsidies from central government, has also to convince the BAPPENAS as well as the relevant Ministries.

For these purposes local governments rely rather heavily on local universities to conduct surveys and to draw up draft development programmes. If a programme is within the framework of conventional practice the procedure is simple enough: from the Governor's office to the BAPPEDA, which may ask the university to help, then, to the Local People's Representative Assembly (DPRD), where the project is approved, and finally to the governor's office agencies. The final decision is made after getting clarification from the central government.

But sometimes a local administration may embark on a special integrated cross-sectoral development programme. In this case, the first decision is usually a purely political one. It originated in the prevailing political climate, and is shaped by the DPRD. The integrated, cross-sectoral development programme of the island of Madura, East Java, can be taken as an example. (1) the DPRD made a suggestion to the government, which soon took the first step by forming the BAPPEDA, the members of which were university people and local high officials. (2) The BAPPEDA Assembled research and training teams, who collected related data on Madura, conducted studies in other regions, and identified strategic problems. (3) On the basis of their reports, the government asked a 'planning team' to draw some planning alternatives.

Figure 3



In the meantime, consultations were undertaken with the BAPPENAS and other agencies. (4) The BAPPEDA finally drew up a more definitive plan and forwarded it to the governor, who, (5) after further consultation with the various Ministries, the BAPPENAS and the BAPPEDA, made the final decision.

It is difficult to establish in precise terms the links between research undertaken by these government bodies, and policy formulation. For one thing, there has never been a case where a decision-making body has relied exclusively on one or two studies. Generally, these bodies either invite competing research institutes or scholars to conduct similar studies, or repeat the same study several times. Secondly, any decision, as has been indicated earlier, has to take into account normative criteria and the prevailing political climate. To these considerations must be added other expediencies which can vary from place to place.

In spite of these limitations of the possible direct relationship between study and decision, which leads to action, some propositions can be presented on the basis of Indonesia's experience. Leaving aside the contributions of social science to the shaping of the political climate, and its tendency to challenge prevailing assumptions, it has been obvious that any functional relationship between study and decision must depend on, firstly, the amenability of the study to the political will of the ruling elite. One should, however, realize that there are several interest groups within the ruling elite, each with its own political and economic interests to defend. Institutional weaknesses in the administration, particularly in its control mechanisms, to some extent can be attributed to the relatively insecure positions of the competing factions, and to the fluidity of the membership of these factions. Secondly, the nature of the study and its degree of applicability are important: the more technical the study the greater the likelihood of its contributing to the decision-making process. Thirdly, the scope and magnitude of the study and social and political implications of its findings are also important, although in a somewhat curious way. The assumption here is that the lesser the political implications of the study the greater are the chances that the research findings will be adopted in policy formulation.

Seminars and workshops have been important in bringing research findings to decision makers. These channels not only give opportunities for research workers to clearly explain their findings but also provide venues for 'men of action' to tell their experience. Through these channels

personal relationships between the two could develop and these have often turned out to be of great consequence. Not less important, these discussions make many issues publicly known./60

The Challenge of the 1990's: Human Resource Development/61

The national approach to social development reflects strong cultural traditions of government by consensus and a holistic view of society and the nature of development. Likewise, the national concept of human resources development encompasses the total social, cultural, physical, economic, regional, and even political development of man, with the essential interdependence of these various dimensions of human development explicitly recognized.

One element of the emerging national concept of human resources development that reflects, in part, concern with the social impact of the more conventional elements of human resources development is the growing emphasis on the importance of values in education. The role of culture in the educational system and in overall human resources development is an important consideration. There is concern in Indonesia over the cultural impact of an educational system largely modelled on Western values and institutions. This view is particularly expressed in Indonesia in terms of a desire to avoid excessive secularization in education and to promote religious values, as well as a desire to preserve traditional arts and culture.

The Government of Indonesia, with the aid of a number of foreign donors, is currently engaged in a major programme to upgrade the professional qualifications and general training of all staff at the provincial level as part of its strong commitment to decentralization and in recognition of the importance of this critical enabler group. However, the initial low level of manpower locally and the size of both the country and the bureaucracy make this a rather long-term project.

Indonesia's recent experience in the implementation of human resources development has been mainly positive. Universal primary enrolment has been generally attained, except in certain isolated communities. Life expectancy continues to rise steadily as infant mortality continues to decline, although high by international standards. The proportion of the population living in poverty has fallen sharply to approximately 17 per cent in 1989. As a result of this success, the nation now faces a critical policy decision that will determine the direction of national human resources development policy and programmes into

the twenty-first century.

A key policy issue for human resources development in Indonesia is the future direction of education. The government has been highly successful over the past fifteen years in expanding access to education at all levels, but the most spectacular success has been the achievement of virtually universal primary school enrolment through the Inpres school programme. However, the expansion in education provided has only been attained at the cost of a serious diminution in quality at all levels. With a relatively prosperous economy and the prospect of windfall gains from the increased oil prices resulting from the Middle East crisis, the country faces a difficult choice. Should the educational priority be universal enrolment at junior secondary level, that is, a continuation of the quantitative expansion of the system, or a major effort to improve the quality of education? If educational quality is the priority, should the drive to raise standards be directed across all levels or at a particular level?

There is a strong case to be made for placing most emphasis on improving the standards of basic primary education, which offers the highest social returns and is the basic building block for all subsequent levels of education. Conversely, there is also a convincing argument for a concerted effort to raise the standards of tertiary education and expand its coverage. The argument for emphasizing the improvement of standards is particularly convincing for teacher training institutes and universities, which are responsible for the quality of a critical enabler group and important technical manpower. In fact, regardless of whether primary or tertiary education receives the initial priority, in Indonesia there is probably no option but to initiate a major effort to increase the quality of tertiary education.

The case for a quantitative expansion of the secondary education system is more problematic because it rests heavily on projected trends in labour demand. On the one hand, it is anticipated that Indonesia's rapidly expanding modern sectors will require an increasingly educated and skilled labour force. On the other, an expanded secondary school system will inevitably create strong pressures for further expansion of the tertiary sector. If the supply of educated labour exceeds employment opportunities, as currently appears to be the case at the tertiary level, increased social and political strains are likely. To avoid this, any significant expansion of education at the secondary level must pay particular attention to ensuring effective integration of education with employment through an

emphasis on functional education rather than education for qualifications.

Greater effort will also be needed to expand the capability of training institutions to meet and adapt to the changing demand for technical manpower that accompanies successful economic development and to increase the demand among students and their parents for occupationally-relevant education. The demand for places in technical education remains relatively weak and graduates are in comparatively high demand, except in the field of agricultural technology. The major group of tertiary-educated unemployed are those holding social science qualifications, who currently make up almost 65 per cent of all tertiary graduates.

Another aspect of the relationship between education and human resources development that is being actively considered in Indonesia is the importance of the nature of the teaching-learning process for the quality of human resources. This aspect of the quality of education is also related to the role of choice as the key mechanism for human resources development. The emphasis on content in the traditional rote learning approach does not encourage initiative or equip individuals to continue their education outside formal schooling. It offers a poor educational foundation for a labour force that will face rapidly changing demands for both knowledge and skills during its working life, and contributes little to the broader dimensions of human resources development inherent in the emerging Indonesian concept.

Indonesia is also concerned with the role of job satisfaction among teachers and the impact of the system of educational administration on the quality of the teaching-learning process. Policy makers recognize that a highly centralized system in which uniform curricula are rigidly imposed from the centre with little scope for teacher initiative or responsibility is likely to lead to poor teaching and passive learning by students, although administrators are often reluctant to initiate change owing to generally low standards in teacher education and training. The importance of salaries and status in teacher job satisfaction are also acknowledged, but the capacity to implement improvements are limited. Since teachers' salaries are currently very low and their numbers very large, substantial increases in pay would be required to improve morale significantly. On the one hand, it might be suggested that the country cannot afford to meet such a heavy burden. On the other, given the critical importance of teachers for overall human resources development, it might be argued that the country

cannot afford not to meet it. Some Indonesian provinces (such as Irian Jaya) are so concerned about the effect of low salary levels on the morale of teachers working in difficult conditions that they have decided to offer a salary supplement as an additional incentive in an effort to improve the quality of education offered to isolated rural populations.

Indonesian national human resources development strategy involves a broad concept of human resources development and an integrated approach to its implementation. Particular attention is paid to the social and political implications of that broad concept of human resources development and to the creation of the national consensus necessary to support its full implementation at all levels. The Government emphasizes both the quality of life and human capital components of human resources development and their essential interdependence. Of particular current concern are the linkages between education and employment and the future directions of educational policy, especially the priorities to be given to improving the quality of education at particular levels and to expanding the coverage of secondary and tertiary education.

Chapter V

VIETNAM

Vietnam occupies a unique position among the panoply of ideological diversities where after a long and protracted war, it was able to absorb a well developed and ideologically hostile southern part and consequently endure a complex process of reunification of social and political structures./62 Since the introduction of economic reforms in 1979, the structure in the country has become more fluid. On one hand, there was a resurgence of small scale private enterprise while on the other, there has been a slow, but steadier growth of collectivization in Southern agriculture. Small scale private enterprise has also been encouraged in industry and in areas of agriculture not considered suitable for collectivization under present circumstances. The result is a great mixture of social institutions and structures. One aim of the 1979 reforms was to bring about a more vocationally oriented education process to match the aptitudes of students with possibilities of employment. Vocational guidance was to be introduced into schools based on assessment of local and national labor force./63

In presenting the social policy formulation process in Vietnam, it is germane that the demographic and economic changes be contextualized. The last Population census of Vietnam was conducted on April 1, 1989, the second since the reunification of the country in 1975. On this census date, the population was counted as 64.4 million scattered over a land area of 330,000 square kilometers. During the decade 1979-89, the annual growth rate of the population was 2.2 percent which was attributed to increasing fertility and return migration./64 The effect of the war was manifested in the dramatic narrowing proportion of the population age 35 and above in the census. Large households were observed in mountain provinces due to social and agricultural policies such as allocating land for building houses and subsidy from the government for old people.

Economic Reforms

The economic development of Vietnam since its reunification can be divided into three phases:/65

1. Centrally Planned Economy - 1976-80.
All economic activities were planned and directed at the

Central government. Non-state economic sectors were not allowed to develop and the collective structure was geared toward self sufficiency. Stress was laid on heavy industry while agriculture, industry, and consumer goods production were not given due attention. Investments were largely capital intensive though not economically efficient. Grassroots initiative was discouraged and consumption was regulated through rationing. Support for the procurement of consumption goods was mainly drawn from foreign loans.

2. Renewal of Economic Policies - 1980-86

Given the weakness of the preceding economic mechanism, some modifications were instituted despite the maintenance of the old system. The control and direct intervention of the party central committee was loosened and there was interest in the plight of the working people. Private enterprises were allowed to buy, sell, and exchange raw materials that the state could not supply. The inefficiency of investment in large scale heavy industry projects was recognized such that a restructuring of production was set. The economic units, instead of dealing with the centrally planned economic system, shifted their operation along lateral lines which led to the adjustment of prices, wages, and money.

3. Economic Renovation (Doi Moi) - 1986-90

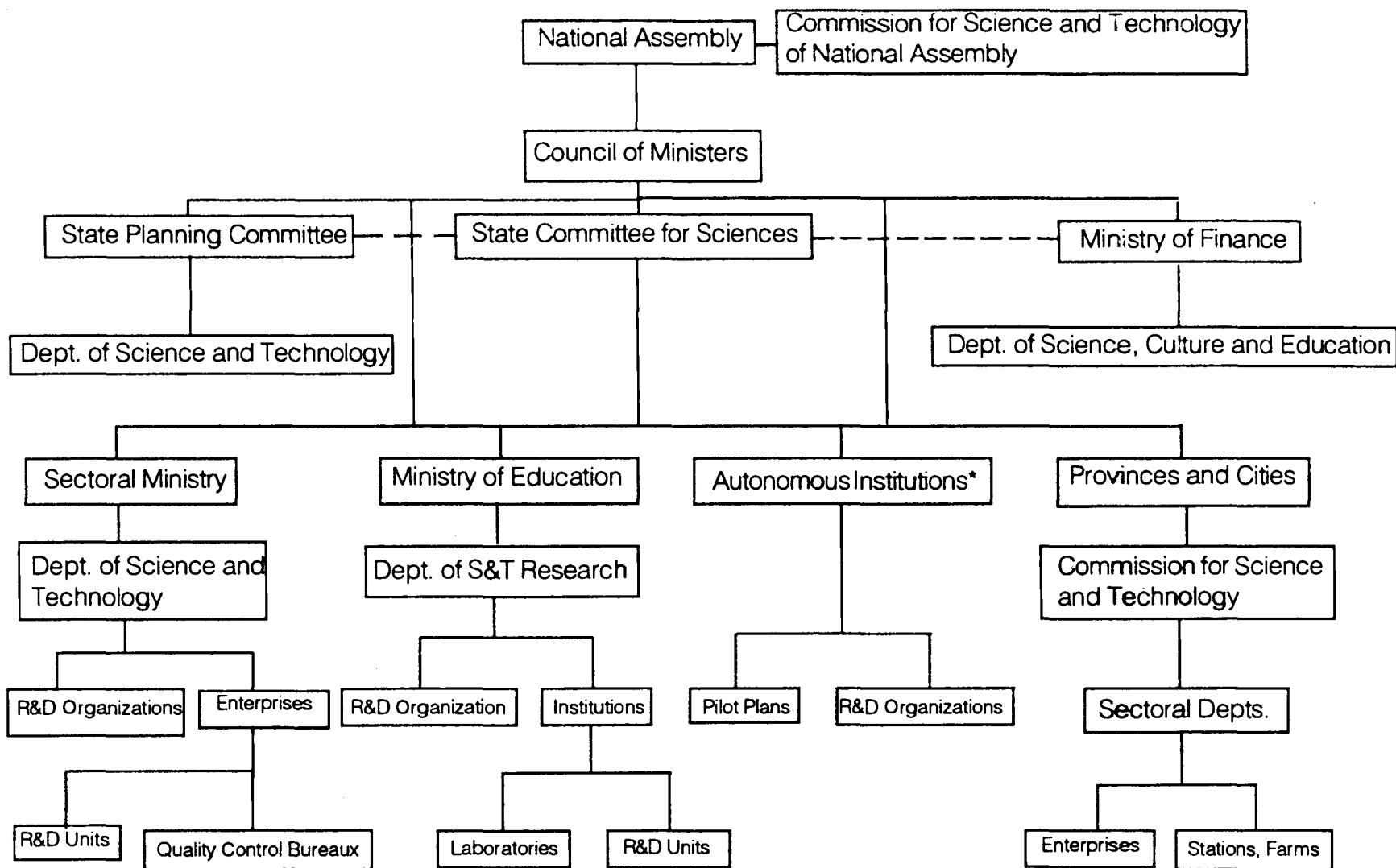
Recognizing the importance of simultaneous development of all economic sectors and diversification of all forms of ownership, the transformation into a commodity economy marked a shift within three focal areas: consumer goods, export, and agriculture. The initiative of peasants in production and business led to a series of socio-economic changes in the countryside such as land utilization, organization of production, labor distribution, and social welfare. In industry, business autonomy was given to the State-run economic units while non-State economic sectors were encouraged to expand their operations in all domains. Production became competitive while dynamism and creativeness were generated in the business sector. Price readjustments in October, 1987, May, 1988, and March 1989 brought the prices close to the supply-demand equilibrium. In 1989, a series of measures on banking and credit extension were introduced to curb inflation.

Social Policy Formulation

The 7th National Congress of the Communist Party of Vietnam was held in Hanoi from June 24-27, 1991. The Congress undertook the task of reviewing the implementation of the resolutions focused on the all-round renovation, evaluating what had been achieved, identifying what was unfinished, and tackling new problems arising from the domestic socio-economic situation and the profound changes taking place. On that basis, the 7th Congress set out the directions, objectives and principal tasks for the period 1991-95 up to the year 2000. In preparation for this Congress, in 1987, the Political Bureau established a Commission for the drafting of the political and socio-economic strategy for the next decade. In March, 1990, the 8th Plenum of the Central Committee established five sub-committees that compiled recommendations made by officials, representatives of various population strata, people's organizations, scientists, and experts from different fields. Each document was carefully discussed and amended prior to publication. The goals of the national plan are the recognition of the working people, creation of a highly developed economy based on modern production forces, and public ownership of the principal means of production; an advanced culture with a distinctive national identity; liberation from oppression, exploitation, and injustice; equality, unity and cooperation among various ethnic groups within the country; international relations; and cooperation. The economic policy focuses on man as the central force, the center in a milieu combining economic development with social justice. To boost education efforts in science and technology, the human factor is essential. Primary education is made compulsory, people's intellectual levels are to be raised, vocational training must be provided to increase the number of skilled workers, and personnel should be trained at all levels.

The past four years of translating the 6th Congress Resolution (1986-90) into action was a process of experimentation gradually defining, developing, and translating into programs the major directions mapped out by the Congress Resolution. The Party and the State had on the one hand concentrated on tackling urgent economic and social problems while firmly maintaining political stability, and on the other carried out renovation in the different spheres of social life.

From mid-1988 onward, the decisions and policies on renovation have brought about marked progress in the economic situation and people's living conditions. The sense of freedom instilled more confidence in the renovation causes./66



Note: Autonomous Units: National Centre for Scientific Research, Center Research Institute for Economic Management, National Centre for Social Sciences, National Institute for Atomic Energy and National Institute of Technology.
 Fig. 4. Organization Chart for Policy Planning in Vietnam 1991.

Social Situation of the Population⁶⁷

The implementation of social policies has not made much progress in the recent past. The standards of living have improved for certain segments of the population although life remained difficult for the majority. Since the late 1988, the food problem has been increasingly solved on a nationwide basis. The market in non-staple foods is better supplied. Demand for clothing is better met. A sizable segment of the population still lives below the poverty line with a large number of malnourished children. The economic and social difficulties stem from a population growth rate that is too high: about 2.2 per cent in 1990. Education programs have not been carried out adequately. Too little resources have been earmarked for social programs and there is still lack of consistent and effective policies in social development. In rural areas, not much progress has been made in population control. Excessive population growth has put strong pressure on living conditions and employment, which hindered attempts to attain socioeconomic objectives as well as raise people's living standards.

Education

In the field of education and training, there has been some progress in policy formulation goals aims, contents, methods and structure. Initial results revealed the gradual diversification of education and training modules, democratization of school management, and a greater integration of schools within society. The contents of the general education curriculum have been partly revised. The quality of the first and second grades and of specialized schools has improved. University education and vocational training have been encouraged. The total number of students reached 15 million in 1990 accounting for nearly a quarter of the population.

The quality of education, especially in the ideological and ethical facets, remained low, with some pupils and students hazy about the socialist ideals. The number of pupils lacking motivation and school drop-outs have continuously increased over time. Although there have been some improvements in the policy regarding teachers, it still fails to attract people to the teaching profession since the living standards of the majority of teachers remain low, and in certain localities, the number of teachers leaving the profession surpasses that of newly-trained teachers.

Social Policies⁶⁸

The aim of social policies is to achieve economic growth with social progress that will affect not only the individual's economic sufficiency but also his intellectual life. Improving living standards implies that both essential and diverse needs could be met by the different population strata. Likewise, housing conditions must be improved to include sanitation and environmental improvement. Social insurance is introduced from contributions by all workers and economic units. The State assists the wounded or ill soldiers, families of fallen combatants, and those who have rendered services to the revolution. Organizations are set up for the disabled, elderly, orphans, and victims of natural disasters.

The policy on population and employment is considered as a very important focus of the coming plan. Population reduction is a State policy. It has become an extensive, powerful and incisive tool to complement the family planning programme and consolidate organizations involved in population and family planning.

Development of science, education and culture is aimed at the roles of people in national construction and defense for poverty reduction.

The tasks in the coming years are to improve and raise the quality of education; stress the importance of political and ethical education; democratize schools and educational management; diversify the forms of training; gradually establish semi-public, people's and private (vocational) schools; and develop study-and-work schools. There is a need to nurture more people in science, technology, business, economic and social management, as well as build a growing pool of skilled workers to raise the cultural, scientific and technical levels of the working population.

Population Policy

The population policy aims to comprehensively implement the strategy on population in three respects; size, composition and distribution. The aim is to reduce the population growth rate by about 0.4 to 0.6 per thousand annually.

To translate into an operational frame the family planning programme, radical and integrated measures will be introduced mobilizing all forces, using various types of organizations,

combining respect for freedom of choice and persuasion with guarantees of the interests of different parties concerned, and linking mother and child care as with women's emancipation. Reducing the annual population growth rate constitutes an important task for the administration and people's organizations at all levels, particularly in localities and among population strata with high birth rates. The State is to invest in this programme, at the same time mobilizing different forms of voluntary contribution, to actively solicit and efficiently utilize grants from the United Nations Fund for Population Activities, and other international organizations.

Since population has been considered a major policy issue, the Council of Ministers decreed that the National Committee for Population and Family Planning (NCPFP) be a subordinate organ of the ministers to implement the population and family planning program within the framework of the strategy for socio-economic development. It has a multisectoral composition with membership from the Ministry of Labour, War Invalids and Social Welfare; the Ministry of Culture, Information, Sports, and Tourism; the Ministry of Education and Training; Ministry of Health; Ministry of Finance, the General Statistics Office, the Confederation of Trade Union, the Youth Union Central Committee, and Women's Union Central Committee. Among its responsibilities are balancing population and family planning schemes with national socio-economic plans, and coordinating with the branches concerned the integration of population and family planning with sectoral plans.

Education Policy

The general education reform conducted so far was to be evaluated to serve as the basis for further decisions on strategic directions. Efforts are focussed on the universalization of primary education, combatting illiteracy, and raising the quality of pre-school education as well as improving adult education.

Various forms of career orientation and vocational training run by the State, collective or private organizations, are developed along with the formation of a system of technical education. Business enterprises are encouraged to organize their own vocational training activities. Traditional occupations are promoted and technical trades developed through short-term and long-term, regular and non-regular training courses. Skills training is to be incorporated into the school curricula. The mass media consider it their duty to disseminate

educational programmes in their normal broadcasts.

The higher education and vocational training systems are to be restructured and the contents and teaching methods of training programmes renovated for better quality.

Universities and colleges should serve as cultural scientific and technological centres for training talented people. Post-graduate training and retraining should be expanded.

The role and responsibility of the family in educating children and bringing up the younger generation must be preserved. Self-education should be encouraged and facilitated. Self-taught students are entitled to take examination for degrees or certificates. Within the framework of the law, everybody is guaranteed the right to teaching, learning, taking exams, and selecting professions, schools and teachers. The tuition fee system is to be improved. Scholarships will be granted to high achievers and to needy students covered by social-welfare policies. The system of State-run schools is to be consolidated and schools run by the people will increase.

Funding for education is to be supplemented by other sources.

Process of Policy Formulation

Each ministry drafts its own policy which is submitted to the Council of Ministers for approval and returned to each Ministry to be translated into operational plans. These policies are approved by the National Assembly .

Population Redistribution⁶⁹

The population policies and goals for redistribution and social and economic development are planned through three processes that are being simultaneously undertaken: de-urbanization, ruralization, and urbanization. Cities in the southern part of the country experienced rapid population growth during the war years and developed a commercial economy that did not support national self determination. Government actions to reduce congestion in the cities included aid for refugees who wished to return to their original villages, relocation of refugees to newly created villages, or assistance in finding local employment. The capitalist economic system was dismantled

and replaced with a national cooperative production scheme. The results are encouraging: inhabitants of Ho Chi Minh City and from other towns have returned to their villages or moved to new ones. Unemployment has decreased by two-thirds, and illiteracy among the working population has almost been eliminated. Rural development is following two paths: redistribution of populations to uninhabited areas and sedentarization of nomadic populations. Resettlement of workers and their families from the Delta region was necessary to create new economic areas. Intensive farming and diversification of farming activities in communes and forest sites run by the state was encouraged. Development of non-agricultural occupations, e.g., small industry, cottage industry, transportation, and services was planned. Sedentary life styles for nomadic populations are expected to produce a more rational exploitation of natural resources by encouraging the use of appropriate farming technology and hastening the development of this population. Despite favorable social conditions, e.g., cooperation and solidarity among people, resettlement has been met with financial, material, and technical difficulties. The urbanization policy concentrates on transforming and rebuilding existing towns and creating evenly distributed new towns. Rebuilding efforts attempt to increase production activities while eliminating residual aspects of consumerism. Building new towns is part of the regional economic development strategy to coordinate industry and agriculture and bridge the urban-rural gap. New towns will be district centers combining administration, economic enterprises, and facilities such as schools, hospitals, libraries, theaters, and research stations, which will cater to the material and cultural welfare of the population. The entire organization effort is vital to the country's economic development, improvement of people's working and living conditions, and to national defense./70

Research Resource

1. State Committee for Sciences (SCS)

Established in 1956, the State Committee for Sciences (known in the 1970's and 1980's as the State Committee for Science and Technology) (S & T), which has the same status as a ministry, is a Government body responsible for national science and technology (S & T) policy implementation and for central management in the field of science and technology, including social sciences, throughout the country.

Under the direction of a chairman, who is a member of the Council of Ministers, SCS is to discharge the following main tasks:

- a. Formulation and execution of the national Science and Technology policy to build up related potentials with a view of improving the country's socio-economic development objectives; projections, and strategy formulation.
- b. Elaboration of Science and Technology manpower policy and planning of human resources development and utilization in different Science and Technology sectors.
- c. Overall planning and coordination of national R & D efforts; drawing up national-level R & D key programmes and allocating financial resources for their implementation.
- d. Establishment of procedures, methodology and legislation for Science and Technology management, which are to be implemented consistently on a nationwide basis.
- e. Assessment of technological levels in production; appraisal of technologies involved in investment projects and appraisal of technologies to be transferred.
- f. Overall management of the environment and natural resources particularly with respect to policy-making, conservation, resources utilization, monitoring, problem identification and remedial measures; appraisal of mineral reserves, and sanctioning their exploitation.
- g. Development and management of a national Science and Technology information network.
- h. National focal point for international cooperation in S & T, both bilateral and multilateral, including international organizations, and as a focal point for national execution of selected externally-assisted development projects.
- i. Management of Science and Technology activities at sectoral and provincial levels, acting as state inspector of all Science and Technology related matters.
- j. Consultancy and support services for Science and Technology efforts and investment activities.

To effectively fulfill these tasks, SCS is structured along six blocks of subordinate units as indicated in the attached

organizational chart:

2. Department of Social Sciences Under Direct Authority of SCS

The Department of Social Sciences directly under the authority of the State Committee for Sciences was established under the Decision 02/HDBT dated January 3rd 1991 by the Chairman of the Council of Ministers.

The Department of Social Sciences performs the union administration throughout the country to scientific activities in the field of social sciences and humanities (economics, politics, law studies, philosophy, history, pedagogy, psychology, theoretics...)

The Department of Social Sciences assists the Minister-Chairman of the State Committee for Sciences to formulate the policies and approaches of development of social sciences; the contents and researching methods; to recommend the application of research results into practice.

Powers and duties given to the Department of Social Sciences:

- Revision and approval of the plans of research (contents and budgets) submitted by Research Institutes, Universities, Colleges and faculties of social sciences - humanities in the entire country).
- Supervision and control of the scientific activities performed by the foregoing offices (including private research organizations).
- Management of focussed research programmes at State level on social sciences and humanities.
- Convening of meetings of Councils of scientists of State level on social sciences.
- Fulfillment of other tasks in order to support and speed up all activities of social sciences.

The Challenges of the 1990's

Vietnam's economy is changing toward a market mechanism under state management. The government's social policy aims at maximizing the human potential on the basis of justice and

equality, human rights and obligation, coordinating economic growth with social progress, enhancing both the material and spiritual life, and satisfying the needs and long term interest of the individual and the citizens. A lot has to be done in housing, urbanization, welfare services, health and population control. Vietnam is looking up to the model of its neighboring countries in terms of formulating social policies in line with its economic reforms. There is a need to identify the social policy and program development requisites for rebuilding, strengthening, and conserving the human resources. Social policies must aim at the prevention of social breakdown, rehabilitation of the victims of social disruption, and maintenance to specific groups of the population - the elderly, the homeless, refugees and orphans. Inherent in social policy development is the concept of participation, the active intervention of individuals and groups to define social goals. The country will address a number of issues such as: human resource development, population redistribution, welfare services, and education to meet the manpower needs congruent to a changing economy. Policy makers must seek the best means of translating fundamental social development and humanitarian policies into programs that are politically feasible and acceptable to national leaders, reconcile conventional leadership structures with the demand for democratic spiritual and cultural identity at the stage of economic reconstruction and development, adjust to the transformation from centralized economy decentralized new forms of political system, encourage popular participation in the process of identifying social problems and designing policies to deal with these problems, address problem of displaced persons and refugees, adapt financing procedures to mobilize public resources to meet social needs, define mechanisms for land reform and identify the role of resettlement for people establish social and administrative structures to meet newly defined problems and needs.

Chapter VI

CHINA

The Evolution of China's Development Strategy⁷¹

The history of China's development strategy can be divided into four phases:

1. From the founding of the People's Republic to the fall of the "Gang of Four" (1949-59)

In the years immediately following 1949, China basically copied the model for economic planning established in the Soviet Union. Every five years, there was a new economic development plan, with heavy industry given priority. During this period, China accomplished much in establishing a comprehensive economic system. At the same time, due to the over-emphasis on economic growth, social development, and science, and technology were neglected. The people did not benefit fully from the economic advances achieved and there was considerable environmental degradation.

2. From the fall of the "Gang of Four" to the third session of the Eleventh Congress of the Chinese Communist Party (1960-69)

During this period, the government realized the blunders in macro-policy, since the rule of the "Gang of Four" had been overturned and the country was eager to regain lost time. One example was the plan to build ten oil fields like Daqing. China imported heavy machinery and equipment to be used in a traditional way to develop the economy. There was continued neglect of science, technology, economic process, social services, and adjustments in the national economy.

3. From the third session of the Eleventh Congress of the Chinese Communist Party, to the Twelfth Congress of the Party (1970-80)

During this period, the Communist Party shifted its emphasis to economic reconstruction. This was considered a very important strategic change. The Twelfth Congress in 1980 put forward the economic objective of quadrupling industrial and agricultural production and the social objective of increasing the people's living standards by the end of the century. In order to attain these twin objectives, strategic studies were carried out throughout the country - both in the countryside and

in towns. This was the first time that the development strategy was pursued on a broad basis which assessment a positive role in advancing the country's economic and social development.

These strategies, however, were based on the idea of quadrupling industrial and agricultural production output, without differentiating them. In implementing them, many leaders continued to use production value as the criterion for judging achievements. Since the end of 1984, there has been competition in many sectors to increase production. Fixed investment kept increasing, and the large amount of inputs led to increased production. Efficiency was low, and there was little real benefit to the people. Many urgent social problems had been unresolved, and there remain large inadequacies in the fields of economics, science, technology, and social welfare.

4. The Thirteenth Congress of the Chinese Party (1981-89)

The importance of integrated development was recognized by a number of experts and scholars during this period. At the Thirteenth Congress of the Party, a new development strategy was introduced. This emphasized improvements in production quality and efficiency, as well as the need for integrated development and stable growth. It marked the beginning of the fourth stage of the evolution of development plans in China.

The Twelfth Congress of the Chinese Communist Party outlined China's development objectives for the year 2000. Ten aspects are involved. The socially relevant components are:

1. Living Standards

By the year 2000, the average family consumption level for the nation as a whole will have been higher than that of the middle income urban families. Per capita consumption will be 712 Yuan, which is more than three times the 1980 level of 227 Yuan. The average urban consumption level will be more than 1200 Yuan, while the level for township residents will exceed 600 Yuan.

In food consumption, plants will remain the principal food source, although there will be an increase in the amount of animal sources used. Each person will be able to consume meat and eggs each day.

2. Housing

Considerable improvements will take place in housing both

in terms of quality and quantity. The average housing space for urban residents will increase from 4.6 square meters in 1983, to 8 square meters for each person. The average housing space for rural people will increase from 11 square meters to 15 square meters per person.

3. Basic Needs

Most consumption items will still be related to basic needs, although there is considerable scope for improvement in the material as well as cultural aspects. There will be an increased supply of household services, which will lessen the time spent for housework. There will also be more time available for learning, entertainment, and leisure. By the year 2000, 92 per cent of urban households will have a television set, 80 per cent will have a recorder, 70 per cent a refrigerator, and 90 per cent a washing machine. Among rural households, 75 per cent will have a television set, 42 per cent a recorder, 15 per cent a refrigerator, and 36 per cent a washing machine. By the end of the century, all the electrical household appliances available common in the developed countries will be present.

The disparities in consumption standards between urban residents and rural people will be narrowed from 2.71 in 1980 to 1.86. There will be considerable regional disparities in consumption patterns. In the eastern coastal areas, which have higher population densities and more intensive agricultural practices, the economic growth rate (and purchasing power) is expected to be higher than in the western part of the county. The regional disparities in consumption are expected to be far more significant than the urban/rural differences.

4. Population Control

By the year 2000, the infant mortality rate will be reduced from 3.5 per cent in 1981 to 2 per cent. Life expectancy will be increased from 68 years in 1982 to 72. This will be higher than in most countries, and it will lead to an increased proportion of elderly people in the population. Large numbers of the rural population will move into the urban areas, and the ratio between urban and rural populations will change from 1.4 to 2.3 by the year 2000. On a regional basis, there will be no fundamental changes in the population distribution. The country will continue to be densely populated in the east and sparsely populated in the west.

5. Education, Health and Sports

By the end of the century, China's education system will be modernized, with a global perspective, oriented towards the future. Primary education will be universalized in the rural areas. There will be a relatively fast development of higher education, with an increase in college graduates from 0.6 per cent to 2 per cent in the year 2000. Illiteracy and functional illiteracy will decline to 8 per cent in the year 2000.

There will also be significant improvements in the provision and quality of health care. A network of health treatment and prevention facilities will be set up at various levels, facilitating access to medical services.

Considerable progress will be made in the arts. By the end of the century, international publications will appear in China; films and theatre productions will incorporate some international components and Chinese opera, will be offered to a world audience. Various art theories will evolve with the emergence of new talents. China is also expected to be a strong power in international sports.

6. Social Values and Institutions

By the end of the century, there will be a stronger ideological emphasis on modernization. The pace of life will be faster. Improvements in education will help people solve their development problems.

Family relationships will be characterized by greater openness and freedom as well as greater equality between men and women. It is expected that most families will remain stable, although there may be an increase in the rate of divorce. With the strengthening of the economy, the economic functions of the family as well as relationships will be strengthened.

Critical Development Policy Issues Towards The Year 2000

Population Growth and Employment Pressures

The net increase in the country's population from the mid-1980s to the end of the century will be over 200 million. In a country which already is the largest in the world, that means an increase nearly equivalent to the population of the United States or twice that of the present population in Japan. Achieving an economic level that will accommodate large numbers

of people and able to level with developed countries will be an extremely difficult undertaking.

The high birth rates that prevailed from the 1950s to the beginning of the 1970s mean huge increases in the labour force. From 1981 to 2000 the average net increase of available manpower will be more than 15 million annually. By 2000, the country's labour force will reach 767 million, which will be about 61.4 per cent of the total population.

The working population in the country presently totals about 500 million, of which more than 300 million are located in the rural areas. With limited farmland available, there has been increased mechanization in agriculture. As a result, about one third of the rural population constitutes a surplus labour force. Without other employment alternatives, this surplus may reach 200 million by the year 2000.

The country has a relatively high rate of employment, with the ratio between the employed manpower and the whole population as high as 44 per cent on average and exceeding 50 per cent in the urban areas. However, the pattern of employment is rigid and difficult to change. With the increase in population, there will be great pressure on this employment structure.

Lack of Educated, and Science and Technology Cadres

A critical problem is that the educational structure is very weak. Only 0.87 per cent of the population has a university education, 10.53 per cent are at the level of senior middle-school, 60.35 per cent are at the level of junior and primary school education, and the rest are illiterates or semi-literates.

Population and Family Planning Programs⁷²

China continued the family planning program in the 1980s as one of the major efforts to slow down the population growth. The implementation of the program may be described briefly as follows:

- (1) Publicity and education on population have been regularly conducted throughout the country with the aim of raising the consciousness of the population in general and the people in childbearing ages, in particular, with regard to

the necessity of population and fertility regulation.

- (2) The government has adopted an explicit population policy to encourage couples to marry later, to postpone the birth of their first child, and to have fewer and healthier children. Married couples are exhorted to have one child but those in rural areas who have "practical difficulties" may have more than one children with proper spacing. People of the minority ethnic groups may have as many as three children. Rural couples whose first child is a girl, are given permission to have another child.
- (3) The family planning program is implemented through an incentives and disincentives scheme. A couple who decided to have only one child is granted monthly health care subsidy until the child reaches the age of 14. The mother enjoys longer maternity leave with a full pay. The single child is assured a place in a nursery school, etc. In rural areas, families with a single child are entitled to contracts for more land and to keep a greater proportion of their grain harvest. Disincentives for couples who have children in an unplanned way include fines, repayment of incentives already given, and other measures. It must be noted that incentives and disincentives are not uniform all over China, the actual regulations depend on local regulations.
- (4) The family planning program provides comprehensive health measures that enable people to practice family planning. Contraceptives are provided free and family planning clinics are found at all levels of government. Most hospitals at the county level and above have family planning departments that provide services and counselling. All over China, there are more than 300 maternity and child-health hospitals and obstetrics and gynecology hospitals providing family planning services. There are more than 3,000 maternity and child care stations or centers that provide premarital check-ups and counselling, genetic counselling, family planning diagnoses and various services. There are more than 30 family planning research institutes developing new contraceptives, testing existing ones and improving local and imported devices.

Migration

Surplus labor force and migration trends in China are examined, with emphasis on the impact of underemployment in

rural areas. "Government policy encourages surplus labourers to transfer out of crop farming into agricultural sidelines or non-agricultural work. Peasants are urged to stay where they are, shifting jobs without shifting location; however, many rural areas are poorly endowed for providing alternative employment, so their surplus workers must also leave the village to find work. Many do not formally migrate, but rather move on a seasonal basis or set up 'temporary' residence in an urban place. This 'floating' population has been escalating rapidly in recent years. China's cities and towns can absorb millions of surplus labourers from rural areas each year, to the mutual benefit of sending and receiving areas./73

About 20% of China's population live in cities. Efforts to modernize and develop the country will mean the absorption of several hundred more rural persons into nonagricultural activities, and possibly, into urban places. Peasants are strongly attracted to urban places, but China argues that urbanization must be harmonious with both the development of industry and agriculture. Thus, China's policy, 1) strictly limits the size of big cities, 2) properly develops medium-sized cities, and 3) encourages the growth of small cities and country towns. Migration must fit the needs of the planned economy. Therefore, movement up the urban hierarchy is either completely banned or discouraged, while movement down from the top to the bottom, or to rural places, is encouraged. The household register system is the mechanism which controls and defines such movement. In 1979, the Chinese government adopted a new agricultural policy designed to raise the quality of life and productivity in rural areas. It established the individual responsibility system which gives peasants major responsibility for the lands contracted to them by the collectives. This system has worked very well. Because non-agricultural activities are often located in either the village, country or market town, or commune seats, Chinese policy-makers see these places as having a key role in overall development. The government emphasized the development of small towns to prevent further growth of large cities. Many peasants become temporary migrants to cities, working in construction or commune shops. Perhaps the most viable and visible form of temporary movement fostered by the individual responsibility system is the mobility engendered by the resurgence of free markets. The free markets have helped to raise incomes and have served as a vehicle for modernization by forging links between rural and urban places. The success of the family planning program is essential to reduce the number of people entering the work force. The attractions of the city remain strong and are likely to remain so until the urban-rural differentials are reduced much more./74

Concern in China with problems of rural-urban population distribution, rates of urban growth, and relations between employment opportunities and rural and urban development resulted in a firmly articulated policy regarding population movement. Permanent movement from rural to urban places and from smaller to larger urban places is strictly controlled. Yet the pressures of a large surplus labor force and the introduction of the new economic responsibility system have led to a substantial increase in population mobility, most of it temporary. This migration allows rural areas to cope with their surplus labor and to raise rural standards of living. "It has also allowed urban places to gain the skilled service workers and unskilled construction workers that are in short supply without putting undue pressure on urban facilities./75

Human Settlements⁷⁶

Following the dissolution of the State Commission for Capital Construction and the National Bureau of Urban Construction in 1982, residential construction and management became the responsibility of the Ministry of Urban Rural Construction and Environmental Protection. Being the policy-making body, it prepares long-term programmes and the annual planning for residential construction, supervising their implementation. It promotes necessary technology and organizes training in residential construction and house property management for local cadres. The final responsibility for their implementation is entrusted to the Urban Housing in the Ministry.

Residential construction and house property management are under the Urban Construction Bureau in provinces and autonomous regions, and under the Capital Construction Commissions and Real Estate Management in cities. Unified Residential Construction Offices have also been established in some cities. Real Estate Management Bureaus likewise manage a number of houses and have been set up in district governments, mainly to take care of administrative affairs. The management offices at the sub-district level comprise the grass-roots units for house property management.

A number of professional groups engaged in house repair, residential construction, housing management and the supply of building materials and equipment have been set up under each municipal Real Estate Management Bureau. Residential Construction Offices and Real Estate Management Bureaus have also been set up in country towns. At present, only 20 per cent

of all public lodging are managed by house management bodies, the rest being handled by the respective owners of units, under the guidance of the Municipal Real Estate Management Bureaus in compliance with policies and decrees passed by competent bodies at national, provincial or municipal levels.

As a rule, the policy is to urge industrial departments and state enterprise to build their factories in small cities and towns to boost construction of local residential quarters, public utilities, cultural establishments, educational institutions and service trades and to encourage workers and staff members to settle there. Industries which have to be built in big cities are located in satellite towns or cities away from the city proper, as in the case of Jinshanwei in Shanghai, Huangchun in Beijing and Bangiao Town in Nanjing. Priority choice is given to small cities and towns with favourable resources, geographical location, communications and co-ordination facilities.

Rural Settlements Construction

Since 1978, a policy of step-by-step construction in line with local conditions has been pursued. The policy aims at mobilizing peasants to build their own houses with voluntary help from others, that is to say the individual raises the money and prepares the materials while the collective arranges the construction and overall planning. If the collective is rich, houses are planned and constructed by collective and then sold to the peasants. Either way is acceptable to the peasants. In each case they are awarded house ownership which is under legal protection.

Construction can be undertaken by construction teams organized by the collective as a supplementary occupation, or by individual peasants using their own funds and assisted by friends and relatives. The government favours the former because it generates incomes while the latter burdens individual farmers and affects their agricultural production.

Despite its merits, China's housing system has some drawbacks. Future work will focus on improving the system of construction investments. To correct present imbalances in housing investment, the burden of housing problems should be shared between the State and the people. The principle of "To each man his due" should be adhered to, ensuring the wider distribution of economic benefits.

Solving the problems of peasants call for economic and social reforms, particularly a set of policies that reflect the actual situation and is supported by the peasants themselves. Issues arising in the course of rural development await urgent solution:

1. The participation of the large rural population in developing the vast countryside is essential, and it is a major task of the government to disseminate science and technology among the peasants and train primary technical personnel.

2. To cope with the substantial demand for rural housing, construction must be approached more scientifically, including the standardization of designs and construction components, and the mechanisation of construction. Construction should also be gradually specialized and assigned to specialist construction teams. Rural housing problems are expected to be solved by the end of the century imbuing China's vast countryside with a completely new outlook.

Human Resources Development⁷⁷

As a centrally planned economy, China is unique in that its formerly closed and wholly socialist economy has been progressively opened to the international community, and the role of private economic activity has been expanded since 1978. Both of these changes have had important consequences for human resources development. The establishment on the eastern seaboard of a number of rapidly growing and relatively prosperous free trade industrial zones has provided impetus to individual human resources development. To some extent the free trade zones have acted as a point of comparison, highlighting the limitations and weaknesses of China's human resources. In this way they have also spurred the Government to focus more actively on human resources development. However, some of the social changes accompanying rapid capitalist-style development in these areas have also caused concern in government circles. The transition to a more free and open economy has been accompanied by difficult adjustments in social, economic and political spheres that continue to affect the nation's approach to human resources development.

China's vast human resources are regarded by the Government as both a valuable potential resource and a major obstacle to development. Consequently, development policy in the country focuses on both the positive and negative aspects of human resources development. On the positive side, education and

intellectual development, employment, manpower planning and development, and human resources management are the major themes. The negative side is covered by the national population policy and concerns about discipline in the population, particularly among the younger generation. Because of the sheer size of the country and its population and the diversity of its industrial and economic structure, China does not have a single unified policy or plan for human resources development, nor a comprehensive manpower policy. Instead, broad national policies dealing with such issues as population control, the role of basic education and employment training, the role of women, culture and mass media, and the provision of health and medical services guide government programmes at all levels.

The administration of human resources development policy, planning and programme implementation in China reflects a diversified approach within a relatively uniform national system of general administration. Development policy formulation and planning are ultimately determined by the National People's Congress, but actual implementation is carried out by state commissions and state departments at the national level. The most important central government agencies are the State Education Commission and the State Science and Technology Commission, the Ministry of Personnel and the Ministry of Labour. At the provincial and local levels, municipality government agencies are responsible for programme implementation. A few key non-governmental agencies, such as the China Association of Science and Technology and the All-China Trade Union, also play an important role in specific areas of human resources development. Inter-ministry coordination at policy and planning levels is assured by the leadership of the State Council.

Administration of the education and manpower development sector, regarded as the key human resources development sector, reflects the complex nature of the Chinese administrative system, which involves numerous agencies at various levels of government. While the State Education Commission coordinates policies and guidelines for all levels of education, it directly administers only the higher education sector. Provincial and municipal governments are required to administer primary and secondary schools established a system of nine-year compulsory basic education. Policies and guidelines for the management of professionals are coordinated by the State Science and Technology Commission, while the Ministry of Personnel carries out similar functions for public servants. Similarly, pre-employment training, on-the-job and mid-career training of workers and middle-level technical school education are

coordinated by the Ministry of Labour. Development planning, administrative regulations and budget allocations form the major channels of coordination at all levels for the various coordinating Commissions and Ministries, which often utilize inter-departmental meetings and the joint issuing of documents as instruments of coordination.

The national concept of human resources development emphasizes the role of education, which has traditionally been highly valued in Chinese culture. The Chinese experience in implementing education programmes illustrates some of the unique characteristics of human resources development in China. Despite the high cultural value accorded to education, the nation has relatively low levels of education and serious shortages of educated and trained manpower. Among the factors responsible for the comparatively poor quality of its human capital are the country's huge population and low level of economic growth, and the impact of economic and social experiments such as the Great Leap Forward (1958) and the Cultural Revolution (1966-1976).

The Government of China has faced several major dilemmas in relation to education and its linkages with the workforce and wider society. The scale of the national education programme was greatly increased during the Great Leap Forward, leading to a sharp fall in the quality of education. At the same time, a campaign to link education with production that was mounted during the early 1960s led to a boom in vocational training. As a reaction to the overwhelmingly academic orientation of traditional education, this marked a beneficial change of emphasis. However, hindsight suggests that at least some of the low productivity of the workforce prior to 1978 was related to the rather low standards of both general and technical and vocational that resulted from this rapid expansion. Quality, as well as occupational relevance, have thus become major concerns of recent education policy.

Technical and vocational training is increasingly being seen as a critically important field in relation to the high rate of growth of the workforce, the decline in the rural labour force and the extent of "overemployment" (the employment of excessive numbers of essentially unproductive workers) in the socialist economy prior to economic liberalization. A large section of the generally poorly educated and unskilled rural labour force will require additional education and training in order to obtain productive employment in the modern economy. At the same time, industrialization is creating a growing demand for skilled and highly educated workers. Formal technical and

vocational education is thus seen as a bridge to employment, while less formal short training courses are being developed for those who do not enter secondary education and for re-training of workers and the unemployed.

In China in particular, education is an element not only of human capital, but also of an individual's social and political development. The relationship between education and general social and political development and individual behaviour has two dimensions. The first was evident during the Cultural Revolution, when students were admitted to higher educational institutions on the basis of their social and political, rather than educational, qualifications. The consequent high failure rates and poor quality of education, and the general social and political upheaval, resulted in the production of very few qualified graduates during the decade 1966-1976 and created a severe shortage of professional and technical manpower that continues to be felt in the 1990s. The second dimension came to prominence with the opening up of the Chinese economy after 1978 and vigorous efforts to rebuild the education system. Rising educational standards, among other things, led to increased social and political demands from educated youth. Concern for the social and political consequences of this trend has created a certain ambivalence in China with regard to tertiary education and advanced training, particularly where it involves an overseas component, that has yet to be clearly resolved.

As a socialist and still largely centrally planned economy, China faces some unique human resources development problems. The socialist planned economy creates a rather different environment for human resources development decision-making and thus presents unique problems for the management of human resources development. The demand focus of the Jakarta Plan of Action emphasizes the role of individual decision-making and individual incentives in relation to human resources development. Individuals choose to invest in human resources development in the expectation of future benefits. In particular, individuals are assumed to invest in their own or their children's education in the expectation of subsequent income benefits and will choose the education and employment that will maximize these benefits. Income incentives differ according to occupation because wages are strongly influenced by productivity, which is partly determined by education and skills and also varies by occupation. By contrast, incomes in the state sector in China are not generally determined by productivity and are thus not necessarily related to qualifications or skills. Financial incentives for individuals to invest in education or training are therefore more limited

than in the other countries of this study. Individuals also have much less freedom to choose their education or occupation, further reducing the incentive for individual (or family) investment. Moreover, labour mobility, either between sectors or institutions is extremely limited, partly because enterprises exert considerable control over individuals and partly because the general housing and social environment creates serious obstacles to those seeking to relocate. There are also few incentives for workers to move to jobs where their skills would be most efficiently utilized. In China, inadequate incentives to guide individual human resources development decision-making and the failure of labour market mechanisms are among the major factors limiting the overall efficiency of human resources in employment.

Human resources development policy and planning in the centrally planned economy of the People's Republic of China is changing gradually in response to the progressive opening of the economy after 1978. The emerging national concept of human resources development reflects a gradual reassessment of the relative importance of the economic, social and political dimensions of human resources development and their essential interdependence. Recognition of the role of the economic, human capital dimension in providing the resource base for more rapid overall human resources development has led to greater attention being paid to vocationally-oriented education, quality of education, and employment policy. However, a number of problems remain. Private incentives for individual investment in human resources development are relatively weak, owing to the lack of a direct relationship between productivity and earnings, and human resources tend to be inefficiently utilized owing to the absence of an effective labour market.

Policy Implications of Changing Socio-economic and Population Structure⁷⁸

Population Aging

One issue related to the shrinkage of family size as one of the consequences of fertility decline is the population aging. The 1990 census reports that the proportion of population aged 60 and above accounts for 8.59% of the total population, and the proportion of aged 65 and above accounts for 5.58%. More important than proportion is the size of the elderly people. It implies a population of age 60 and above about 97 million, and a population of age 65 and above about 63 million. Moreover, the retired population, which is age 60 and above for males and

age 55 and above for females accounts for 2.64% of the population age 15 and above, implying a population of about 22 million. These are old people who enjoy the monthly pension and free medical care from the government. But it also suggests that more than two-thirds of the elderly people are not eligible for the entitlement.

Support for the Elderly

How can these old people be supported not only economically, but also socially and psychologically? While economic support of the elderly is a more serious issue in rural areas since there is virtually no pension system and free medical care there, social and psychological aspects of the support is more so in urban areas. In other words, if in rural areas the elderly support is an issue of survival, in urban areas it is an issue of happiness. Therefore, the solution to the issue should be somehow different in its emphases. A number of experimental projects are under way in various parts of rural China to establish a kind of pension system through channels of resources from individuals, community and local government. It largely depends on how well the local economy is growing.

"Opportunity Cost" for Family Support

Family support is very much encouraged by the Chinese culture and the Chinese government. Most people would like to take good care of their elder parents (or parents-in-law). However, they have to make a choice between the support of their parents and the pursuit of own career. If they spend more time and energy for their parents, their career would be jeopardized.

When life expectancy moves upward a longer period is required for support. Moreover, the responsibility of family support for the elderly lie on the women, which may jeopardize their career development.

Urbanization

The most salient feature of demographic development in China in the 1990s was the migration or movement of the population as a result of urbanization and the consequent labour transformation from the agriculture to non-agricultural sector.

China's government had long held a conservative policy toward urbanization. Thirty years after the establishment of

the People's Republic, the level of urbanization reached 20.60% in 1982. After the adoption of the reform policy, both the population movement and urbanization levels have accelerated. The 1990 census reports that the proportion of urban population accounts for only 26.21% of the total population. With the change in definition of urban population between the two censuses this estimate may still be considered conservative. An alternative is to compare the population changing residence from the household registration in the 1990 census with those in the 1982 census. Such migrants account for 2.61% of the population (29.5 million in 1990) compared with 1.13% (11.4 million in 1982) an increase of 159 percent over the period of eight years.

Labor Transformation

Many villages switched from agricultural production to nonagriculture through the development of so-called "township enterprises". Although the people involved did not have the urban residence status, and remained their residence, their living style assured that of the urban community. Typical is a state-own factory worker with an eight-hour schedule, a monthly salary, free medical care, and monthly pension upon retirement, etc. This may be called "rural urbanization", which may not be reflected at all in the official population statistics since people do not have the urban registration status granted by the government. Values, attitudes, tastes, and even aspirations, gradually changed from what was typical for a Chinese peasant. It is expected that this movement would be accelerated in the 1990s, and will eventually exert its influence throughout the Chinese society.

When labour transformation from agriculture to non-agriculture proceeds, the vocational training for skilled workers will be an important agenda. According to the 1990 census, the population with educational attainments higher than the elementary level accounts for less than a third (32.8%) of the total aged 6 and above. This has improved compared to that of the 1982 census (25.3%). Moreover, the census also indicated that more than seventh (15.88%) of the population aged 15 and above are illiterate or semi-literate, corresponding to almost 200 million Chinese adults. It is apparent that, raising the educational attainment of the population will become an urgent task for the society, and important both for the population control and the economic development programs.

Ethnic Population

When the fertility of the country declined to a low level, the disparity in fertility and population growth between the majority of the population and the various minorities becomes stark. The 1990 census indicates that the minority population grew by more than one third (35.52%) in the period of eight years between 1982-1990, while the Han majority grew by only a bit more than one tenth (10.80%). During that period the annual growth rate was 1.29% for the Han majority and 3.87% for the minority ((a three fold difference). The minority increased from 67.3 million, which accounts for 6.67% of the total population in 1982 to 91.2 million, 8.04% of the total population. Moreover, for several minorities, the population doubled and even more than tripled over the period.

Chapter VII

TOWARDS A RESEARCH FRAMEWORK ON SOCIAL POLICY
DEVELOPMENT IN THE ASIAN REGION

There were variants and similarities in social policy development in the five countries studied: (Philippines, Indonesia, Thailand, and China). In the Philippines, the goals of development are the eradication of poverty and the attainment of a better life for each Filipino. In the social development sphere, the government has remained committed to increasing the access to basic social services particularly by women, children, and cultural communities. In Thailand, social development planning has been consolidated under the heading of Development of Human Resources, Education, and Growth. The goal is the achievement of sustainable development wherein human resources will become an integral aspect of the planning process. In Indonesia, Repelita V aims at increasing the standard of living and building a strong foundation for the next development stage. In Vietnam and China, emphasis is still focused on economic development with the social and political plans drafted along with economic efforts. Table 2 presents the comparative analysis of the five countries in terms of the instrument for social policy, the central planning agency, priority areas in national development social sectors covered, and format of plans. Similarities were noted in the goals set, social sectors covered, and priority areas. Economic development remained largely the primal concern of governments. Variations were noted in the planning process whereby plans are submitted to higher authorities beyond the planning agency in the case of the Philippines (Cabinet Steering Committee) and Indonesia (Presidential Office) while in Thailand, policies are drafted by a multisectoral committee and submitted to line agencies for operationalization without the approval of higher authorities. Likewise, in China and Vietnam, the State Committees composed of different sectors of the population draft and ratify the plans.

Despite differences in specific country situations there were similarities in issues presented. Policies on social development remained largely sectoral. From the country experiences, common obstacles or constraints were identified and emerging opportunities to promote participatory social planning processes were highlighted and discussed. In most of these countries, problems of absolute and relative poverty were unresolved by existing policies and practices. The existence of widespread poverty and a significant measure of class inequalities were seen as serious setbacks not only to

development but the achievement of broad national goals. Notwithstanding the traditional dichotomy between social and economic planning, the emerging concept of social policy formulation points to the need for achieving a minimum level of material or economic prosperity for the more deprived segments of the population. The situation analysis of the country becomes the first step whereby relevant information is gathered and analyzed to facilitate the understanding of how planners identify and prioritize problems and needs to arrive at the policy formulation and plan of action. The country studies confirmed the centralized nature of planning and administration in the Asian region. Under this system, social policy formulation is based in a central planning agency with cooperation of relevant ministries. Only in limited cases are regional bodies allowed to plan and perform social analysis and needs identification. It was noted that the scope of social planning depends on the policy agency which can assume a comprehensive approach covering all dimensions or a simple focus on specific sectors. Data are drawn from routine or specific reports such as the census, academic researches and national surveys. The common criteria for determining priorities include: (1) the perceived severity or seriousness of the problem; (2) the percentage of the population with the problem; (3) feasibility of solutions; (4) cost-effectiveness of programs; and (5) level of development to reflect resource availability. Methods used depended on socio-economic, political, and cultural circumstances.

The national plans in the five countries have the following features:

- (1) A time allocation in program plans (5-years) providing a focus to what achievements are expected in a given period and an allowance for programs appraisal;
- (2) Specific definition of programs, strategies, and national goals
- (3) Organization of administrative structures and procedures at the national, regional, and local levels.

Table 2

**Comparative Characteristics of Social Policy Planning in the Five Countries
in the Asian Region, 1992**

Features	Philippines	Indonesia	Thailand	Vietnam	China
Instrument for Formulation of Social Policy	Medium Term Plan 1987-92	Repelita V 1989-94	Seventh Development Plan 1992-96	7th National Congress Document 1991-2000	Twelfth Congress of the Chinese Communist Party 1990-2020
Agency in Charge of Planning	NEDA	BAPPENAS	NESDB	State Planning Committee	State Commission and Departments
Priority Areas in National Development	1. eradication of poverty and 2. attainment of better life	1. equitable distribution of income 2. adequate economic growth 3. national stability	1. productivity 2. equity 3. sustainable development	1. people centered development; 2. advanced economy, national identity; 3. freedom from exploitation and oppression	1. economic development, 2. people's participation in the political and economic system
Social Sectors Covered	1. Education and Manpower Development 2. Health, Nutrition 3. Housing 4. Social Services and Community Organization 5. Population	1. Population and Family Planning 2. Transmigration 3. Manpower and Employment 4. Food and Nutrition 5. Health 6. Education	1. Development of Human Resources, Education and Health 2. Decentralization of Urban Development and Infrastructure Services	1. Population 2. Education 3. Science and Culture	1. Science and Technology 2. Population Control 3. Education 4. Living Standards

Table 2 (Cont'd)

Features	Philippines	Indonesia	Thailand	Vietnam	China
		7. Housing and Human Settlements 8. Transport Communication and Policies			
Format of Plans	-Assessment of Past Achievements -Challenges -Objectives -Targets -Policies and strategies -Programs and Projects	-Guidelines of State Policy -Strategies and Program	-Development Issues -Mechanisms -Specific Programs	statement of goals and targets	statement of goals and targets

Social Policy Redefined Within the Asian Setting

Social policy planning from a regional perspective assumes greater awareness of the interrelations of welfare with basic economic and social institutions being oriented towards the satisfaction of actual human needs. The system is directed primarily towards increasing individual welfare by greater production, more equitable wealth distribution, and increasing social consumption through the expansion of a network of services.

It is an instrument to guide and determine plans or courses of actions to meet basic human needs, alleviate social problems, and bring about greater equity and social justice. Those concerned with issues of social policy have stressed the need for human development related not only to income increase but to education, housing, health, and other social amenities. The determinants of social policy are:

- (1) economic factors - social policy planning is largely conditioned by the extent of the country's economic resources for social policy expansion.
- (2) Political factors - dictate the mechanism for determination and implementation of social policies. Ideologies differ and taken as the expression of popular will.
- (3) Cultural factors where there is a tendency to accommodate traditional values to policy development.
- (4) Family cohesion which substitutes the responsibility toward the individual from the state to the family.
- (5) Competing sectoral needs - Sectoral priorities (economic, military) at times play havoc to the prospect of social policy development due to competition for scarce resources; and
- (6) International aid - The current pattern of international comes in many forms, capital grants, loans, equipment consultants services. Their benefits have not been estimated. Likewise, questions raised are: Should aid donors be involved in the formulation of social policy? What are the prospects of meddling in decisions by the country?

Prerequisites for A Meaningful Social Policy Development

From the review of available materials and interviews of policy makers and planners, the following are conceived as prerequisites for a meaningful social policy plan.

- (1) Relevant data analysis and dissemination of results for a quick understanding of the nature of policy problems and the range of possible solutions.
- (2) Ability to transform perceived problems in context that would be amenable to the formulation of solutions.
- (3) Technical skills to develop interventions and evaluate consequences of alternative courses of action.
- (4) A clear understanding of the political environment to assess influence the adoption and successful implementation of programs. Likewise understanding the world views of beneficiaries to enable the planner to marshal more effectively the evidence and arguments; and

Social Policy: A Conceptual Research Framework

In linking social policy to outcome i.e. human development, or improvement of the quality of life, the intervening process is the access to and utilization of services.

Social Access - The main value underlying the increase of social access should permeate structures and guide activities to implement redistributive access such as;/79

- (a) People orientation which accepts that benefits must be disproportionately allocated to and be received by the poor and the other disadvantaged persons;
- (b) People orientation which holds the human being as more important than schedule, procedures, and other administrative appurtenances;
- (c) Decentralization which requires that decisions be made closest to the level of those affected; and
- (d) Involvement which demands decisions and activities toward access and equity be made by all persons to be affected, government and non-government, bureaucrats and clients and

the public at large

People centered planning starts with the identification of appropriate strategies to meet the needs of different groups where are brought together in people determining needs of the target groups and formulating project designs including implementing and monitoring systems.

Outcomes: Improved Quality of Life

The quality of life approach to development emphasizes the need to develop human potential including the poor and the disadvantaged and utilizing it to overcome obstacles to economic, social, and cultural progress. The individual is viewed as the centre of development not a passive recipient or beneficiary but an active participant.

Research Issues in Social Policy Formulation in the Region
(Knowledge Lacunae in Social Policy Development)

1. Definition of social policy and its relationship to social problems and perceived needs. It is important that policies and plans correspond with the contextual situation of the country and its society. Social policies at times are pronouncements of a government's stand with regard to development issues. In other instances they take the form of goals and aims. In many plans, policies are viewed interchangeably with programs which results in confusion.
2. Translation of policy objectives into programs. Oftentimes, policy goals are not congruent with specific programs due to the inability to take into considerations the operational mechanisms, resources, personnel, capabilities, and existing structural constraints.
3. Internal analysis of the planning agencies, their structure, personnel interactions, information flow and relationship with line ministries. In social policy plans, consideration is given to actions as they relate to resources, support activities, and expected outcomes.
4. Maximization of participation in the planning process at the local level. How can the community be involved in social policy development? Who are the relevant personages to be included and what should be their roles?

Baseline Information

Community Variables
Provincial Variables
Cultural Variables

Government Administrative
Structures

Social Policy Formulation

Social
Economic
Cultural
Power Structures

Resources
Personnel/Manpower
Information

Goals
Plans
Quantitative/Qualitative Targets
Comprehensiveness of
Coverage

Mechanisms

Strategies

Community Based Approaches
Vertical and Horizontal Coordination
Grassroots Participation
Support and Supervision

Multisectoral Collaboration and
Coordination
Decentralization in Plans and
Implementation
Integration of Sectoral
Components
Private Sector and NGO
Involvement
Monitoring

and Utilization of
Access to Services
-Education - Housing
-Health - Welfare Services

Human Development - Critical Life
Transition
Improvement of the Quality of Life

Fig. 5. A Research Framework in Social Policy Development in Asia.

What should be the role of NGO's and governments?

5. Management and institutionalization of social changes- How can bureaucracy be more responsive and effective in planning and implementing social policies? How can intersectoral integration be developed? How can different hierarchical levels work together effectively?

6. Integration of Sectoral Activities

At present, the mechanism by which social policy planning works is that individual ministries or departments draw up their own plans with little or no knowledge of what other departments are doing. It is only the national or regional planning bodies that coordinate and supervise the procedure.

Mechanisms for the integration of social sectors to evolve a comprehensive social policy package need to be extricated at the different levels of the hierarchy. Vertical and horizontal linkages must be identified as well as grassroots participation.

7. The prospects of private sector and non government organizations' involvement. NGOs have been perceived as either services or advocacy oriented groups which emphasize their independence of purpose and freedom from bureaucratic impediments. They implement programs at wider or smaller scale. At present, they have not been involved in policy formulation but the possibility of their involvement should be explored.
8. Conceptualization and operationalization of decentralization and devolution of authority in policy design and implementation.
9. Local resources mobilization - Financing of Social Programs. This process involves the empowerment of the community to develop the human capabilities and generate the needed assets and resources in the design, management and control of social programs.
10. The Concept of People's Participation in Social Policy Development
11. Training Needs Identification for Local Level Planning. In terms of local level training, the key insight is that planners must not simply be trained to prepare plans the

septematic way. They must be encouraged to think about the goals of their plans, the environment they are working in, and adapt programs to specific local situations.

12. Formulation of a conceptual framework to develop indicators systems for monitoring the situation of the specific groups. Establishment of an information system which should be institutionalized for monitoring and evaluation of programs.
13. Assessing the linkage between social policy and outcomes through clear identification of inputs and outputs.

Recommendations for a Meaningful Social Policy Formulation in the Region

1. Advocating participatory social policy development through clear goals and policy framework as well as motivation of those involved in the process.
2. Policy and program decentralization where programs and policy decisions are transferred from national government to administrative bodies at the regional and local level. This will allow wider popular participation in social policies decision making.
3. Local resource mobilization for managing, and disbursing of funds and other resources should be made concomittant to decentralization.
4. Training at the local level should emphasize on the consciousness raising team building, and participatory approaches to permit the expressional needs, identification of projects, and resource inventory.
5. Addressing the problems of widespread poverty, distributive justice and access to services which limit people's ability to participate effectively in local level planning.
6. Tapping nongovernment agencies to enhance local level participation since they demonstrate high levels of commitment, flexibility and responsiveness to local needs.
7. Reconciliation of conflicting interests within and across planning and departmental units.

8. Maintaining a balance between national and local concerns where decisions on minor issues may be decentralized but major issues remain central.

The Role of Information

Information is one of the pillars of socio-economic development. In the 1990s information is expected to play a fundamental and dynamic role in the development of comprehensive social policies and programs that will reflect new concerns in the field of social development. It will bring policy makers and social planners to a new level of awareness of the implications of social issues - such as the aging of the population, urbanization, and increase in poverty. Among the factors contributing to the slow progress of integration of social factors into development planning is the lack of accurate data on the interrelated social and development trends, a lack of analytical framework to identify the kinds of information that should be readily available to policy makers and planners and a sufficient body of research findings on which to base policy and programmatic decisions. The availability of basic information depends upon the capability of institutions to collect, process, analyze and disseminate such information for users.

Problems in Research for Policy Design

From the policy maker's perspective:

- research is not relevant to policy making
- non-representative in terms of sampling and scope
- inability to translate the findings into policy recommendations
- presentation is too technical utilizing sophisticated statistical packages to the detriment of the analysis
- intrigues or factions among specialized areas occur in interdisciplinary endeavors

From the researchers' dimension:

- nebulous or unclear perceptions of research and information needs

- vested interests in the selection of research area without concern for relevance of issues
- oversimplification of the complex problems not considering the multiplicity of factors
- reluctance to introduce innovations based on reserve results
- time consciousness to produce immediate results

The Use of Social Indicators

More currently, countries have evolved their own social indicators which consider a number of variants: infant mortality rates, life expectancy at birth, access to safe water and health services, GNP per capita, adult literacy rate, childhood mortality, level of malnutrition, etc. However, these indicators have come under fire for the following reasons:

1. They are more useful for generalizations or summarizing a society's situation rather than addressing specific issues or problems of specific groups within a nation;
2. New approaches need to be adopted including those based on non-income concepts or qualitative indicators
3. Most of these indicators are related to intervention instead of human development or improvements in the critical life process.

Setting Up A Regional Network for Research, Information, and Technical Exchange in Social Policy Development

The proposal of setting up a regional network for research, information and technical exchange has universal support from policy makers in the five countries. Three arguments can be made in support of this proposal:

- (1) To set up the regional network on social policy development is to capitalize on and continue the processes of awareness creation begun in the past years by UN agencies on the social aspects of development. In the countries investigated, policy structures are emerging to ensure improved quality of life of the

population and other relevant goals. With continuing information, national plans are being revised and modified to address more of the global issues.

- (2) The second argument is based on the desirability of cooperation between countries in the region specifically on the social policy issues. Already some countries are at the forefront of social development where less developed countries can benefit from information exchanges and technical assistance.
- (3) The unique Asian experience of economic development and the social policy response indicates that models can be derived for extrapolation. Therefore it is recommended that a regional network be developed, for research, information, exchanges, and technical assistance.

Recommendations for specific future regional research projects include:

1. Case studies of the experiences on decentralization of the planning process at the local level-experimentation on regional or provincial planning.
2. Evaluation of existing programs to assess their impact on human welfare.
3. Evaluation of integrated approach to social policy planning through intersectoral linkages at the national and local levels.
4. Alternative approaches and techniques of coordination and mobilization for local social development.
5. Case studies for mobilization of resources at the community level.
6. Analysis of secondary data from various sources to identify policy and program issues that could serve as inputs to subsequent planning of government programs.
7. Assessment of effectiveness of participatory approaches to social planning at the grassroots level.
8. Linkage between social policy formulation, program implementation and outcomes.

It was likewise recommended that the network activities focus on skills development in social policy formulation, planning, monitoring and organization.

The challenge to social planners is formidable in the 1990s. Strong policy and action are needed to enable governments to achieve the human development goals stated in their plans.

Dissemination Workshop

A workshop was held on June 8-10, 1992 to disseminate the report prepared on the basis of the review of the proceedings of the UN inter ministerial consultations, the interview of policy makers and researchers, and the review of the development plans of the various countries. The paper was read to elicit comments which focussed on the semantic aspects of social development, social policy development and social planning. This was followed by a workshop wherein the participants (from the Philippines, Thailand, and Indonesia) were divided into two groups to discuss the issues that were extricated from the paper. There were nine areas covered: sectoral integration, policy design, financing of programs, decentralization of social policy formulation, data needs, implementation, training requirements and monitoring and evaluation.

A. Sectoral Integration

The current approach to integration is the formation of a multisectoral committee (e.g. Social Development Committee) assisted by a Technical Board constituted by the technical staff of the different sectors in the policy formulation. Regional Development Committees are also set up with their multisectoral composition to monitor the implementation of programs and make recommendation at the central level. Integration has been viewed as functional using the convergence approach of focussing on problems or similar beneficiaries. The problem that arises is the control of resources which is quite problematic when different agencies control their own resources in operationalizing the integrated approach.

B. Policy Design

There is a consensus that goals should be appropriately

linked to programs or strategies to measure outcomes. Likewise, goals, strategies, and outcomes should be clearly specified. A problem in attributing outcomes to social policy is the inability to establish causality due to the intervening processes (e.g. programs, strategies, utilization of services, and welfare measures). For such causal analysis, inputs and outputs should be delineated. Once enumerated, the data could lend to quantitative (regression, path correlation) or qualitative (process diagnosis) analysis.

C. Financing of Programs

At present governments are trying different modalities for financing and cost recovery of social services. Prospects include privatization of specific social sectors; user's charges; health insurance; taxation and revenue raising procedures such as parking fees, movie houses fees; community contribution of labor and materials, and fund raising activities such as raffles, bingo sessions, etc. At present, there is a need to analyze these various approaches through case studies.

D. Decentralization of Social Policy Formulation

There is a mandate for decentralization in policy formulation and resources mobilization in certain Asian countries like the Philippines and Indonesia. The rationale is that policies and programs could be adapted to local conditions and popular participation could be invoked at this level. However, there is the danger of local elite take over to the detriment of the poor. Therefore, it was felt that needs should be determined jointly by the government, the private sector, and the recipients and that private organizations and NGOs should act as the fiscalizers of the government.

E. Data Needs

There is a consensus that the data are insufficient for policy formulation. There are various information sources available but the data have to be disaggregated to meet the goals of problems extrication for policy development and evaluation. Academic research has been considered important in policy formulation but the researches utilized are those commissioned by specific departments. A better rapport could be established if academics are involved in the policy process and the

policy makers are invited to research dissemination. Moreover, policy research can be undertaken by academics in partnership with policy makers.

F. Policy Implementation

It is important that program designs should be geared toward their execution. At times, resources become important constraints to adequate policy implementation. Likewise, skills are needed for the line ministries to adequately implement programs.

G. Training

With the new thrust toward decentralization in many countries, the training program for local level planning officers should be adapted to specific situation. Training should focus on understanding the community, the needs, problems, resources and mechanisms to ensure the goals of human development and quality of life. Both government and private sectors should be tapped.

H. Monitoring and Evaluation

Indicators should encompass both the quantitative and qualitative scopes and be geared towards the inputs and outcome variables as perceived by both the policy makers and the beneficiaries.

Knowledge Gaps and Research Agenda

The knowledge gaps and research issues that were perceived to be addressed were considered from a national perspective and regionally. A sequential analysis was posited with the following framework where research issues followed specific headings.

Assessment of Needs/Problems	Policy Development	Programs
1. Macrolevel analysis of variables interaction	1. Process of Policy Development; Documentation of Stages of Policy Development	1. Determination of training needs and modules
2. Analysis of development models and their impact on economic growth and social development	2. Perceptions of decentralization and devolution of authority by planners, policy makers and beneficiaries	2. Analysis of variations in integration schemes
3. Inventory of current researches that are policy related to evolve lessons and issues	3. Resources identification in Program Design	3. Evaluation of decentralization schemes
4. Identification of baseline indicators for policy development	4. Translation of policies, program design - sequential analysis	4. Alternative strategies for Social Program Financing
5. Operationalization of the concepts of poverty alleviation, distributive justice, human development and quality of life	5. Prioritization of Targets in Policies	5. Role of Population in Local Level Planning

----->

Access to and Utilization of Services (Determinants and Consequences)

----->

Impact - poverty alleviation; Empowerment; Improved Quality of Life; Human Development

Methodological Issues: Various approaches were identified for program planning. These are:

- a) Process Diagnosis
- b) Case Studies
- c) Process Documentation
- d) Ethnographic studies
- e) Participant Observation
- f) Focus Group Discussions

Toward the end, priority areas for regional collaboration included:

1. Development of training modules for development of local level capability in social policy planning
2. Case studies of successful and unsuccessful social development projects (centrally planned and decentralized)
3. Evaluation of alternative schemes for financing social services
4. Operationalization of the concepts of social justice, people's participation, and poverty alleviation from the beneficiaries perspective
5. Impact evaluation of current programs on human welfare
6. Comparative analysis of the philosophy of governance at three levels: national, regional, and provincial.

Aside from this research task, the network envisions organizing workshops and publishing newsletters for information dissemination. It was likewise decided that researches should involve policy makers from the onset of the research development process.

GLOSSARY

BAPPEDA	-	Badan Perencanaan Pembangunan Daerah (Regional Development Planning Board)
BAPPENAS	-	Badan Perencanaan Pembangunan Nasional (National Development Planning Agency)
CBR	-	Crude Birth Rate
CDR	-	Crude Death Rate
CWC	-	Council for the Welfare of Children
DECS	-	Department of Education, Culture, and Sports
DOF	-	Department of Finance
DOH	-	Department of Health
DOLE	-	Department of Labor and Employment
DSWD	-	Department of Social Welfare and Development
ESCAP	-	Economics and Social Commission for Asia and the Pacific
GBHN	-	Geris-oinis Besen Haluah Negara (Guidelines of State Policy)
GO	-	Government Organization
GSIS	-	Government Service Insurance System
HDMF	-	Home Development Mutual Fund
HUDCC	-	Housing and Urban Development Coordinating Council
IMR	-	Infant Mortality Rate
LGU	-	Local Government Unit
LIPI	-	Lembaga Ilma Pengetahuan Indonesia (Indonesia Institute of Science)
NCCDP	-	National Commission Concerning Disabled Persons

NCRFW	-	National Commission on the Role of Filipino Women
NCPFP	-	National Council for Population and Family Planning
NEDA	-	National Economic and Development Authority
NESDB	-	National Economic and Social Development Board
NGO	-	Non-government Organizations
NIC	-	Newly Industrialized Country
NMYC	-	National Manpower and Youth Council
NSP	-	National Shelter Program
OBM	-	Office of Budget and Management
PERVMNAS	-	Perusahaan Umum Pekunttan Nasional (National Housing Agency)
PKK	-	Family Welfare Development
PO	-	Private Organization
POPCOM	-	Commission of Population
Posyanda	-	Village Unit
RDC	-	Regional Development Council
R & D	-	Research and Development
SDC	-	Social Development Committee
SSS	-	Social Security System

FOOTNOTES

¹UN-ESCAP, Survey of the Regional Social Situation. Fourth Asian and Pacific Ministerial Conference on Social Welfare and Social Development, October 7-11, 1991 Manila, p. 2.

²UN-ESCAP, Social Development Strategy for the ESCAP Region Towards the Year 2000 and Beyond; January 1992, p. 15.

³Ibid.

⁴UN-ESCAP - Survey of the Regional Social Situation. op. cit. p.3.

⁵Gordon Whitaker. "Coproduction of Citizen Participation in Service Delivery. Public Administration Review. May-June 1980, pp. 240-246.

⁶Ledivina Carino. "Concepts and Issues in Social Access to Basic Services" in J.F.X. Paiva and L. Carino, eds. Increasing Access to Basic Services. 1983: UNICEF, APDC, Kuala Lumpur, p. 10.

⁷Ibid. pp. 13-15

⁸Human Development Report 1991. UNDP, New York, Oxford University Press. p. 1.

⁹A. Maslow. "Synergy in the Society and the Individual", Journal of Individual Psychology, 20. 1964, pp. 153-164.

¹⁰S.C. Seth. "Futures Research and Technology Assessment: The Indian Dilemma". Paper presented at the International Workshop on Technology Assessment, Bombay 17-22 April 1978.

¹¹UNESCO, Planning Integrated Development : Methods Used in Asia. Socio-Economic Studies, No. 11, Paris, 1986, p. 1.

¹²UNESCO, Policy Relevant to Quality of Life Research Program, Paris 1977.

¹³UN-ESCAP Background to an Integrated Plan of Action in Human Resources Development for the ESCAP Regions, Burghad, 1988, p. 155.

¹⁴UN-ESCAP Jakarta Plan of Action on Human Resources Development in the ESCAP Region, June 1988, pp. 44.

¹⁵UN-ESCAP, Social Development Strategy for the Region, pp. 11-15. op.cit.

¹⁶ESCAP Population Data Sheet, 1991.

¹⁷UN-ESCAP Regional Overview of the Human Settlement Situation. Vol. 1, Study and Review of the Human Settlements Situation in Asia and the Pacific, December 1983, p. 5.

¹⁸NEDA, Medium - Term Philippine Development Plan, 1987-92, p. 3.

¹⁹Ibid. pp. 44-45

²⁰Office of the President, Proclamation No. 51, December 12, 1986.

²¹This section is drawn from Marilyn Gorra, "Social Development Alternatives in the Philippine, Regional Development Dialogue, Vol. 7, No. 1, Spring 1986.

²²Dept of Education, Culture, and Sports, Annual Plan CY 1991, pp. 69.

²³Ibid. Pp. 18-19.

²⁴Ibid. pp. 21.

²⁵Ibid. pp. 23-24.

²⁶Ibid. P. 25.

²⁷Ibid. Pp. 28-29.

²⁸Ibid. P. 53.

²⁹Ibid. P. 54

³⁰Ibid. P. 55.

³¹Ibid. P. 56-57.

³²This section has been drawn from the paper of Alejandro Herrin, An Assessment of Population Health and Education Policies in the Philippines, 1986-88, Working Paper Series No. 90-10, January 1990 PIDS, pp. 15-20.

- ³³NEDA, Medium Term Plan. Op.cit. Pp. 247-252.
- ³⁴HUDCC Providing Shelter for People (Leaflet).
- ³⁵Philippine Development Review, 1991, Ch. 9, Housing. pp. 1-10.
- ³⁶DSWD Policy Direction and Therents, Department-Order Services 1992, March 4, 1992, 2 pp.
- ³⁷Updates of the Philippine Development Plan, 1990-92.
- ³⁸Mita Pardo de Tavera, Department Order, March 1992, pp. 46-48.
- ³⁹UN-ESCAP Comparative Country Studies on Social Development Situations Trends and Policies. Vol. II, UN 1990, p. 136.
- ⁴⁰Ibid. P. 153.
- ⁴¹Thamarak Karnpisit. Report on Planning Activities in Thailand. Regional Consultation on National Health Planning, Bangkok, Thailand, June 3-10, 1991, 23 pp.
- ⁴²NESDB, Sixth National Development Plan Population, Social and Cultural Development, pp. 75-107.
- ⁴³NESDB. Sixth National Development Plan. Development Plan for the Quality of the Populations and Labour Force. pp. 83-100.
- ⁴⁴NESDB, Sixth Plan, pp. 105-107.
- ⁴⁵NESDB, Sixth Plan, "Development Plan for Bangkok Metropolitan Region, pp. 291-306.
- ⁴⁶NESDB, Seventh Plan, Chapter I. Development of Human Resource, Education, and Health, pp. 6-36.
- ⁴⁷NESDB, Seventh Plan, Part IV Guidelines for the Development of Human Resources, Quality of Life and Environment, pp. 1-5.
- ⁴⁸Op.cit. Chapter 4 Decentralization of Urban Development and Infrastructure Services to the Regions, pp. 1-9.

⁴⁹UN-ESCAP. Study and Review of the Human Settlements Situation in Asia and the Pacific. Vol. 2, Thailand. Pp. 302-304, 1983.

⁵⁰Thamarak Karnpisit. Op.cit, pp. 17-23.

⁵¹Repelita V, Indonesia's Fifth Five Year Development Plan, 1989-94, BAPPENAS, National Development Planning Agency, Republic of Indonesia, 1989, 74 pp.

⁵²Ibid. P. 2-4.

⁵³Ibid. Pp. 171-193.

⁵⁴Ibid. Pp. 69-101.

⁵⁵UN-ESCAP Study and Review of the Human Settlements Situation in Asia and the Pacific, 1983, Indonesia, pp. 116-119.

⁵⁶BAPPENAS op. cit pp. 114-125.

⁵⁷Ibid. Pp. 133-140.

⁵⁸Ibid. Pp. 137-140.

⁵⁹This section is drawn from the paper of Taufik Abdullah, "Indonesia: A Case Study" in R.J. Ratnam ed. Social Sciences: in Response to Policy Needs. 1980: Bangkok, UNESCO, pp. 77-78.

⁶⁰Ibid. p. 81.

⁶¹This section is drawn from the paper of Sayuti Hasibuan, Indonesia, Proceedings of the Meeting of Senior Officials in Human Resources Development in the ESCAP Region, Bangkok, January 17-19, 1989, Bangkok. Pp. 211-228.

⁶²Melanie Bereaford, Vietnam: Politics, Economics, and Society 1988: Pinter Publisher, pp. 1-2.

⁶³Ibid, Editor's Preface. p. 64

⁶⁴Vietnam Population Census, 1989 General Statistical Office, Hanoi 1991, 127 pp.

⁶⁵Vu Tuan Anh, "Vietnam's Economy in the Process of Renovation: 1975-1990". Social Sciences in Vietnam, January 1990 pp. 17-32

⁶⁶Communist Party of Vietnam, 7th National Congress, Hanoi 1991, 199 pp.

⁶⁷Council of Ministers Decree on the Functions, Obligations, Rights of the National Committee for Population and Family Planning 1991. 7 pp, Mimeo.

⁶⁸Communist Party of Vietnam, op.cit. p. 188.

⁶⁹Dao Van Tap On the Transformation and New Distribution of Population Centres in the Socialist Republic of Vietnam. International Journal of Urban and Region Research Vol. 4, No. 4, 1980. pp. 503-675

⁷⁰Ibid.

⁷¹Yue Shongdong, China International Center for Economic and Technical Exchange Beijing in UNESCAP - Comparative Country Studies on Social Development Situations Trends and Policies Vol. 1 Bangladesh, China and Pakistan, 1991 pp. 120-139

⁷²Baochang Gu Family Planning and Fertility Trends in China: the 1980's and 1990's. ESCAP March 14, 1992, p.28

⁷³J. Banister and JR Taylor. China: Surplus Labour and Migration. Asia-Pacific Population Neural Vol. 4 no. 4 Dec. 1989 pp. 3-20

⁷⁴Sidney and Alice Goldstein, Population Movement, Labour Force Absorption and Urbanization in China. Annals of the American Academy of Political and Social Service Nov 1984 No. 476 pp. 90-110

⁷⁵Sidney and Alice Goldstein, China on the Move: New Responsibilities, New Challenges. International Focus, ed. by J. Vandula and W. Bannes. New York 1986 pp. 59-71

⁷⁶UN-ESCAP, Study and Review of the Human Settlements Situation in Asia and the Pacific China Vol. 2 op.cit pp. 32-37

⁷⁷^ZThis section is drawn from the paper of Zhang Dengyi. China pp. 147-168 in Proceedings of the Meeting of Senior Officials on Human Resources Development in the ESCAP Region, Bangkok, 17-19 January 1989, Bangkok.

⁷⁸This section is drawn from the paper of Baochang Gu and Xizhe Peng. Consequences of Fertility Decline: Cultural, Social, and Economic Implications in China. Paper presented at the Seminar on Impact of Fertility Decline on Population Strategies and Policies, Seoul Korea, Dec. 16-19, 1991 p. 31

⁷⁹Ledivina Carino. "Concept and Issues in Social Access to Basic Services" in J.F.X. Paiva and L. Carino, eds. Increasing Access to Basic Services. 1983: UN. UNICEF, APDC, Kuala Lumpur, p. 10.

BIBLIOGRAPHY

- Abdullah, Taufik. "Indonesia: A Case Study" in R. J. Ratnam ed. Social Sciences: In Response to Policy Needs. 1980, Bangkok, UNESCO.
- Ando, Hirofumi and Gayle Ness. The Land is Shrinking. Population Planning in Asia. 1984: Baltimore: John Hopkins, University Press.
- Banister J. and Taylor Jr. China: Surplus Laborer and Migration. Asia-Pacific Population Neural Vol. 4 No. 4 Dec. 1989.
- Baochang Gu Family Planning and Fertility Trends in China: The 1980's and 1990's. ESCAP March 14, 1992.
- Baochang Gu and Xizhe Peng. Consequences of Fertility Decline: Cultural, Social, and Economic Implications in China. Paper presented at the Seminar on Impact of Fertility Decline on Population Strategies and Policies, Seoul Korea, Dec. 16-19, 1991.
- Beresford, Melanie. Vietnam: Politics, Economics and Society 1988: Pinter Publisher.
- Burns, John P. Political Participation in Rural China 1988: Berkely: University of California Press.
- Carino, Ledivina. "Concepts and Issues in Social Access to Basic Services" in J.F.X. Pawa and L. Carino, eds. Increasing Access to Basic Services. 1983: UN, UNICEF, APDC, Kuala Lumpur.
- Carner, George and David Korten. "Planning Framework in People Centred Development" in David Korten and Rudi Klaus eds. People Centered Development: Contributions Toward Theory and Planning Frameworks, West Hartford Connecticut Kumarian Press, 1984.
- Communist Party of Vietnam, 7th National Congress, Hanoi 1991, 199 pp.
- Council of Ministers Decree on the Functions, Obligations, Rights of the National Committee for Population and Family Planning 1991.

- Dao Van Tap. On the Transformation and New Distribution of Population Centre in the Socialist Republic of Vietnam. International Journal of Urban and Region Research Vol. 4, No. 4, 1980.
- Department of Education, Culture and Sports, Annual Plan CY 1991. (Philippines).
- ESCAP Population Data Sheet, 1991.
- Goldstein, Sidney and Alice. China on the Move: New Challenges. International Focused by J. Vandula and W. Bannes. New York 1986.
- Goldstein, Sidney and Alice. Population Movement, Labour Force Absorption and Urbanyale in China. Annals of the American Academy of Political and Social Services. Nov. 1984 No. 476.
- Gorra, Marilyn Noval. "Social Development Alternatives in the Philippines." Regional Development Dialogue. Vol. 7 No. 1 Sping 1986.
- Greenlagh, Susan. Shifts in China's Population Policy, 1984-86 Views from the Central, Provincial and Local Levels." Population and Development Review. Vol. 2. No. 3.
- Hasibuan, Sayuti. Indonesia, Proceedings of the Meeting of Senior Officials in Human Resources Development in the ESCAP Region, Bangkok, January 1989.
- Herrin, Alejandro. "An Assessment of Population, Health and Education Policies in the Philippines, 1986-88." Working Paper Series No. 90-10, January 1990, PIDS.
- HUDCC Providing Shelter for People (Leaflet)
- Human Development Report 1991. UNDP, New York, Oxford University.
- Karnpisit, Thamarak. Report on Planning Activities in Thailand. Regional Consultation on National Health Planning, Bangkok, Thailand, June 3-10, 1991.

- Maslow, A. "Synergy in the Society and the Individual," Journal of Individual Psychology, 20. 1964.
- Ministry of Education and Culture, Education in Indonesia in Brief, Jakarta, 1992.
- NEDA, Medium-Term Philippine Development Plan, 1987-92.
- NESDB, Sixth National Development Plan. Development Plan for the Quality of the Populations and Labour Force.
- NESDB, Sixth National Development Plan Population, Social and Cultural Development.
- NESDB, Seventh Plan, Chapter I. Development of Human Resource, Education, and Health.
- NESDB, Seventh Plan, Part IV. Guidelines for the Development of Human Resources, Quality of Life and Environment.
- Office of the President, Proclamation No. 51, December 12, 1986.
- Oi, Jean C. State and Peasant in Contemporary China: The Political Economy of Village Government. 1989. Berkely: University of California Press.
- Organski, AFK et al. 1984. **Births, Deaths, and Taxes; The Demographic and Political Transactions**. Chicago: University of Chicago Press.
- Parish, William L. and Martin King Whyte. Village and Family in Contemporary China. Chicago: University of Chicago Press.
- Philippine Development Review, 1991, Chapter 9, Housing
- Repelita V. Indonesia's Fifth Five Year Development Plan, 1989-94, BAPPENAS, National Development Planning Agency, Republic of Indonesia, 1989.
- Report on The Ad Hoc Working Group in The Social Aspects of the Dev't Activities of the United Nations. United Nations Economic and Social Council, July, 1981.

- Seta, S. C. "Futures Research and Technology Assessment: The Indian Dilemma." Paper presented at the International Workshops on Technology Assessment, Bombay April 1978.
- Tavera, Mita Pardo de. Department of Order, March 1992.
- UN-ESCAP, Background to an Integrated Plan of Action in Human Resources Development for the ESCAP Regions, Baghdad, 1988.
- UN-ESCAP Comparative Country Studies on Social Development Situations, Trends and Policies. Vol. II. Phycites UN 1990.
- UN-ESCAP Fourth Asian and Pacific Ministerial Conference on Social Welfare and Social Development Background Paper. Survey of the Regional Social Situation. October 1991, Manila.
- UN-ESCAP Jakarta Plan of Actions on Human Resources Development in the ESCAP Region, June 1988.
- UN-ESCAP Major Issues Relating to A Regional Social Development Strategy for Asia and The Pacific U.N. New York 1990.
- UN-ESCAP Regional Overview of The Human Settlement Situation. Vol. 1. Study and Review of The Human Settlements Situation in Asia and The Pacific, December 1983.
- UN-ESCAP, Social Development Strategy for the ESCAP Region Towards The Year 2000 and Beyond: January 1992.
- UN-ESCAP, Study and Review of The Human Settlements Situation in Asia and the Pacific China Vol. 2.
- UN-ESCAP Study and Review of The Human Settlements Situation in Asia and the Pacific 1983, Indonesia.
- UN-ESCAP Study and Review of the Human Settlements Situation in Asia and The Pacific. Vol. 2, Thailand 1983.
- UNESCO, "Planning Integrated Development Methods Used in Asia." Socio-Economic Studies, No. 11, Paris 1986.

- UNESCO, Policy Relevant Quality of Life Research Program, Paris 1977.
- UNESCO, Survey of the Regional Social Situation 4th Asian and Pacific Ministerial Conference on Social Welfare and Social Development, October 7-11, 1991, Manila.
- Updates of the Philippine Development Plan, 1990-92.
- Vietnam Population Census, 1989 General Statistical Office, Hanoi 1991, 127 pp.
- Vu, Tuan Ank. "Vietnam's Economy in The Process of Renovation: 1975-1990." Social Sciences in Vietnam, January 1990.
- Whitaker, Gordon. "Coproduction of Citizen Participation in Service Delivery." Public Administration Review. May-June 1980.
- Yue, Shongdong, China International Center for Economic and Technical Exchange Beijing in UNESCAP - Comparative Country Studies on Social Development.
- Zhang, Deng Yi. China pp. 147-168 in Proceedings of the Meeting of Senior Officials on Human Resources Development in the ESCAP Region, Bangkok, 17-19 January 1989, Bangkok.

A P P E N D I C E S
- - - - -

Policy Makers

Country : _____

INTERVIEW GUIDE

Name : _____

Designation : _____

Organizational Affiliation : _____

1. What are the social sectors covered by your current policies? How are they linked and to what extent have they been integrated into the overall development plan?
2. What considerations are given in the formulation of social policies? What data sources are tapped and what mechanisms have been utilized in determining needs and priorities? How are goals and strategies set? Do the policies ensure equity? Are the underprivileged sufficiently covered?
3. Are the implementing agencies involved in the formulation of plans? Are monitoring and evaluation schemes built into programs? If not, why not?
4. What methodology is utilized in policy making? - design, data needs, formulation, implementation, and evaluation
5. How are resources delineated for each specific sector? Have there been attempts to involve the NGO's or the communities in the planning, execution, or evaluation of programs?
6. What is the relevance of the researchers in policy development? How are the research results translated into policies? How could better rapport be established between researchers and policy makers?
7. Are you satisfied with the current social policies in the country in terms of their relevance? mode of implementation? If not, why not?
8. What recommendations would you make in terms of:
 - a. specific social sector areas to be focused upon and why
 - b. research and training needs for policy formation
 - c. data needs and social indicators
 - d. strategies for policy formulation
 - e. involvement of researchers and NGOs in policy planning?

Continuation of Policy Makers ...

9. What would be the prospects of future social policy plans in terms of content and mechanisms in the country?
10. How can the country best adapt revenue raising procedures to mobilize public resources for the solution of social development problems? Can the private sector be involved in financing?
11. What are the major problem areas that you are concerned about in social policy development?
12. What is the exact mechanism for social policy development in your country?

Priority Issues _____

Design _____

Data Sources _____

Implementation _____

Researcher _____

Country : _____

INTERVIEW GUIDE

Name : _____

Designation : _____

Organizational Affiliation : _____

1. What social sectors are covered by your current researches? How are they linked to policy development and to what extent have they been integrated into the overall development plan?
2. What are the major issues involved in social policy development (substantive and methodological) and how can they be addressed in research plans?
3. What are the major problem areas in social policy that are of concern to governments? Communities?
4. What are the problems facing researchers in addressing specific social issues and disseminating information to policy makers.
5. Are the current researches relevant in policy development? How are researches translated into policies? How could a better rapport be established between researchers and policy makers?
6. Are you satisfied with the current social policies in the country in terms of their relevance? mode of implementation?
7. What recommendations would you make in terms of
 - a. specific social sector areas to be focused upon.
 - b. research and training needs to policy formulation.
 - c. data needs and social indicators.
 - d. strategies for policy formulation
 - e. involvement of researcher and NGO's in policy planning.
8. What should be the shape of future social policy plans (in terms of content and mechanism) in the country?

Workshop on Social Policy Development (Asia)
Discussion Issues

A. Sectoral Integration

1. Traditionally, social policy has been developed along sectoral lines—education, health, nutrition, housing, welfare services, and population. How can an integrated approach evolve such that intersectoral linkages can be forged?

B. Policy Design

1. How can the critical aspects of social policy development (methodological and substantive) be linked to the expected outcome (human development, quality of life)? Can the policy design consider causality?
2. The objectives of social policy research are to assess current policy pronouncements in terms of their relevance and viability, and post new approaches (contextual and technical), how should policy research be designed to achieve these goals? How can targets be prioritized (i.e. childhood mortality, unemployment, drug abuse, etc.) What mechanisms should be instituted to ensure the effective transformation of policy goals into strategies, programs, and outcomes? What instruments can be utilized to assess the transition from policy formulation to program design, execution, and evaluation?

C. Financing of Programs

1. With the resource constraints that many countries are facing, how can existing resources within communities and at the national level be mobilized? To what extent can the private sector, non-government organizations, and communities be involved in resource utilization maximization?
2. Is the current allocation of funding for social programs sufficient? Are these modalities for cost recovery for social programs? What alternatives are open for the financing of social programs?

3. How can the country adapt tax and revenue raising procedures to mobilize public resources to address social problems?

D. Decentralization of Social Policy Formulation

1. It has been posited that decentralization of social policy development should be instituted if the desired human development outcome is maximized? Are there specific sectoral areas that can be integrated and decentralized and how can decentralization be operationalized such that effective linkages within the decentralized units and the central government are maintained? What coordination and monitoring mechanisms should be adopted? What capabilities are required to achieve this? At the agency level (central planning and line ministries), at the regional and provincial levels? Within the community? How can accountability be instituted? What would be the role of the private sector and NGOs?
2. In local level planning, who should determine the needs (politicians, planners, community representatives, target group)? What needs should be addressed (consumption goods, basic services, access to productive work, ability to participate in one's own development)?

E. Data Needs

1. Are the information sources for policy formulation sufficient? What information gaps are delineated and what mechanisms can be utilized to fill them? Is information procurement part and parcel of the policy making process? How is data management institutionalized within the system?
2. What is the role of academic research in policy formulation? How can a better rapport be established between researchers and policy makers? How can research results be utilized for policy formulation?
3. How can the information system be optimized at the following levels:
 - baseline procurement (situation analysis)
 - monitoring and evaluation of programs

- hierarchical linkages (national ----> regional
----> provincial ----> municipal ---->
community)
- international comparative analysis

F. Policy Implementation

1. It has been posited that in the long run, the mechanism of program design has less merit compared to its execution. Do you agree with this? What arrangements can be made to ensure that policies are appropriately translated to programs?

G. Training

1. What will be the capabilities required to accommodate the new goals of social policy planning such as integration, intersectoral linkages, decentralization, local resource mobilization, vertical and horizontal linkages, accountability, and sustainability?
2. How can training programs be designed to fit local conditions and uphold the basic tenets of social planning that will accommodate equity, growth, human development, community participation, poverty, improvement of the quality of life, bottom-up approach, and consensus?
3. What would be the resource requirements in such programs?

H. Monitoring and Evaluation

1. What equity and redistribution indicators should be developed to better reflect the goals of social policy?
2. Within the current national policy framework are the social indicators relevant within the time frame specified? What recommendations would you make in assessing goals, processes, and outcomes? How can causality be established?
3. How can monitoring and evaluation be institutionalized within the social policy preview?

I. Research

1. What are the current knowledge gaps that needs to be addressed intranationally and from a regional perspective?
2. What issues are relevant for research under the following headings:
 - A. Technical - methodology in policy design, indicators, qualitative analysis
 - B. Substantive
 - (1) Diagnostic or problem oriented analysis
 - (2) Operational
 - (3) Evaluative
3. How could cooperation and collaboration be operationalized in a multicountry study?

**De La Salle University
Social Development Research Center**

**Regional Consultation on Needs and Priorities for
Research on Social Policy Development in Asia**

**8 - 10 June 1992
Manila, Philippines**

Aide - Memoire

I. Background

The De La Salle University Social Development Research Center (SDRC) in collaboration with the Department of Behavioral Sciences, with financial support from the International Development Research Centre (IDRC) will organize a workshop to determine the research needs and priorities in social policy development in the region. The regional initiative will encompass five countries (Philippines, Indonesia, Thailand, Vietnam, and China). The meeting will be convened to assess the current status of social policy development in the constituent countries of the region to determine the research capabilities in the field; and delineate research priorities with the goal of promoting a regional research agenda that may be pursued in the future.

II. Objectives

The main objectives of this consultation are:

1. to establish a comprehensive knowledge base on social policy development (process and content) that will provide a succinct picture of possible research directions;
2. to identify resources within each constituents country that can be tapped in research design and implementation;
3. to extricate the lacunae of information in social policy development based on the linkages between the policy formulation and researches undertaken; and
4. to establish a regional research agenda that may be addressed in the future.

III. Participants

The participants of the meeting will be the researchers and policy makers from the Philippines, Thailand, and Indonesia. Representatives from IDRC and SDRC will be invited to participate in the discussions.

IV. Language

The working language of the meeting will be English.

V. Venue and Date

The meeting will be held at the De La Salle Conference Room in Manila from 8 to 10 June 1992.

VI. Documentation

The documentation of the meeting will form part of the monograph that will be prepared for discussion during the meeting.

**De La Salle University
Social Development Research Center
The Behavioral Sciences Department**

**Regional Consultation on Needs and Priorities for
Research on Social Policy Development in Asia
8 - 10 June 1992
Manila, Philippines**

AGENDA

June 8, 1992

- | | |
|-------------------------|---|
| 8:30 a.m. - 9:00 a.m. | Registration |
| 9:00 a.m. - 9:45 a.m. | Welcome Remarks

Dr. Wilfrido V. Villacorta
Senior Vice President for
External Operations

Dr. Somsak Boonyawiroj
Regional Representative
Social Sciences Division,
International Development
Research Centre

Dr. Ma. Lourdes S. Bautista
Dean, College of Liberal Arts

Dr. Robert C. Salazar
Director, Social Development
Research Center |
| 9:45 a.m. - 10:00 a.m. | Coffee Break |
| 10:00 a.m. - 12:00 a.m. | Overview of the Workshop and
Objectives, Recapitulation of
the Highlights of the Discussion
Paper by <i>Dr. Trinidad Osteria</i> ,
<i>IDRC Consultant and SDRC
Research Associate</i> |
| 12:00 p.m. - 1:30 p.m. | Lunch Break |

1:30 p.m. - 3:00 p.m.	Workshop 1: Sectoral Integration Policy Design
3:00 p.m. - 3:15 p.m.	Tea Break
3:15 p.m. - 5:00 p.m.	Workshop 2: Financing of Program
7:00 p.m.	Dinner

Moderator: Dr. Pilar Ramos-Jimenez
Chairperson, De La Salle University
Behavioral Sciences Department

June 9, 1992

9:00 a.m. - 10:30 a.m.	Workshop 3: Decentralization of Social Policy Formulation
10:30 a.m. - 10:45 a.m.	Coffee Break
10:45 a.m. - 12:00 p.m.	Workshop 4: Data needs and Policy Implementation
12:00 p.m. - 1:30 p.m.	Lunch Break
1:30 p.m. - 3:00 p.m.	Workshop 5: Training and Monitoring and Evaluation
3:00 p.m. - 3:15 p.m.	Tea Break
3:15 p.m. - 3:45 p.m.	Consolidation of Group Recommendation
3:45 p.m. - 5:00 p.m.	Plenary and Discussion

Moderator: Dr. Robert C. Salazar
Director, De La Salle University
Social Development Research Center

June 10, 1992

9:00 a.m. - 10:30 a.m.	Workshop 6: Research Issues
10:30 a.m. - 10:45 a.m.	Coffee Break
10:45 a.m. - 12:00 nn.	Development of a Research Agenda for Regional Collaboration
12:00 nn. - 12:30 p.m.	Closing Remarks Dr. Pilar Ramos-Jimenez Dr. Robert C. Salazar
12:30 p.m.	Lunch

Moderator : Dr. Pilar Ramos-Jimenez
Chairperson, De La Salle University
Behavioral Sciences Department

**LIST OF PARTICIPANTS FOR ASEAN SEMINAR WORKSHOP
ON SOCIAL POLICY DEVELOPMENT
June 8 - 10 , 1992
De La Salle University
Social Development Research Center**

PHILIPPINES:

1. Undersecretary Cora Alma de Leon
Department of Social Welfare and Development
2. Cristela Goce
Research Director
College of Business Economics
De La Salle University
3. Fleur de Lys Torres
Director
Social Development Staff
National Economic Development Authority
4. Undersecretary Edna Formilleza
Department of Education, Culture & Sports

THAILAND:

1. Dr. Boonlert Leoprapi
Institute of Population and Social Research
Mahidol University
2. Mr. Chirapun Gullaprawit
Policy and Plan Analyst
Human Resources Planning Division
NESDB
3. Mr. Sawai Chaijan
Policy and Plan Analyst
NESDB

INDONESIA

1. Dr. Edi K.M. Masinambow
Deputy Chairman for the Social Sciences & Humanities,
Indonesian Institute of Sciences,
(LIPI)
Sasana Widya Sarwono
(LIPI), 3rd Floor
Phone 512085, 511542 Ext. 299
Jalan Gatot Subroto No. 10
Jakarta

IDRC

1. Dr. Somsak Boonyawiroj
Representative
Social Sciences Division
Singapore

SDRC, De la Salle University

1. Dr. Robert Salazar
Director
2. Dr. Pilar Ramos-Jimenez
Chairperson, Behavioral Sciences Department
3. Mrs. Elena Chiong-Javier
Research Associate
4. Dr. Trinidad Osteria
Research Associate

Workshop Documentors

1. Eliseo Prisno III
2. Patricia P. Yadao

The International Development Research Centre is a public corporation created by the Parliament of Canada in 1970 to support technical and policy research designed to adapt science and technology to the needs of developing countries. The Centre's five program sectors are Environment and Natural Resources, Social Sciences, Health Sciences, Information Sciences and Systems, and Corporate Affairs and Initiatives. The Centre's funds are provided by the Parliament of Canada; IDRC's policies, however, are set by an international Board of Governors. The Centre's headquarters are in Ottawa, Canada. Regional offices are located in Africa, Asia, Latin America, and the Middle East.

Head Office

IDRC, PO Box 8500, Ottawa, Ontario, Canada K1G 3H9

Regional Office for Southeast and East Asia

IDRC, Tanglin PO Box 101, Singapore 9124, Republic of Singapore

Regional Office for South Asia

IDRC, 11 Jor Bagh, New Delhi 110003, India

Regional Office for Eastern and Southern Africa

IDRC, PO Box 62084, Nairobi, Kenya

Regional Office for the Middle East and North Africa

IDRC, PO Box 14 Orman, Giza, Cairo, Egypt

Regional Office for Southern Africa

IDRC, Ninth Floor Braamfontein Centre, Corner Bertha and Jorissen Streets, Braamfontein, 2001 Johannesburg, South Africa

Regional Office for West and Central Africa

IDRC, BP 11007, CD Annexe, Dakar, Senegal

Regional Office for Latin America and the Caribbean

IDRC, Casilla de Correos 6379, Montevideo, Uruguay

Please direct requests for information about IDRC and its activities to the IDRC office in your region.



ISBN 0-88936-703-5