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EDITORIAL

The Philippine Journal of Social Development (formerly the CSWCD Development Journal) was conceived to create a cross-disciplinal, cross-institutional forum for social development in the country. This move was inspired by necessity. We cannot really talk about social development work without recognizing and acknowledging that a number of disciplines contribute to this undertaking. Moreover, we really cannot afford to confine the dialogue within institutional boundaries. The work in the academic community and the ones undertaken by development organizations are closely interrelated. The efforts of non-government organizations cannot be isolated from the work of government. The academe, the professionals and the agencies that employ them all make up a highly interrelated network whose efforts are inextricably linked with each other.

In fact, if we think of some of the debates in social development, there is even yet another boundary that needs to be crossed: the divide between the national and the international. Many of the problems we deal with in social development work have their roots in the international economic order. Can we really speak of social development in the Philippines without talking about the wider global context? Can we speak of social development without considering the social issues and policies in the region, with key global institutions, and with key global economies? Thus, there is a case for dialogues in social development that cross international lines.

Given these considerations, a vital task for the Philippine Journal of Social Development is to promote cross-disciplinal, cross-institutional and even international dialogue. The Journal welcomes contributions from various schools involved in the teaching of social development, various agencies, and professionals engaged in social development work. While we have yet to fully open the doors to the cross-disciplinal, cross-institutional and international dialogue we wish to provide, the articles in this first issue of the Philippine Journal of Social Development represent a measured but purposive step in that direction.

Lea Deriquito's article focuses on an important concept in current development work, the concept of sustainability. Based on her study of two sustainability frameworks used in development projects, she provides a definition of sustainability which reflects the perceptions and experiences of stakeholders. She also discusses a significant outcome of her study, the development of a rating scale for evaluating and monitoring the sustainability of development projects.

In her article, Nathalie Verceles examines the utilization of the 5% mandated Gender and Development (GAD) budget at the local government level. Her critique of a barangay's GAD projects and activities leads to the identification of critical elements to ensure that the GAD budget is truly responsive to women's needs. These include: capacity-building of LGUs and concerned organizations in gender planning, programming, and budgeting; the presence of empowered local groups pushing for reforms on a sustained basis; the installation of systems, tools, and mechanisms to ensure the enforcement and implementation of the GAD budget; and, the presence of gender-responsive local legislation.

Teresita Barrameda's article points out that water scarcity affects poor people the most. In her study of an urban poor community in Manila, inadequacy of supply and lack of affordability of water can be linked to privatization and the problems confronting a community-managed water distribution system. The situation affects not only the health but also the lives of children, as some of the burden of securing this resource for their households has shifted to them.

Young Ran Kim discusses the international practicum program in undergraduate social work field instruction which the Mokpo University in South Korea implemented in the Philippines. Drawing from the insights of faculty members and students who took part in the practicum, the author underscores the importance of the following factors to ensure the effectiveness of the program: close coordination with the host school in the planning and implementation of field instruction, including the supervision of students; systematic selection and preparation of students for their foreign field placement; provision of regular

consultation to process students' learning; and, support of partner agencies in providing field experiences.

Rosalie Quilicol's article looks into the results of undergraduate social work students' evaluation of their agency-based field instruction courses. Focusing on the key elements of field instruction – the students, the agency, and field supervision – she identifies some lessons to enhance the effectiveness of the program. Among them are: matching of students' preferences/interests with agencies which can provide adequate learning opportunities for them; leveling of expectations among students, agency and faculty supervisors; and, regular supervision of students.

In the spirit of critical theory which informs a vast range of social development work, the dialogue in this Journal shall allow space for problematizing the concept of social development itself and the social development work we undertake in practice.

SUSTAINABILITY: MYTH or REALITY?

Understanding the Concept and Nature of Sustainability and the Factors Affecting It

Lea C. Deriquito

The study analyzes two sustainability frameworks and centers on community-based and people-oriented development projects, focusing on the perceptions, specific circumstances and experiences of different stakeholders involved in these projects. The significant outcome of the study is the conceptualization of a more comprehensive and unified definition of sustainability and a rating scale for evaluating and monitoring development projects' progress towards sustainability.

Introduction

“Once upon a time, there were three blind men, Economy, Ecology and Culture, who lost their way into the forest of Liberstan. And as they wandered they stumbled upon Sustainability, a baby elephant. Economy landed against the broad and sturdy side of Sustainability and said: “Bless me! But this phenomenon is like the wall of financial stability!” Ecology reached out an eager hand, and felt about the knee. “What enormous beast is this? Clearly this phenomenon is like a tree of environmental development and protection!” Culture chanced upon the ear, and exclaimed: “This truly is a marvel for this phenomenon is like a fan of cultural diversity and integrity!” And so these men of Liberstan disputed loud and long, each in his own opinion exceedingly stiff and strong, though each was partly in the right and all were in the wrong!”¹

Language is a toolkit with which we conduct our work, as well as the substance upon which we work. It is made up of concepts with which we

understand realities and communicate to others (Gerring, 1999). As we struggle to comprehend realities, we form new concepts or redefine existing ones. Knowledge grows and widens as issues and dilemmas are tackled and resolved. In any field of science, concept formation is critical. Furthermore, a clear understanding of the concept is necessary so it can be monitored and measured effectively.

The anecdote just narrated illustrates the present day issue concerning the concept and nature of sustainability. Sustainability has become an important component of the human development paradigm and has been considered the yardstick with which development is measured. However, the concept and nature of sustainability remains complex and vague and is continuously evolving.

A unified and common definition has not been reached nor a measuring system for it been adequately designed. Its definition varies depending on the circumstances and the purposes of project implementers. Leghid (2007), for example, defined sustainability as the ability of an organization to continue, maintain and prolong its institutional structure and production of benefits for its intended client population vis-à-vis demographic changes, fluctuation in the source and level of funding, consumer demands and organizational performance in pursuit of its mission. On the other hand, Mancini (2004) defined sustainability as the capacity of programs to continuously respond to community issues. Meanwhile, Venus-Maslang (2000) defined sustainability as the ability of a group or an organization to effectively manage and carry out a program or project after donor assistance ends. Although these definitions and measurements of sustainability vary, each sheds light on the concept. Moreover, these were based on concrete experiences of project implementers and have contributed to a better understanding of the concept and nature of sustainability. Thus, they are taken into consideration in this study.

Research Objectives

While the objective of the research is to attain a more universal definition and measuring system of sustainability, it aimed specifically at:

1. generating a qualitative and quantitative analysis for the clarification and adequate explanation of the concept and nature of sustainability, as understood and perceived by the different stakeholders involved in project development and implementation; and
2. designing a Sustainability Rating Scale, a monitoring tool that will serve as a compass to guide development practitioners in managing, monitoring and evaluating their progress towards sustainability.

Research Design and Methodology

In this study, the researcher assumed that sustainable development is concretized in each sustainable project. Thus, it looked into the relationship and interconnectedness of the different elements and factors concerning the nature of sustainability as concretized in specific development projects. In addition, the study took into account the determined and combined efforts and contributions of all those who took part in pursuing sustainable development.

The study is descriptive and exploratory. Grounded theory, a qualitative research method that develops theory from the close observation of the data itself, supports the research. It is a multiple-case study that employed both qualitative and quantitative techniques of data gathering and analysis. The qualitative data were gathered through review of documents, field observation, focus group discussions (FGD) and key informant interviews (KII), while the quantitative data were gathered through a survey of the projects' beneficiaries, including both active and inactive members.

It analyzed two sustainability frameworks, namely, the Sustainable Integrated Area Development Framework (SIAD) and the Community-Driven Development Framework (CDD). It centered on community-based and people-oriented development projects, focusing on the perceptions, specific circumstances and experiences of different stakeholders involved in the said projects. It examined

the development projects of The Philippines-Australia Community Assistance Program (PACAP) and the Kapit-bisig Laban Sa Kahirapan – Comprehensive and Integrated Delivery of Social Services - Kapangyarihan at Kaunlaran Sa Barangay (KALAHI-CIDSS-KKB). PACAP projects employed the Area Focused Approach, a development approach similar to the Sustainable Integrated Area Development framework while the KALAHI-CIDSS-KKB projects used the Community-Driven Development approach.

From among the PACAP projects that were approached, Handicraft of Aklan Multi-Purpose Cooperative (HAMPCO) and Kalibo Vendors and Farmers Multi-Purpose Cooperative (KVFMPC) agreed to participate in the study. HAMCO is a piña-abaca weaving cooperative while KVFMPC is a credit cooperative. Both are engaged in economic activities and are located in Kalibo, Aklan.

The development projects chosen for KALAHI-CIDSS – KKB were the Health Center of Brgy. Macalbang and the Water System of Brgy. Bacjawan Norte. Both are community-based projects located in Concepcion, Iloilo. These projects were selected due to their proximity and accessibility to the town proper of Concepcion.

Primarily, these were selected based on the following criteria:

1. community-based – people oriented development projects;
2. projects with grant recipients who were able to continue after grant agreements had been concluded; and,
3. pilot projects that have been in operation for at least five years from the time the study was conducted.

The study consisted of three phases. The first phase consisted of identifying the initial set of variables that were utilized in the study. Focus group discussion (FGD), a participatory technique of gathering data, was employed in this phase. The second phase consisted of key informant interviews (KII) aimed at deepening the knowledge of the concept and nature of sustainability and, at

the same time, focused on coming up with more accurate and comprehensive categories of variables. Modified Delphi technique of data gathering and analysis was employed in these phases. The third phase of the study was a survey administered to the beneficiaries of the projects. Convenience sampling, a non-probability sampling design, was used due to the difficulty in locating the respondents. The survey was carried out among 202 beneficiaries of the projects, including both active and inactive members.

The survey results became the basis for conceptualizing the definition of sustainability and designing the Sustainability Rating Scale. Exploratory factor analysis, a multivariate statistical technique that aims to define underlying structures or constructs in a data matrix, was employed in this phase. Statistical Analysis Software (SAS) was employed as an aid in factor analysis.

Background of the Organizations Included in the Study

The Philippines-Australia Community Assistance Program (PACAP)

PACAP is a fund support facility for community-based poverty alleviation projects aimed to reduce poverty and improve the standard of living of poor communities. Specifically, it supports community-initiated sustainable poverty alleviation projects and assists in the capability-building initiatives of the non-profit sector (primarily NGOs and POs) as well as Local Government Units (LGUs) providing services that meet community-initiated needs. Through time and experience, PACAP has developed a strategical framework for sustainable development called Area-Focused Approach (PACAP, 2005), an area-based approach to development that entails choosing a geographic area where integrated and complementary interventions could be delivered, with the objective of creating sustainable impact from the mobilization of a critical mass of stakeholders in support of priority issues and development activities. This strategy has evolved into the Focal Community Assistance Scheme (FOCAS) which has been enforced since 2004.

Handicraft of Aklan Multi-Purpose Cooperative (HAMPCO)

HAMPCO is a multi-purpose cooperative engaged in the weaving and processing of piña, abaca, silk and raffia fibers using the traditional handlooms. They also produce bags, shawls, placemats and table runners using natural fibers which are marketed locally and abroad. Until now, this centuries old industry is very much a part of the history, tradition and culture of Aklan and continues to be a source of income of many families in the province.

Kalibo Vendors and Farmers Multi-Purpose Cooperative (KVFMPC)

Kalibo Vendors and Farmers Multi-Purpose Cooperative (KVFMPC) is a micro-finance cooperative extending loans to farmers and vendors as well as providing other financial services such as savings and time deposit. In addition, it now operates a Health Plus outlet and a Coop Life Insurance.

The KApit-bisig LAban sa kaHIrapan – Comprehensive and Integrated Delivery of Social Services - Kapangyarihan at Kaunlaran Sa Baranggay (KALAHI-CIDSS – KKB)

KALAHI-CIDSS – KKB, a nationwide poverty alleviation project of the government was implemented by the Department of Social Welfare and Development (DSWD) in 2003. Its main objectives are as follows:

- to empower communities;
- to improve local governance;
- to reduce poverty.

Financed through a loan from the World Bank (WB), it provides grants to communities for development projects which have been chosen and implemented by the communities themselves. Community-Driven Development, an approach to development interventions that gives control of decisions and resources to community groups, was adopted as a strategy to arrive at sustainable development and was referred to as the *KALAHI-CIDSS Community Planning*

and Sub-Project Cycle (CPSPC). This process evolved into what is enforced and known today as the *Community Empowerment Activity Cycle (CEAC)* process. It is implemented in four stages consisting of a 16-step process designed to mobilize systematically the capacity of local people to prioritize their development needs, design activities, seek technical assistance, manage resources, and implement and sustain development actions aimed to:

- empower communities to participate in decision-making in ways that will improve their skills, strengthen their sense of responsibility and human dignity;
- use community projects as a vehicle to promote representation, accountability and reduce poverty; and,
- strengthen the linkage between communities and their local government units.

Concepcion, Iloilo

Concepcion is the pilot area of the KALAHI-CIDDS-KKB in Western Visayas. Among the 23 barangays of Concepcion that were included in the first cycle of the project implementation, only Brgy. Macabang and Brgy. Bacjawan Norte were included in the study. These barangays were chosen because of their proximity and accessibility to the town proper of Concepcion.

Brgy. Macabang, located at the eastern part of the town proper, has seven sitios with a land area of 946.72 hectares and an estimated population of 1,594 as of 2005. Its major source of income is primarily palay farming. Their project consisted of the construction and operation of a health center. At present, the health center is managed by a qualified health worker and supervised by the local barangay officials. It is financed by the donations of patients, community members and the barangay itself.

Brgy. Bacjawan Norte, located at the northern part of the town proper, has three sitios with a land area of 155.55 hectares and an estimated population

of 741 as of 2007. Its major source of income is fishing, farming and the raising of livestock. Their project consisted of the construction of an elevated water tank which supplies potable water to 70 out of the 134 households of the whole barangay. At present, a local water association, created solely for managing and monitoring the water system, oversees the operation and maintenance of the water system, as well as the collection of water distribution fees that financially supports the water system. The water distribution fees are used mainly to pay for maintenance.

Research Findings

Correspondence Analysis of the Concept and Nature of Sustainability

After reaching the necessary number of respondents and establishing the appropriateness of factor analysis, a correspondence analysis² on the concept and nature of sustainability was performed. The ratings they gave on the words or phrases that describe the concept and nature of sustainability were analyzed and categorized under "*naglalarawan*" (describe) which means that the respondents associate the phrases with their idea of sustainability; "*hindi naglalarawan*" (does not describe) which means the contrary; and, "*neutral/undecided*" which means they are uncertain whether the phrases mentioned describe sustainability or not.

The results of the correspondence analysis shown and summarized in Table 1 reveal that in general, the beneficiaries give importance to their personal commitment and participation in the project and on the effort each individual member can and should contribute to the attainment of the project's goal and consequently its sustainability (cf. nos. 13, 17 and 21; 29 and 32). The data also reveal that the spirituality of the person influences the project's sustainability (cf. no. 15). This can be seen from the ratings given by respondents from Brgy. Macalbang, HAMPCO and KVFMP to the word "*panalangin*" (used in the context of "*gabay ng Panginoon*") and who, in general, associated the word with the concept and nature of sustainability. Only Brgy. Bacjwan Norte remained

neutral/undecided. Furthermore, without discounting the importance of economic considerations, the data reveal that these were not generally associated with the concept and nature of sustainability (cf. nos. 18 and 25).

Elements of the Concept and Nature of Sustainability and the Factors Affecting It

Table 2 and Table 3 present the results of the survey participated in by 202 beneficiaries, including both the active and inactive members of the communities and cooperatives. These factors received the top eigenvalue i.e., when these set of respondents were asked about their experience in planning and implementing projects, what came immediately to their mind as elements and factors affecting project sustainability were these criteria. The data are the articulation of the beneficiaries' perspective on the concept and nature of sustainability and the factors affecting it.

The main finding of the study is the importance given by the beneficiaries and those who were directly involved in the different stages of the projects to the spiritual and human qualities that each individual member has as important attributes of sustainability, i.e., significance is given to what each individual person can do and the effort each one exerts to contribute to the attainment of the project goals and objectives. Likewise, it is noteworthy that the data gathered on factors affecting sustainability yielded similar results. The data reveal that, in general, the ultimate beneficiaries consider human qualities as the primary set of criteria in defining sustainability and identifying factors that affect it. Thus, what is implied here is that, in any development undertaking, the most important factor to consider is **the worth of the human person as an active agent and partner for sustainable development**. The success or failure of a project and consequently, its sustainability, depends primarily on one's effort and sense of responsibility/duty to lend a hand and do his/her part in moving the project forward. Collective action is not possible without the cooperation of each individual person.

These findings, as evidenced by the data gathered from the actual experiences of people, vary from what can be found in the majority of existing literature, which defined sustainability in relation to project continuity and the dynamics of groups. Moreover, the data reveal that although the nature and purposes of these development projects vary, the human qualities and attributes that render the projects sustainable, as identified by the stakeholders, remain the same.

The data further illustrate that a development project is sustainable when those who constitute it have a good grasp of its nature and purpose. This motivates them to willingly commit themselves to the endeavor. This allows them to use their freedom well and uplift their dignity because they are able to contribute to something good not only for themselves but for the entire community. This insight finds support in the Universal Declaration of Human Rights made by the United Nations stating that the *"recognition of the inherent dignity and of the equal and inalienable rights of all members of the human family is the foundation of freedom, justice and peace in the world. The peoples of the United Nations have in the Charter reaffirmed their faith in the fundamental human rights, in the dignity and worth of the human person and in the equal rights of women and men and have determined to promote social progress and better standards of life in larger freedom."* It is good to mention at this point the significance of the *"bayanihan system"* and the *"spirit of volunteerism"* that characterize Philippine culture. These are positive traits that we as a people can strengthen.

Another significant finding of the study is that economic considerations, although important, are not foremost in the minds of those who were directly involved in the projects as a factor affecting sustainability. What the data reveal is that sustainability hinges on the harmonious relationships that exist among those involved in the projects. From their point of view, the success and the sustainability of projects are dependent on and are measured in terms of relationships and not according to material/monetary worth. One KII participant who said that *"unity is the foundation of their organization"* graphically expresses this by saying *"Kung hindi kami nag-kakaisa, san na kami ngayon?"* (If we are not united, where will we be now?)

It is also noteworthy that environmental considerations were not mentioned in any of discussions. Their environment is still pristine and they have not experienced the effects of environmental degradation. This may not be particularly relevant at present because their pressing needs are the bare necessities of life, such as clean water, health facilities, and source of daily income.

Lastly, an important finding of this study is the emergence of *"panalangin"* (act of praying) used in the context of *"gabay ng Panginoon"* (i.e., to ask guidance from God) as an attribute of the concept and nature of sustainability and as a factor affecting project sustainability. While it seems that *"faith in God"* manifested in *"panalangin"* belongs to the spiritual dimension of the human person and has no direct relation to project sustainability itself, we cannot discount the fact that the protagonist of any development undertaking is the human person who happens to be a composite of matter and spirit. Everything a person does has both material and spiritual dimensions and affects his/her totality that cannot be dichotomized. The deep spirituality of Filipinos in general influences everything they undertake.

Conclusion and Recommendations

After having considered all the data, the study concludes that the human and spiritual values that characterize the stakeholders are the core of sustainability. These values are the source of their commitment to the project. Furthermore, the spiritual values they uphold provide the basis for its continuity in the midst of threats. They are the source of their strength and impel them to carry on despite difficulties and obstacles. Thus, the primacy of the human person, i.e. putting premium on human development, is foremost in any development project.

This study also argues that although the results of the data gathered pertain primarily to the spiritual and human qualities of the development players, they are relevant to sustainability and consequently to sustainable development, since these values are universal. Moreover, when these values are developed and strengthened, they will contribute greatly to sustainable

development since issues on sustainable development concern human acts. For example, environmental degradation is mainly caused by misuse and exploitation of resources. Poverty is another example, which can be caused by corruption, lack of justice, etc. Thus far, the study cannot be taken as the standard; there are determining factors and cultural realities specific to certain communities. Nonetheless, this can be a reference and a springboard to standardization, since these communities compose part of the realities of human conditions.

Finally, this study suggests a definition of sustainability as: ***the quality of development projects to continue, which is achieved through the interplay of human and spiritual qualities that contribute to the attainment of its goal and mission.*** It is a quality, i.e., an essential characteristic that describes a development project just as effectiveness, relevance and timeliness are essential characteristics of development projects. It is achieved through the interplay of human and spiritual qualities and depends primarily on whether each individual person plays his/her role as an active agent and partner for sustainable development, i.e. if each individual exerts effort to contribute to the attainment, and eventually has the sense of ownership, of the development project's goal and mission.

Figure 1 shows the new schematic diagram proposed by the study, drawn from the data gathered on the concept and nature of sustainability and the factors affecting it. Furthermore, a Sustainability Rating Scale, also drawn from the study, is shown in Table 4. It is a monitoring tool that will help in evaluating on-going projects. The scale was designed based on the results of the rotated factor solution generated from the data as shown in Table 5. It will determine the presence and level of the four factors (*Pag-aangkin ng Proyekto*, *Maaasahan at Masasandigang Pamumuno*, *Pag-aako at Pakikibahagi*, and *"Kaangayan"*) that contribute to project sustainability as identified by the study. If these factors are present and the ratings are high, then it can be assumed that the project will be sustainable. If one factor is missing or the ratings are low, a course of action has to be taken in order to make the project sustainable.

The findings of the study recommend a strategy that will incorporate the *formation of human and spiritual values* and will highlight the cultural and spiritual sensitivity among community members and leaders, thereby reinvigorating and strengthening the *spirit of volunteerism* and the value of *bayanihan*. Perhaps a mechanism that will ensure that the said values are assimilated and lived can be installed. For example, commitment can be measured by a high level of attendance during meetings, or transparency of financial controls.

A noteworthy experience and lesson which the study was able to document is the strong *collaboration* between the community members and local government unit of Concepcion which facilitated greatly the dissemination of relevant information and served as effective means of soliciting the involvement of community members. Thus, the study recommends that in implementing similar projects, collaboration between the community members and its local government unit needs to be developed.

To enhance data on the concept and nature of sustainability and factors affecting it and to be able to set up standardized indicators of sustainability, it is recommended that the study be replicated in other areas and on a larger scale. Also, comparative testing of the reliability and effectiveness of the Sustainability Rating Scale can be performed among the projects of KC and PACAP. Moreover, should further study be undertaken, it is advisable to put on board an expert on Philippine culture, and to undertake project visits after 10 years to see if there are changes in the perceptions of people.

Lea C. Deriquito is a consultant of the Philippine Foundation for Cultural and Educational Development, Inc. and Foundation for Professional Training Inc. She also volunteers for Kalinangan Youth Foundation, Inc. Her article is based on her thesis for the degree of Master of Community Development which she completed at the College of Social Work and Community Development, University of the Philippines in October 2009. She was a UP Presidential Scholar and a DSWD Research Grant awardee.

TABLE 1: CORRESPONDENCE ANALYSIS MATRIX

	CONCEPT OF SUSTAINABILITY	NAGLALARAWAN	HINDI NAGLALARAWAN	NEUTRAL/ UNDECIDED
13	Walang iwanan kung may problema	Macabang Bacjawan Norte HAMPCO		KVFMPC
17	"Mentener para sustener"/ "susteneron" (to sustain it, it has to be maintained.)	Macabang HAMPCO KVFMPC		Bacjawan Norte
21	Pagbabahagi ng ideya para malutas ang problema	Macabang Bacjawan Norte HAMPCO		KVFMPC
29	Patuloy na supporta ng miembro ng komunidad at ng mga barangay officials		HAMPCO KVFMPC	Macabang Bacjawan Norte
32	Partisipasyon ng komunidad	Macabang Bacjawan Norte		HAMPCO KVFMPC
15	Panalangin	Macabang HAMPCO KVFMPC		Bacjawan Norte
18	Kakayahang makabayad ng paninda at makapagpatuloy sa pagtinda araw-araw	HAMPCO KVFMPC	Macabang	Bacjawan Norte
25	Mayroon laging bumibili ng produkto		Macabang Bacjawan Norte	HAMPCO KVFMPC
11	Sipag at tiyaga/hardwork	Macabang Bacjawan Norte		HAMPCO KVFMPC
19	May bukas na pakikipagtalastasan sa pagitan ng miyembro	Macabang Bacjawan Norte		HAMPCO KVFMPC
20	Sakripisyo ng namamahala at ng bawat miembro	Macabang Bacjawan Norte		HAMPCO KVFMPC
24	Marunong ang namamahala	Macabang Bacjawan Norte		HAMPCO KVFMPC
27	Kooperasyon ng mga miembro ng komunidad/kooperatiba/ stakeholders	Macabang Bacjawan Norte		HAMPCO KVFMPC
28	Kung ang bawat isa ay may malasakit sa proyekto	HAMPCO KVFMPC		Macabang Bacjawan Norte

Table 1- Continued

2	Patuloy na pagtutulungan ng mga miyembro ng komunidad/kooperatiba	Macalbang HAMPCO	KVFMPC	Bacjawan Norte
3	Malasakit sa isa't isa	Macalbang HAMPCO	KVFMPC	Bacjawan Norte
4	Paghahanda ng lahat nang kinakailangan para sa operasyon ng proyekto	Macalbang Bacjawan Norte	KVFMPC	HAMPCO
5	May transparency, klaro sa lahat ang nangyayari sa proyekto	Macalbang Bacjawan Norte	KVFMPC	HAMPCO
6	Pagsisikap ng mga miyembro para makabayad ng utang nila sa association/kooperatiba	Macalbang Bacjawan Norte	KVFMPC	HAMPCO
7	Kakayahang makagawa ng mga produkto o makapagbigay ng panibagong serbisyo	Macalbang HAMPCO	KVFMPC	Bacjawan Norte
8	Pagkakaisa	Macalbang HAMPCO	KVFMPC	Bacjawan Norte
10	Paglinang pa ng proyekto para hindi mawala	Macalbang Bacjawan Norte	KVFMPC	HAMPCO
12	Kakayahang ipagpatuloy ang proyekto para sa mga susunod na henerasyon	Macalbang Bacjawan Norte	KVFMPC	HAMPCO
14	Nakakapagpatuloy ang proyekto kahit wala ng "external aid"	Macalbang Bacjawan Norte	KVFMPC	HAMPCO
16	Kakayahang magpasweldo araw-araw	Macalbang HAMPCO	KVFMPC	Bacjawan Norte
22	Pagpapatuloy ng edukasyon (skills training, seminars, conferences, etc.)	Macalbang HAMPCO	KVFMPC	Bacjawan Norte
23	"Commitment" o dedikasyon ng mga miembro o nagboluntaryo	Macalbang Bacjawan Norte	KVFMPC	HAMPCO
26	Pagiging "vigilant" ng mga miembro sa pag-monitor ng proyekto	Macalbang Bacjawan Norte	KVFMPC	HAMPCO
30	Kakayahang makapagpatuloy ng pang-araw-araw na operasyon	Macalbang	Bacjawan Norte	HAMPCO KVFMPC
31	Hindi nagtuturuan kapag may problema	KVFMPC	HAMPCO	Macalbang Bacjawan Norte
1	"Attendance" o pagdalo sa mga meeting ng komunidad/kooperatiba	Macalbang	HAMPCO KVFMPC	Bacjawan Norte
9	Pagtamo ng mga bagong benepisyo	Macalbang	HAMPCO KVFMPC	Bacjawan Norte

**TABLE 2: ELEMENTS OF THE DEFINITION OF SUSTAINABILITY
SURVEY RESULTS AMONG THE PROJECTS' ULTIMATE BENEFICIARIES**

FACTOR	FACTOR LABEL	UNDERLYING CONSTRUCTS	Interpretation of Constructs [*]
Factor 1 12.4343735	Pagpapahalaga at Pagyakap sa Proyekto (Sense of Commitment / Embrace the project)	<ul style="list-style-type: none"> ➤ Attendance o pagdalo sa mga meeting ng komunidad ➤ Patuloy na pagtutulungan ng mga miyembro ➤ Malasakit sa isa't isa ➤ Paghahanda ng lahat nang kinakailangan para sa operasyon ng proyekto (this refers to succession in management although not limited to it) ➤ Commitment o dedikasyon ng mga miyembro ➤ Kooperasyon ng mga miyembro ➤ Pagsisikap ng mga miyembro para makabayad ng utang ➤ May transparency 	This factor is the articulation of the ultimate beneficiaries' stance on the project, i.e. the importance one gives to the project. "What is my stand on the project and the value I give to it." This is at the "level of value" and is internal to the person. This refers to one's understanding of the purpose and goals of the project and one's level of conviction and because of that conviction one is ready to embrace everything, including difficulties to be able to achieve the goals of the project. Its Filipino equivalent is "paninindigan o pagbibigay halaga sa proyekto at kumbinsido sa magandang layunin at maidudulot ng proyekto at dahil dito ako ay maglalaan ng panahon at ng aking sarili para isakatuparan ang mga mithiin ng proyekto" "Kumbinsido" presupposes "kalinawan ng proyekto" that is, the goals and direction of the project are clear to all those involved. Given these circumstances, it can be assumed that transparency, which is a characteristic feature of honesty and justice, as a requirement for sustainability exists in their organization.
Factor 2 1.4247236	Pagsasaloo at Pagtataguyod sa proyekto (Identification with the project and Determination to attain the project goals and objectives)	<ul style="list-style-type: none"> ➤ Pagtamo ng mga bagong benepisyo ➤ Kakayahang magpasaweldo araw-araw ➤ Mentener para sustener ➤ Pagiging vigilant ng mga miyembro sa pag-monitor ng proyekto ➤ Kung ang bawat isa ay may malasakit sa proyekto ➤ Patuloy na suporta ng miyembro ng komunidad at mga bryg oficial ➤ Hindi nagtuturuan kapag may problema ➤ Partisipasyon ng komunidad 	This factor is a consequence of Factor 1 and belongs to the "Level of Action." Because one understands and is convinced about the project, it is manifested externally with concrete deeds that lead to the attainment of their goals and objectives. This factor is their articulation of what they think should be done in order to attain sustainability. This also refers to the relationships that exist among those who are involved in the project originating from one's "paninindigan" i.e., conviction. Furthermore, this refers to one's dedication and commitment to the project.
Factor 3 1.0911160	Kakayahang mapanatili ang proyekto (Capacity to carry on / maintain the project)	<ul style="list-style-type: none"> ➤ Pagkakaisa ➤ Sipag at tiyaga ➤ Kakayahang makagawa ng mga produkto o makapagbigay ng panibagong serbisyo ➤ Paglinang pa ng proyekto para di mawala ➤ Kakayahang ipagpatuloy ang proyekto para sa susunod na henerasyon ➤ Nakakapagpatuloy ang proyekto kahit wala ng "external aid" o tulong mula sa iba 	This factor is their articulation of the necessary steps and measures they have to undertake in order to continue and be sustainable without relying on external assistance. This refers to one's level of involvement in the project and their capability as an organization to carry out the project.
Factor 4 0.8396361	Pangangasiwa at Pagtatangkil ng proyekto (Governance and Collaboration)	<ul style="list-style-type: none"> ➤ Panalangin ➤ Walang iwanan kung may problema ➤ Marunong ang namamahala ➤ Sakripisyo ng namamahala at ng bawat miyembro ➤ May bukas na pakikipagtalastasan sa pagitan ng miyembro ➤ Pagbabahagi ng ideya para malutas ang problema ➤ Pagpapatutulong ng edukasyon ➤ Mayroong laging bumibili ng produkto ➤ Kakayahang makabayad ng paninda at makapagpatuloy sa pagtitinda araw-araw 	This factor is their articulation of how the project is governed and how conflicts are managed so that it will attract the others to join in. The first seven constructs refer to the qualities of both members and officers and the type of governance they implement. In this case, it can be inferred that they implement collective governance. The last two constructs refer more to economic activities, which manifest the attraction others have for the project and their capability to continue.

* Dr. Leocito Gabo helped the researcher with his insights on the initial interpretation of the underlying constructs.

**TABLE 3: FACTORS AFFECTING SUSTAINABILITY
SURVEY RESULTS AMONG THE PROJECTS' ULTIMATE BENEFICIARIES**

FACTOR	FACTOR LABEL	UNDERLYING CONSTRUCTS	Interpretation of Constructs
Factor 1 17.1057335	Pag-aangkin ng proyekto (Sense of Ownership/ and Valuation of the project)	<ul style="list-style-type: none"> ➤ Determinasyon ng bawat miyembro na isakatuparan ang proyekto ➤ Kagustuhang tumulong sa proyekto ➤ Kagustuhan ng mga miyembro na magbigay ng kanilang panahon para sa proyekto ➤ Malasakit ng mga miyembro ➤ Dedikasyon ng mga miyembro ➤ Kooperasyon ng mga miyembro ➤ Paglinang sa kakayahan ng mga miyembro ng komunidad ➤ Epektibong komunikasyon sa pagitan ng miyembro at ng namamahala nito ➤ Sama-samang pagbuo ng desisyon ➤ Bayanihan ➤ Suporta ng mga brgy. Officials ➤ Conflicting interest ➤ Pagkakaroon ng kai-kaibigan sa pagboto at pagpili ng proyekto 	This factor refers to one's valuation of the project and sense of ownership. The underlying constructs refer mostly to the internal disposition or personal conviction of those involved in the project to commit themselves to the goals and objectives of the project and the attitude they have to take if they are to achieve these goals and objectives. This conviction influences their attitude and is manifested in external actions. For example by one's "kagustuhang tumulong, kagustuhang magbigay ng panahon," etc. which can be summarized as "pakikisama at pagsasanay para sa pakikipag-ugnay"
Factor 2 1.9373808	Maaasahan at Masasandigang pamumuno (Dependable, Reliable and Trustworthy Governance)	<ul style="list-style-type: none"> ➤ Klaro ang mga layunin at ang patutunguhan ng proyekto ➤ Kaalaman ng mga miyembro kung ano ang layunin at patutunguhan ng proyekto ➤ Malinaw sa lahat ng kasama sa proyekto ang kanilang responsibilidad at tungkulin ➤ Malinaw at klarong sistema ng pagtatala ng pinansyal na transaksyon ➤ May transparency ➤ Magagaling na mga opisyal na nagpapatakbo ng proyekto ➤ Magaling at determinadong pamumuno ➤ Paninindigan sa isang desisyon ➤ Pagkonsulta sa mga miyembro ➤ Aktibo at tuloy-tuloy na partisipasyon ng mga volunteers 	This factor refers to the qualities of good and effective governance and at the same time to the qualities of both the leaders and members that contribute to the sustainability of the organization. What is implied here is that these are the characteristics that these respondents have seen in their organization and among themselves that helped them achieve sustainability.
Factor 3 1.2370250	Pag-aako at Pakikibahagi (Personal Responsibility & Sense of Duty)	<ul style="list-style-type: none"> ➤ Pagsali sa kooperatiba ng mga tao ➤ Attendance o pagdalo sa meeting ➤ Pagkakaroon ng regular na meeting ➤ Pagsasakripisyo ng mga miyembro ➤ Marunong na manggagawa ➤ Panalangin ➤ Filipino sense of "Kamag-anak" 	This factor refers to the strong relationships that exist among those involved in the project and these underlying constructs are external manifestations of it. It also refers to qualities that contribute to their solid and strong relationship. This means to personally assure / ensure that one will contribute to the project and undertake whatever is necessary to attain the goals and objectives of the project
Factor 4 0.7793393	"Kaangayan" (Honesty and Sense of Justice)	<ul style="list-style-type: none"> ➤ Pagiging patas sa lahat ng miyembro ➤ Pagsasantabi ng pansariling interes ➤ Paghahanap ng bagong miyembro ➤ Bukas at epektibong sistema ng komunikasyon ➤ Suporta mula sa ibang institution ➤ Korapsyon ➤ Maayos na pagtatala ng mga transaksyon ➤ Masyadong komplikadong mga dokumento 	"Kaangayan" is a Visayan term that is equivalent to justice. It comes from the word "angay" which means "kabagay," "in-tune with," or "capacity to easily adjust." It is also a word that relates to righteousness and what should be done for the good of all, i.e. the common good. This factor refers to the specific qualities of those involved in the project that will contribute to the attainment of their goals and objectives but also of what is beneficial for all.

TABLE 4: SUSTAINABILITY RATING SCALE

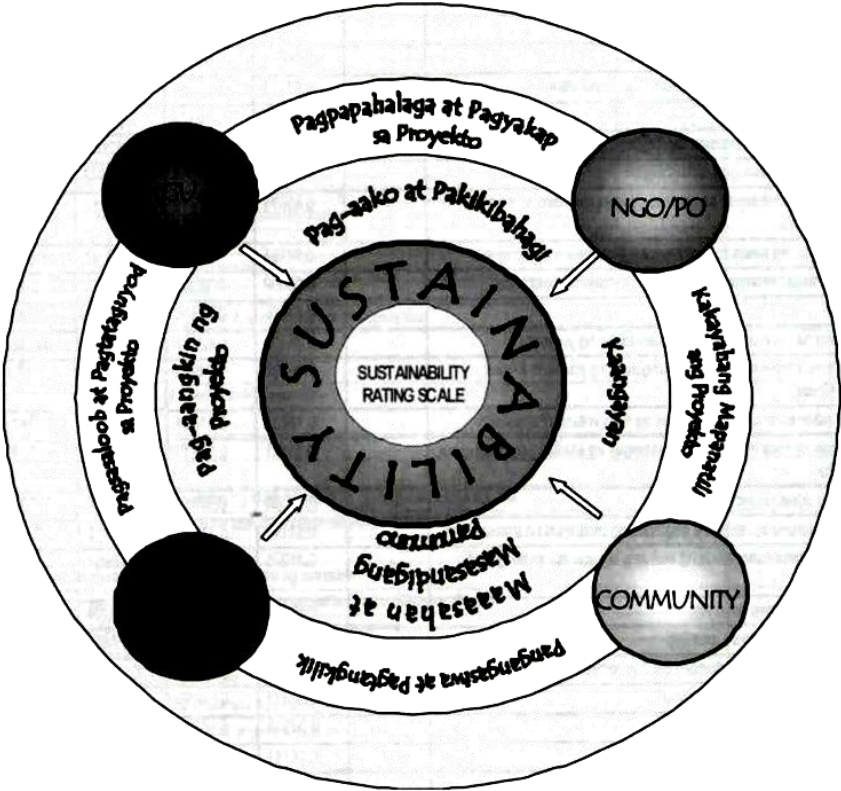
Ang sumusunod na lupon ng mga salita ay maaari o hindi maaaring makaapekto sa "sustainability" ng isang proyekto pangkaunlaran. Meron po tayo ditong scale. Base sa inyong karanasan bilang miembro ng komunidad o kooperatiba, pakigraduhan ang mga ito mula 1 hanggang 10. Ang bilang 1 ay ang pinakamababang nakakaapekto sa sustainability at ang bilang 10 ay ang pinakamataas na nakakaapekto sa "sustainability." Habang ang sagot ninyo ay lumalapit sa 1 ay lumalabas na base sa inyong karanasan hindi nito gaanong naaapektohan ang "sustainability" ng isang proyekto at habang ito naman ay papalapit sa 10 lumalabas na base sa inyong karanasan ito ay mas naaapektohan nito ang "sustainability" ng isang proyekto.

1	2	3	4	5	6	7	8	9	10
↓									↓
Pinakamababang Nakakaapekto Sa "Sustainability"					Pinakamataas Nakakaapekto Sa "Sustainability"				
LUPON NG MGA SALITA									Rating
Determinasyon ng bawat miyembro na isakatuparan ang proyekto									
Pagkonsulta sa mga miyembro ng komunidad/kooperatiba									
Sama-samang pag-bubuo ng desisyon									
Marunong na manggagawa (Skilled workers)									
Kagustuhang tumulong sa proyekto									
Paglinang sa kakayahan ng mga miyembro ng komunidad/kooperatiba									
Malasakit ng mga miyembro									
Dedikasyon ng mga miyembro									
Kooperasyon ng miyembro ng komunidad/kooperatiba									
Panalangin									
Pagsali sa kooperatiba ng mga tao									
Filipino sense of "Kamag-anak"									
Epektibong komunikasyon sa pagitan ng mga miyembro at ng mga namamahala nito.									
Suporta ng mga barangay officials sa association/kooperatiba									
Bayanihan									
Magagaling na mga opisyal na nagpapatakbo ng proyekto									
Klaro ang mga layunin at ang patutunguhan ng proyekto (Vision, Mission, Goals)									
Aktibo at tuloy-tuloy na partisipasyon ng mga volunteers/miyembro									
Kagustuhan ng mga miyembro na magbigay ng kanilang panahon para sa proyekto									
Magaling at determinadong pamumuno									
Malinaw at klarong systema ng pagtatala ng pinansyal na transaksyon									
Kaalaman ng mga miyembro kung ano ang layunin at patutunguhan ng proyekto									
Paninindagan sa isang desisyon									
"Attendance" o pagdalo sa meeting									
Pagsasakripisyo ng mga miyembro para sa proyekto									
Pagkakaroon ng regular na meeting									
Pagiging patas sa lahat ng miyembro									
Paghahanap ng mga bagong miyembro									
Pagsasantabi ng pansariling interes									
Maayos na pagtala ng mga transaksyon									
Suporta mula sa ibang institution									
May transparency, klaro sa lahat ang nangyayari sa proyekto									
Bukas at epektibong sistema ng komunikasyon									
Malinaw sa lahat ng kasama sa proyekto ang kani-kanilang responsibilidad at tungkulin									
Masyadong kumplikadong mga dokumento (e.g. financial statement, project completion)									
Korapsyon									
"Conflicting interest"									
Pagkakaroon ng kaikaibigan sa pagboto at pagpili ng proyekto									

TABLE 5: COEFFICIENT TABLE FOR FACTORS AFFECTING SUSTAINABILITY

FACTORS AFFECTING SUSTAINABILITY	RATINGS	FACTOR 1	FACTOR 2	FACTOR 3	FACTOR 4
Pagkonsulta sa mga miembro ng komunidad/kooperatiba		0.03395	0.08914	0.01714	-0.04668
Sama-samang pag-bubuo ng desisyon		0.54033	-0.08054	0.0734	0.05433
Marunong na manggagawa (Skilled workers)		0.0997	-0.00815	0.32173	0.00278
Kagustuhang tumulong sa proyekto		0.17589	-0.00715	0.20149	0.06058
Paglinang sa kakayahan ng mga miembro ng komunidad/kooperatiba		0.35946	0.0795	0.30881	-0.10999
Malasakit ng mga miyembro		0.1689	-0.07841	0.00689	-0.02547
Dedikasyon ng mga miyembro		0.50682	-0.04726	-0.01271	-0.01638
Kooperasyon ng miembro ng komunidad/kooperatiba		0.61288	-0.00056	0.23303	0.05223
Panalangin		0.11696	0.18272	0.50136	-0.10677
Pagsali sa kooperatiba ng mga tao		0.0225	0.05414	0.52808	0.18705
Filipino sense of "Kamag-anak"		0.11122	-0.00954	0.40783	0.12847
Epektibong komunikasyon sa pagitan ng mga miembro at ng mga namamahala nito.		0.48571	0.17712	0.12415	0.1102
Determinasyon ng bawat miyembro na isakatuparan ang proyekto		0.61164	0.013	0.12647	0.01799
Suporta ng mga barangay officials sa association/kooperatiba		0.66009	-0.08367	-0.11895	0.1848
Bayanihan		0.77716	0.22596	-0.02686	0.0284
Magagaling na mga opisyal na nagpapatakbo ng proyekto		0.26632	0.62177	0.02218	-0.07266
Klaro ang mga layunin at ang patutungan ng proyekto (Vision, Mission, Goals)		0.06434	0.24914	0.14672	0.07254
Aktibo at tuloy-tuloy na partisipasyon ng mga volunteers/miyembro		0.15622	0.41694	0.16582	0.11236
Kagustuhan ng mga miyembro na magbigay ng kanilang panahon para sa proyekto		0.61161	0.14812	-0.05585	0.02924
Magaling at determinadong pamumuno		-0.02086	0.82119	0.04804	-0.00033
Malinaw at klarong systema ng pagtatala ng pinansyal na transaksyon		0.01146	0.71583	0.02165	0.0291
Kaalaman ng mga miyembro kung ano ang layunin at patutungan ng proyekto		0.11075	0.20652	0.0994	0.09886
Paninindigan sa isang desisyon		0.13472	0.20092	-0.09528	-0.06574
"Attendance" o pagdalo sa meeting		0.06024	-0.00443	0.27467	-0.04282
Pagsasakripisyo ng mga miyembro para sa proyekto		0.19775	-0.06513	0.27914	-0.03627
Pagkakaroon ng regular na meeting		-0.06373	0.23615	0.37761	0.27123
Pagiging patas sa lahat ng miyembro		0.00355	0.16008	-0.08527	0.33724
Paghahanap ng mga bagong miyembro		0.04741	-0.02557	0.00991	0.62467
Pagsasantabi ng pansariling interes		-0.07782	0.23757	-0.01963	0.23232
Maayos na pagtala ng mga transaksyon		-0.0137	0.36383	0.10539	0.4461
Suporta mula sa ibang institution		0.2523	0.10241	0.04824	0.66946
May transparency, klaro sa lahat ang nangyayari sa proyekto		0.08672	0.4123	0.10424	0.01867
Bukas at epektibong sistema ng komunikasyon		0.17031	0.13374	0.04077	0.32919
Malinaw sa lahat ng kasama sa proyekto ang kani-kanilang responsibilidad at tungkulin		0.06779	0.259	-0.14675	0.07916
Masyadong kumplikadong mga dokumento (e.g. financial statement, project completion)		0.04836	0.00469	0.00186	0.11289
Korapsyon		0.09464	0.06167	-0.06118	-0.11639
"Conflicting interest"		0.08918	-0.01753	-0.00714	-0.01974
Pagkakaroon ng kaikaibigan sa pagboto at pagpili ng proyekto		-0.17568	-0.00633	0.00107	0.00852

FIGURE 1: NEW SCHEMATIC DIAGRAM FOR
CONCEPT & NATURE OF SUSTAINABILITY AND THE FACTORS AFFECTING IT
Book Review



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Endnotes

¹ This narrative is an adaptation of the Hindu Fable, *The Six Blind Men of Indostan* by John Godfrey Saxe.

² *Correspondence Analysis* is a weighted Principal Component Analysis of a contingency table. It is used to provide a low-dimensional graphical representation of the association between rows and columns of a table. Each row and column is represented as a point in Euclidian space. It simultaneously characterizes the relationship among the rows and also among the columns of the data matrix.

Making the GAD Budget Gender-Responsive at the Local Government Level

Nathalie Lourdes A. Verceles

This study reviews the executive and legislative policies for the GAD budget in the Philippines and examines issues that preclude the full enforcement of the GAD budget law at the LGU level. It explores how the practical and strategic gender needs of low-income Filipino women can be better addressed by the effective and effectual implementation of the GAD budget policy.

Introduction

Because of systemic gender asymmetries – in wealth, income, power, decision-making, access to and control over economic and social resources, in the division of labor, in roles, opportunities and constraints – women's needs and interests differ markedly from those of men's. The discrimination, exploitation, marginalization, oppression, and subordination that ensue from these gender asymmetries make deliberate action to change women's condition and position imperative. How can both the practical and strategic gender needs of low-income Filipino women be met by the effective and effectual implementation of the Gender and Development (GAD) budget policy at the local government level?

The GAD budget policy, which mandates all departments, bureaus, offices and agencies to set aside 5% of their total budget for gender and development concerns, was institutionalized in 1995 under the General Appropriations Act. E.O. 273 (1995) mandates agencies, including local

government units (LGUs), to allocate funds for the implementation of a GAD plan. The Quezon City (QC) GAD Code (2004) requires the appropriation of 5% of the Annual Development Fund for the city's various departments.

At present, women's and other social movements must still actively negotiate and make claims for the rightful and equitable use, and for the release of the 5% GAD budget of LGUs. The experiences of women's organizations in their attempts to access the GAD budget have revealed the weaknesses of the GAD budget policy and its implementation. This study reviews the executive and legislative policies for the GAD budget and examines issues that preclude its full enforcement at the city and barangay levels in Quezon City, Philippines. The purpose of this research is to determine how the utilization of the current 5% mandated GAD budget at the local government level can be maximized.

Methodology

Key informant interviews were conducted with officers of the Quezon City Gender and Development Resource and Coordinating Office (GADRCO); a budget officer of the Quezon City government and the GAD Focal Person of one barangay¹ in Quezon City. A focus group discussion was conducted with a participant from the GADRCO and representatives from various non-government organizations including the Institute of Politics and Governance, Alliance of Progressive Labor, Tala Estates Settlers Foundation, the Center for Popular Empowerment, Welga ng Kababaihan, and Womanhealth.

Key Concepts

The Gender and Development (GAD) Approach to Women's Development

The Gender and Development(GAD) approach, which is also known as the 'empowerment approach' or 'gender-aware planning', is concerned with both 'women's material conditions and class position, as well as the patriarchal structures and ideas that define and maintain women's subordination' (Connelly,

Li, MacDonald, & Parpart, 2000: 62). Its focus is not on women alone, but on the relationships between women and men, and 'on the interconnection of gender, class, race, and the social construction of their defining characteristics' with the view of meeting short-term practical needs and changing structures of subordination (Connelly et al., 2000: 62-3).

In the 'Guidelines for the Formulation, Implementation, and Monitoring and Evaluation of Gender and Development Codes' (2008) issued by the NCRFW and the DILG (2008), GAD is defined as:

a development perspective that recognizes the unequal status and situation of women and men in society. Women and men have different development needs and interests as a result of said inequality, which is institutionalized and perpetuated by cultural, social, economic, and political norms, systems, and structures.

Gender Issues and Concerns

Based on the same guidelines, gender issues and concerns are said to... 'arise from the unequal status of women and men...societal expectations and perceptions, which are reflected in and perpetuated by laws, policies, procedures, systems, programs, projects and activities of government, (and) could impede women's full development and their participation in and equal enjoyment of the fruits of development.' (NCRFW-DILG, 2008: 56)

Gender Mainstreaming

Gender mainstreaming is the Philippine government's strategy for making government agencies and local government units work for women's empowerment and gender equality. It refers to 'the process of analyzing existing development paradigms, practices and goals; assessing the implications on women and men of existing and planned actions in legislation, policies, programs, projects and institutional mechanisms; and transforming

existing social and gender relations by consciously integrating gender concerns in development goals, structures, systems, processes, policies, programs and project' (NCRFW-DILG, 2008: 56).

Practical Gender Needs (PGN)

Practical gender needs are identified by women given their socially accepted roles in society. They do not challenge the gender division of labor and women's subordinate position, though arising from them. They are responses to immediate perceived necessities within a specific context and are concerned with living conditions such as water provision, health care, employment - basic needs required by the entire family but identified as the 'practical gender needs' of women (Moser, 1993: 40). Practical gender needs relate to women's 'condition' or their material state or 'immediate sphere of experience' (Connelly et al., 2000: 143). Policies to meet practical gender needs focus on the domestic arena such as income generating projects, housing, and basic services (Moser, 1993).

Strategic Gender Needs (SGN)

Strategic gender needs are needs women identify as a result of their subordinate position to men in society. They vary according to context and relate to the gender division of labor, power, and control, for example legal rights, equal wages, women's control over their bodies (Moser, 1993). Strategic gender needs relate to women's 'position' or social and economic standing relative to men (Connelly et al., 2000: 143). Meeting strategic gender needs help women achieve greater equality as they challenge existing roles and women's subordinate position. This is a feminist, bottom-up struggle that promotes women's 'real' interests (Moser, 1993: 39).

The distinction between practical and strategic gender needs is crucial. While we recognize that it is important that women's practical gender needs be met, it is in addressing their strategic gender needs that the strategic gender interests of women's empowerment and gender equality can be achieved. Under

Moser's (1993) empowerment approach, these strategic gender interests can be met via bottom-up mobilization around practical gender needs. As such, programs, projects, and activities (PPAs) that address women's practical gender needs can serve as entry points for conscientization on their strategic gender interests, and for mobilization and organized action to achieve these.

Gender and Development (GAD) Budget

The GAD Budget is the total amount provided in the General Fund Budget of the LGU to finance PPAs under the GAD Plan. At least 5% of the LGU's total annual appropriation is earmarked for GAD-related activities and attributed to the existing PPAs of the LGU budget. As such, the GAD budget is not an additional and separate fund to be provided by the national or local government.

GAD Plan

According to the DBM guidelines, a GAD Plan is a gender mainstreaming tool that consists of PPAs of agencies for a specific time period that address gender issues and concerns of their respective sectors and constituents. It specifies the targets to be achieved and performance indicators.

GAD Focal Point

A GAD Focal Point is a mechanism created in all government agencies and LGUs to ensure the preparation, implementation, and monitoring of GAD Plans. It is composed of a Chairperson and members from key offices and gender-aware groups (NCRFW-DILG, 2008).

Policies Related to GAD Planning and Budgeting

The Implementing Rules and Regulations (IRR) of R.A. 7192 (1992) or the Women in Development and Nation Building Act requires that 'external

and domestic resources be increasingly mobilized for utilization by national and local government agencies to support programs and projects for women'. At least 5% of overseas development assistance (ODA) funds, to be subsequently increased to 10-30%, is to be allocated for programs/projects that mainstream/include gender concerns in development. (Sec. 6 (a) (b) (2), IRR RA 7192; de Dios, 2008: 2)

R.A. No. 7192 and Executive Order (E.O.) No. 273 (1995), which approved and adopted the Philippine Plan for Gender-Responsive Development (PPGD) 1995-2025, mandate government agencies and LGUs to institutionalize GAD in government by incorporating GAD concerns in their planning, programming, and budgeting processes. The allocation of funds for the implementation of a GAD Plan is a statutory requirement that must be complied with by provinces, cities, municipalities and barangays.

The 1995 General Appropriations Act (GAA) was passed into law with a general provision in the GAD Budget Policy (Section 27) mandating all departments, bureaus, offices, and agencies to set aside at least 5% of their total budget appropriations for projects designed to address gender issues. This GAD budget provision has since been retained in subsequent General Appropriations Acts.

Joint Memorandum Circular 2001-1 issued by the Department of Interior and Local Government (DILG), Department of Budget and Management (DBM), and the National Commission on the Role of Filipino Women (NCRFW) provides the 'Guidelines for Integrating Gender and Development (GAD) in the local planning and budgeting system through the formulation of GAD plans.' With the aim of assisting LGUs in responding to gender issues in their locality, the guidelines require LGUs to formulate GAD Plans and to integrate these in their Local Development Plans. The guidelines were formulated to ensure that appropriate funds from internal/local sources, foreign donors, and other external funding agencies are allocated for the implementation of GAD PPAs and include a mechanism for monitoring and implementation by the DILG and the NCRFW.

To provide clearer and more operational concepts on mainstreaming GAD in planning and budgeting, Joint Memorandum Circular 2004-1 was issued by the NCRFW, DBM, NEDA. This superseded JMC 2001-1 and provides the Guidelines for the Preparation of GAD Plan and Budget and Accomplishment Report to Implement the Section on Programs/Projects Related to GAD of the General Appropriations Act (GAA). Two salient features in the guidelines are: the responsibility of oversight agencies in preparing GAD plans and budgets which exacts greater accountability in ensuring that agencies adequately address GAD concerns, and the mainstreaming of GAD activities into the existing monitoring and evaluation system of agencies (Second Philippine Progress Report on the MDGs).

Joint Memorandum Circular 2007-1, issued by the DILG, DBM, NEDA, and NCRFW, and which supersedes JMC 2004-1, provides the Guidelines for Gender and Development (GAD) Planning, Programming and Budgeting, Implementation and Monitoring. It aims 'to assist LGUs in addressing gender and development issues and concerns' and 'to provide guidelines and procedures for identifying, implementing, and monitoring GAD programs, projects, and activities.' It also specifies that funds must be ensured for the implementation of LGU GAD PPAs, and identifies minimum strategies for the implementation, monitoring, and evaluation of GAD PPAs and gender mainstreaming, as well as who is responsible for these in the LGUs. There is also a section on the roles of oversight agencies.

JMC 2007-1 clarifies the ambiguities in JMC 2001-1, specifying a focus on 'women-specific and gender-related issues and concerns in the locality' and stating that PPAs must address 'women's empowerment, gender equality, women's human rights needs, issues, and concerns.' JMC 2007-1 requires that the identification of GAD PPAs must follow the synchronized local planning and budgeting calendar. Quezon City is the pilot city for the Rationalized Local Planning System (RLPS) which synchronizes GAD budgeting with the rest of the budget process.

In 2004, the QC government enacted SP-1401, S-2004, 'an ordinance providing for a city gender and development code and for other purposes.' The QC GAD code specifies the appropriation of 5% of the City's Annual Development Fund for the effective implementation of the ordinance. A 2005 memorandum from the City Director to all the barangay captains in QC requires the implementation of gender and development projects and activities to be funded by 5% of the Maintenance and Other Operating Expenses (MOOE) allocation.

Policy Critiques

While the GAD budget policy - in providing that at least 5% of the total budget of all government instrumentalities be earmarked for GAD plans designed to address gender issues - appears beneficial to women, it runs the risk of projecting women's issues as marginal, if we consider that percentages allocated to certain purposes can signify its relative value and importance. This might also seem to obviate the need to allocate larger amounts to PPAs that are needed by women, because of apparent compliance with the mandated 5%. The 5% guaranteed GAD budget can also give the appearance of mere tokenism.

Even the mandated 5% of the total budget has not been followed in QC policies. The section on Appropriation in the QC GAD Code states an appropriation of 5% of the City's Annual Development Fund for the implementation of the ordinance. The memorandum to all the barangay captains from the City Local government Operations Office specifies funding of 5% of the MOOE allocation for GAD projects and activities.

There is a fear that with the GAD plan subsumed under the RLPS for LGUs, gender and development issues would again be marginalized. Questions have been raised as to whether the LGU implementors have been adequately capacitated on the integration of GAD in LGU management and on the anchoring of GAD-related efforts on international commitments such as the CEDAW. It is felt that even the formulation of the GAD plan is still not fully understood by the LGUs.

Implementation of the GAD Budget Policy in Quezon City

At the City Level

The city budget is distributed among the various departments and offices in the city government. The items that enter the GAD budget emanate from them and the clients served by these departments. Amounts not utilized by a department/office can be shared with another.

All GAD program proposals from constituents must be submitted to the Mayor and copies furnished to the Gender and Development Resource and Coordinating Office (GADRCO) so they can be followed up and pushed for by this office. The Mayor endorses proposals to the GADRCO – it is the GADRCO that directs these proposals for partnership with the health or social services departments, or for appropriation from the Mayor's fund, for example.

There are budget guidelines developed by the City Administrator and the City Budget Office. Budget calls are done in the third quarter.

The Mayor does not automatically allocate 5% of local government budget to GAD PPAs; allocations are based on submitted program and project proposals. As such, the amount attributed to GAD PPAs can exceed 5%. In the last utilization reckoning, P 549.94 million, or 37% of the total budget (program-based), based on the post-analysis of budget, was said to be allocated to GAD concerns.

The key players involved in the GAD planning and budgeting process are the heads of budget and planning, the City Administrator, heads of departments/offices, and the GAD Council (the City government's GAD Focal Point). The heads of departments/offices are the approving authority of the departments' plans/programs. The department/office heads submit PPAs to the City Budget Office and the Finance Committee (a technical working group composed of the heads of planning, finance, and budget). The PPAs also go through the City Planning Office, the Office of the City Administrator, and lastly to the Mayor and the City Council for approval. When

the budget reaches the City Council, it is said that the Council is more concerned about figures, not specific programs. After the general budget is approved, the GADRCO identifies the GAD PPAs and consolidates these into a GAD plan.

The GAD Council is in charge of oversight in terms of the GAD budget enforcement. The GADRCO, which is responsible for providing technical and administrative support to the GAD Council, also monitors the implementation of the GAD budget policy.

In terms of the GAD budget policy advocacy and implementation, the GADRCO is a technical working group that primarily assists departments, agencies, offices, and the GAD Council in the City government and secondarily, the barangays. It capacitates and mentors key people in how to access, advocate, implement, plan, and endorse GAD planning and budgeting.

At the Barangay Level

Barangay Bagbag garnered the barangay recognition award for Best Gender and Development Practice for 2008 in Quezon City for its gender sensitivity training project and community-based monitoring system (CBMS). Its GAD office was started in 2005. The barangay has a GAD ordinance.

In the GAD budget breakdown for the years 2006-2008 (P782,000, P2.74 Million, and P6.97M, respectively), the largest expenses of Barangay Bagbag went to the purchase of a motor vehicle in 2006 (43.5% of the total), a fire truck, motor vehicle, and sound system in 2007 (76.6% of the total) and a dump truck in 2008 (93.2% of the total). In their annual gender and development accomplishment report, PPAs include Barangay Day and an effective traffic and security scheme during All Souls' Day.

The 5% GAD budget is not allocated outright because GAD concerns are said to be also addressed by other projects. If these other projects are included in the total, expenditures exceed 5%.

Barangay gender-disaggregated statistics revealed the need for economic empowerment of community women and the barangay zeroes in on basic needs, livelihood and skills training. Training sessions on gender sensitivity, anti-VAWC awareness campaigns are also conducted. The barangay has an office that addresses VAW cases. Health check-ups such as breast examinations and pap smears are provided.

The GAD focal person crafts the GAD plan and budget, and the deliberation and decision-making is done by the barangay captain and the barangay council. There have been no accessibility problems because the GAD focal person is the wife of the barangay captain.

There are no solid women's organizations in the barangay so there is no participation by women's groups in the GAD planning and budgeting process. In workshops conducted during gender summits participated in by barangay leaders, top priority needs are surfaced. Data are also gathered from the ground and needs ascertained based on these data. The key players of the planning and budgeting process are the barangay captain, the GAD focal person, and the GAD office staff.

Lessons from Quezon City

The implementation of the GAD budget policy typifies that of most other policies and/or laws in the country: the creditable intention is not matched by similar actualization. There is a gap between the policy and its effective implementation that must be bridged. The GAD budget policy is meant to be gender-responsive, but this is not always translated into practice. What follows is a summary of the lessons from the research.

Pitfalls of the GAD Approach and Gender Mainstreaming

Because it is women who face additional obstacles brought about by their gender, the focus must be on women when we refer to 'gender issues' and

'gender and development.' Corollary to this, given the small percentage allocated to GAD concerns from the total budget of LGUs, it is imperative for GAD PPAs to directly address the practical and strategic gender needs of only women. There are concerns that the term 'gender' has been co-opted in development practice. Reddock (2000: 38) argues that 'gender' has gained widespread acceptance because it includes men in the analysis and reassures them 'that their interests and concerns are not being overlooked or undermined by an excessive focus on women.' It has also gained political acceptability because of its 'more neutral and objective sound' compared to the term 'women' (Scott 1989, in Reddock 2000: 39).

Critiques of the use of the concept of gender from movement and theoretical perspectives have emerged. Gender relations are characterized by male dominance and female subordination; gender PPAs are supposed to address and redress this. From a movement perspective, there is the fear that the use of gender is rendering women invisible again, with the marginalization of the problems and struggles of women and the feminist movement (Reddock 2000: 13). While using the term 'women' presupposes an awareness of women's oppression and subordination, the term 'gender' is used to refer neutrally to both women and men (Arnfred, 1999). The language of gender has also depoliticized women's issues in development - gender is no longer the subject of struggle but rather a technical problem to be planned and monitored - in the process hiding from view the underlying inequalities in power between women and men (Arnfred, 1999).

Even the practice of gender mainstreaming has been critiqued. It is said that by ignoring an overt analysis of power, it makes invisible the systemic problems and terms of integration of women, and negates the possibility of any 'transformative potential' (Charkiewicz, 2005: 2-3). Its agenda is mere integration into existing economic, political, and social structures, and does not question how these structures reproduce and perpetuate oppression of women. From a more progressive perspective, gender mainstreaming is limiting.

Difficulty in Accessing the GAD Budget

The GAD budget policy is not automatically followed in practice. Its implementation is, to a large extent, dependent on the local chief executive (city mayor, barangay captain). Access to the GAD budget is easier if the local chief executive is gender-responsive. However, there are still many key officials who need to understand the significance of this policy. The presence of strong women's organizations that are aggressive in making demands on the GAD budget is a facilitating factor, but these actors must still contend with and maneuver around local politics.

Lack of Interest in Women's Concerns and Resistance to the GAD Approach

There is still a lack of interest on women's issues which are still viewed as insignificant. GAD budgets can be allocated merely in order to appear compliant with the law, and this compliance is not necessarily accompanied by a commitment to the GAD approach to women's development. Some barangay captains and councilors react to the 5% GAD budget negatively, seeing it as an unnecessary claim on already limited resources.

More than a lack of interest on women's issues, there is also resistance to the GAD approach and its advocacy of women's empowerment and gender equality – from both men and women. Many are still of the belief that this is unnecessary, and that meeting the practical gender needs of women must be the only priority.

Lack of Knowledge About What GAD Is and What GAD PPAs Are

Despite the specific reference to the unequal status between men and women in formal government definitions of concepts in which the term 'gender' is used, there appears to be common confusion and lack of understanding with respect to its development applications with respect to women. In the case of the barangay cited earlier, there are expenditure items that do not appear to specifically

and directly target the practical and strategic gender needs of women arising from their socially- and culturally-ascribed subordinate position in society.

More basic than the lack of adequate understanding about GAD is the lack of consciousness on gender sensitivity, from the barangay to the highest city officials. Local chief executives, who play a critical role in the utilization of the GAD budget, act on the basis of their own appreciation of the GAD approach, which may be erroneous or insufficient. Further, GAD PPAs given priority reflect the leanings and level of progressiveness of key officials. One manifestation of this is the presence or absence of projects that address sexual and reproductive health and rights issues.

The ambiguity attendant to what the GAD approach is and what constitutes a GAD project accounts for actual GAD budget items such as construction expenses unrelated to gender concerns such as streets and overpasses; sports development programs; services for prison inmates; livelihood programs for men; a dump/ fire truck, sound system, and motor vehicles for general use. In the consolidation of the GAD plan, in order to banner GAD achievements, PPAs that were not initially conceptualized as a GAD PPA are reported as such, as long as some connection to women can be conjured. LGUs can and do justify expenses as also serving women's, though not their gender, interests. Inspection of reported expenditures on GAD PPAs of selected LGUs show that they can easily surpass the minimum 5%, including as they do contentious PPAs that do not principally serve women's interests and needs such as those for Barangay Day and effective traffic and security schemes. LGUs can simply look for ways in which they can fit women into these projects and pass them off as GAD beneficiaries.

In planning and designing PPAs for women, the feminist supposition that all issues are women's issues can be carelessly translated into the view that any PPA will ameliorate women's condition and position. While we do not question that women can also potentially benefit from the construction of a multi-purpose hall, for example, we question why the already limited 5% GAD

budget must finance an expenditure that redounds to the benefit of the entire barangay and not exclusively women. Can't expenditures such as these be budgeted from the remaining 95% of the LGU budget? Is it not more equitable to use scarce local government resources and comply with the mandated 5% GAD budget by funding PPAs that are primarily geared towards women, such as the provision and competent staffing of a barangay health center, a day care center (which will alleviate their reproductive burdens), or a VAW (violence against women) facility?

GAD PPAs must address women's lived and daily realities relating to their marginalization and subordination, and the power relations that buttress these. As such, they must adhere to the affirmative action precept. The GAD PPAs must be directed towards meeting not only women's practical gender needs, but also their strategic gender interests of gender equality and women's empowerment. GAD PPAs should never be just an afterthought, identified only in order to be able to report them as such in the GAD Plan.

Absence of GAD Focal Points

As a corollary to the lack of interest on women's issues, resistance to the GAD approach, and lack of knowledge and clarity on what GAD is - not all LGUs have GAD focal points. This is reflective of the continuing low priority given to or non-recognition of women's gender-specific needs and concerns. Where there are GAD focal points, there is a wide unevenness in terms of knowledge and capability of the Chairperson and other members.

Absence of Continuity

When the leadership of the LGU changes, all gains made on the GAD advocacy can be wiped out if the succeeding leaders do not share the same commitment. Efforts must be made to capacitate key people who can ensure the continuity of the GAD advocacy despite changes in local government leadership and administration.

Merely Addressing Practical Gender Needs is Insufficient

PPAs that address women's practical gender needs, such as livelihood and skills training, credit provision, maternal health and family planning services, day care centers, are necessary but insufficient in attaining the strategic gender interests of gender equality and women's empowerment. Purposive action is required to attain these; they are not automatically reached by the mere provision of PPAs that meet practical gender needs. These PPAs have to be conceptualized as entry points within the broader context of the GAD approach. Thus, they must be accompanied by training and capability-building on gender sensitivity and the GAD approach, by women's organizing, mobilization, and collective action. Conscientization (Freire, 1970) – learning to perceive economic, political, and social contradictions, developing a critical consciousness, and taking action against the oppressive elements of reality– is essential.

No Bottom-up Mechanism

In barangays, there may be no women's organizations that can participate in and influence the GAD planning and budgeting process. However, the absence of organized women's groups should not pose a hindrance – even unorganized women should be given a voice, a meeting can be convened and community women enjoined to attend and participate.

The ethic of participatory governance must be embedded in the GAD planning and budgeting process. Community meetings must be facilitated wherein constituents can articulate their needs and interests, and their expectations from local government. Efforts towards grassroots organizing should also be done to increase the visibility and voice of low-income Filipino women, and to capacitate them to bargain effectively and gain access to and control over vital material and non-material resources. The design of PPAs must not only emanate from a participatory process that includes community women, they must also be purposively crafted and directed to meet their identified needs.

Mechanisms for Monitoring and Evaluation Must be Strengthened

Barangays, city departments, and offices can be remiss in the accomplishment and submission of GAD budget and plans. This is another indicator of either the absence of or low priority given to GAD PPAs. The GAD budget seems to be the least prioritized and its inclusion still needs to be closely watched and monitored.

A tracking mechanism of all the phases of the GAD planning and budgeting process must be set in place: ensure that there is grassroots participation in the preparation of the GAD plan, that there is a budget allocated, that the plan is implemented. Women's organizations and civil society have a crucial role to play in this.

Capacity-Building and Technical Assistance

Experience tells us that the GAD budget allocation is not automatically implemented, it must be pushed. Advocates of the 5% GAD budget must know and understand local government processes, how GAD planning and budgeting works in the City Budget Office and in the barangays, which offices are involved, in order to effectively advocate and monitor it. They must understand the budget framework and participate in the generation of the GAD plan and budget.

Barangays in Quezon City can link up with the QC GADRCO, the GAD Council, or with NGOs for assistance on what programs can be implemented in line with the GAD advocacy such GST, VAWC training, gendered Minimum Basic Needs programs, etc.

It is not only people from the barangays who should be capacitated with respect to gender sensitivity, the GAD approach and budget, and participatory governance. While the GADRCO has made strides in capacitating and mentoring key people in the city departments, offices, attached agencies and barangays on how to access, advocate, implement, plan, and endorse GAD planning and

budgeting, there are many stakeholders in city government to be reached, and so advocacy must be sustained.

Spaces for Engagement in the GAD Planning and Budgeting Process

Mechanisms such as the QC City Development Council must be maximized by gender advocates in the GAD budget advocacy. NGOs and POs must look for windows of opportunity such as these to actively lobby and engage the city government.

Advocacy and Cultivation of Relationships with GAD Champions

There must be sustained advocacy and cultivation of relationships with GAD champions, potential or actual. Improving and enhancing the understanding of GAD and gender-responsive planning and budgeting among key players must be sustained through workshops, training, seminars, etc. Persistent advocacy entails engaging influential people involved in the budgeting and planning process, coordinating and joining forces with them, and winning their endorsement. There must be strong NGO and PO support. These organizations should participate in the crafting of GAD programs and projects. There must be unity and cooperation among all the GAD advocates.

Research on Women's Situation

Research on women's situation must be undertaken. Local situationers, gender-based indicators, and gender-disaggregated statistics are useful in the identification of gender issues and problems and the ensuing gender needs that must be incorporated into GAD plans and budgets.

Creativity in the Use of the GAD budget

Efforts must be made to use the GAD budget in unexplored ways. One of such ways that can be explored is the provision of conditional cash transfers to

mothers or subsidies for women's social security contributions. Cash transfers may, for example, be conditional on their bringing their children to health centers for check-ups and immunization.

Ways Forward

There is vast potential for enhancing and redirecting the use of the GAD budget. We identified a number of crucial elements in ensuring that the GAD budget is truly responsive to women's needs, transformational, and contributory to gender equality and justice. These include: the capacity-building of LGUs, women's and concerned organizations in gender planning, programming, and budgeting; the presence of empowered local groups pushing for reforms on a sustained basis; the presence of gender-aware champions from the barangay to the city government levels; the installation of systems, tools, and mechanisms to ensure the enforcement and implementation of the GAD budget; and, the presence of gender-responsive local legislation.

Nathalie A. Verceles is an Assistant Professor of the Department of Women and Development Studies (DWDS), UP CSWCD. She has an MA in Women and Development Studies from the UP CSWCD and is currently doing her Doctorate in Social Development, also at the UP CSWCD. She teaches the History and Perspectives of Gender and Development, Women and Work, Gender and Economic Development, Feminist Theories, and supervises field students at the DWDS.

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Endnote

- ¹ A 'barangay' is the smallest unit of government in the Philippines.

WHEN WATER IS SCARCE, WE SUFFER TOO: Water Scarcity through the Eyes of Children in an Urban Poor Community

Teresita Villamor Barrameda

The article describes the effects of water scarcity on households in an urban poor setting, as seen through the eyes of children. Using the conceptual frame of deprivation and viewing access to water as a basic human right, it examines water deprivation as one of the indicators of poverty. Through a case study, the paper shows how water scarcity adversely affects children who are among the most vulnerable members of poor households.

Introduction

Being one of the key ingredients for survival, water is a basic human right. However, the provision of adequate and good quality water supply remains a challenge in many urban areas in the Philippines. Due to the intermittent or inadequate supply of good quality water, a large portion of the urban population resort to buying bottled water or boiling it to protect their health. Likewise, due to the lack of adequate and good quality water supply, water-borne diseases are prevalent in many urban areas that severely impact on the health of children, especially the vulnerable under-five age group.

A report stated that more than a billion people throughout the world are still without improved drinking water sources (WHO & UNICEF in SM & UNICEF, n.d., Lu, 2006). The 2006 Human Development Report shows that the water crisis is not only due to water scarcity but is also due to the combined

effects of poverty, inequality and flawed water management policies which limit water access to those with money and influence (Lu, 2006).

Like poverty reduction, access to water is one of the challenges that the Philippine government is grappling with, given the Millennium Development Goal target to “halve the proportion of people without sustainable access to safe drinking water by 2015” which the government claimed to be achievable. Specifically, the Philippine government aimed to give 92-96% of its citizens to have access to adequate water supply at an earlier date in 2010 (NEDA quoted in PIDS, 2009). The achievement of such claim remains to be seen in the coming years.

This paper describes the effects of water scarcity on urban poor households seen through the eyes of children. It is divided into four sections. The first section discusses the conceptual frame of deprivation as an indicator of poverty that is used as the framework of the study. The second part highlights the effects of lack of access to water to poorer households. The third section discusses access to water as a human right entitlement. The fourth section is a case study on the effects of water deprivation on households and children as seen from the perspective of children.

Deprivation as Indicator of Poverty

Nobel Laureate Amartya Sen has argued that poverty is measured directly by using indicators of standard of living while using income or consumption measures poverty indirectly (Gordon, Nandy, Pantazis, Pemberton & Townsend, 2003). Standard of living could be measured by deprivation indicators (high deprivation equals low standard of living); deprivation indices are accurate measures of poverty because of independence from available family income and reflect different aspects of living standards (Gordon et al., 2003).

As stated by Gordon et al., (2003), deprivation involves the deficiency of something generally considered desirable and is associated with some degree

of suffering. In conceptualizing deprivation as a continuum, the scale ranges from: mild, involving 'not having water to drink on occasion due to lack of money;' moderate, with 'no water access at home but community access is available within 200 meters or 15 minutes walk away;' severe, when the water source is 'more than 200 meters or 15 minutes walk away;' and/or unsafe, to extreme, with 'no access to water' (Gordon et al., 2003).

Gordon et al. (2003, p. 4) further argue that 'the extent of child poverty is not just dependent on family income but also on the availability of infrastructure and services.' Measuring absolute poverty among children requires the definition of threshold measures of severe deprivation of basic human needs such as food, safe drinking water, sanitation facilities, health, shelter, education, information and access to services (Gordon et al., 2003).

Lack of Access to Water and its Effects

Lack of access to basic services, in particular, access to water, is often a feature of urban poor communities in the country. The scarcity or limited access to water affects the daily operations of households, especially the poorer households. Women, being primarily responsible for domestic chores, are adversely affected, as well as the children who often help in domestic chores.

Deficiency of water supply alone is not the sole cause of the global water crisis; it also stems from institutional and political systems. The Human Development Report states that people's access, especially the poor, is reduced systematically by their poverty, limited legal rights or by public policies that limit access to infrastructures. The Report also stresses the role of national governments to put more effort to install proper water infrastructure, distribute water equally, and craft policies ensuring their citizens' access to affordable safe water and sanitation (Lu, 2006).

A survey in Agusan del Sur and Dumaguete City found that adult males are mainly in charge of getting water, but adult females and both male and female

children are likewise involved, showing gender and age dimensions of water delivery (Philippine Institute for Development Studies [PIDS], 2009).

Due to lack of access to water, women and children from low-income families have to stand in line at public faucets to get water that can cost them nearly ten times the commercial rate, resulting in less money for other basic needs (Zobel de Ayala, 2006). Children are likewise affected since they help in collecting water, considering the distance of the water source. Carrying water over long distances causes injuries (specifically to necks and backs) and time spent on water collecting can affect school attendance (Gordon et al., 2003). In communities with no water source nearby, women spend 15-17 hours per week collecting water, thus affecting their time for other activities such as childcare, rest and work (Lu, 2006).

UNICEF identified inadequate and unsafe water as one of the underlying causes of child malnutrition, illness and death (SM & UNICEF, n.d.). Thirty-one percent (31%) of illnesses in the Philippines between 1994 and 2000 were traced to water-related diseases; the DOH attributed 500,000 morbidity and 4,000 mortality cases to water-related diseases (Lu, 2006). Unclean water causes more deaths than guns of wars; diarrhea alone causes the death of 1.8 million children annually (Lu, 2006), making it a main contributor to child deaths (OCHA, 2009). Thus, WHO (n.d.) recommended that improvements in child health depend on cross-sectoral collaboration which includes ensuring access to water and sanitation.

Access to water is not only a problem in urban communities, but also in many rural areas in the country. Almost 40% of households in Capiz have no access to clean water or basic sanitation facilities (SM & UNICEF, n.d.) while 57.58 % of households in barangay Almaria in Anda, Bohol are using non-potable drinking water (Local Poverty Reduction Action Plan, n.d.).

Nearly half of Philippine public elementary schools have no access to water (Monse, Naliponguit, Belizario, Benzian, & van Palenstein Helderman,

n.d.). Against this backdrop, improving access to water of the population without access to water has become one of the targets of the Millennium Development Goals (MDGs) of the Philippine government.

The Right to Water as a Human Right

The Universal Declaration of Human Rights speaks of rights to an 'adequate' standard of living and social security. The Convention on the Rights of the Child specifies the fundamental right of children to social security and an adequate standard of living. All these represent the recognition of adequate water supply as a basic human right.

According to the WHO and UNICEF, a person needs a minimum of 20 liters per day to meet his/her drinking and personal hygiene needs. If bathing and laundry needs are included, the minimum need would rise to 50 liters. Average water use per person is 200-300 liters in most European countries, 575 liters in America, less than 10 liters in Mozambique, and 40 liters in Bangladesh and Kenya (Lu, 2006).

The poor not only get less water (both in quantity and quality) but also actually pay more; people in the slums of Manila pay 5-10 times more for water per unit compared to those living in high-income areas (Lu, 2006). Since water is a prime element for survival, it is considered a basic human right for individuals to have access to water.

Effects of Water Deprivation on Children's Lives: the Case of the Permanent Housing in Balut, Tondo

History and Profile of the Permanent Housing in Brgy. 128, Balut, Tondo

The Permanent Housing is located in Brgy 128, Balut, Tondo. Once a quiet fishing village, it was later transformed into a 'mountain of garbage' when it became a garbage dumping site of Greater Manila in the 1960s until 1992,

earning the name 'Smokey Mountain.' Because of declining fish catch, scavenging from the garbage then became an alternative livelihood for the residents. Realizing that scavenging was a good opportunity, relatives of residents and other people flocked to the area. At present, almost 80% of the residents' incomes are derived from scavenging, with a daily average income of Php 200.

When the Smokey Mountain Remediation and Development Project (SMRDP) of the National Housing Authority (NHA) was approved in 1992, the area was converted into a socialized housing project. Under the project, 33 residential buildings were built which residents called the Permanent Housing. Each building has five floors, with each floor having 24 housing units measuring 32 sq. meters (Asia, Obtinario and Daep, 2007, p.24).

Prior to living in the Permanent Housing, majority of the residents were living in the Temporary Housing, a warehouse-type building that was built in 1997 under the SMRDP. The housing unit was rental-free but residents were required to pay for their water and power. Each unit has its own water and power meters. Water service was then provided by the MWSS. According to the women interviewed, since the residents had individual water meters, water supply was continuous and they even had the 'luxury' of taking a shower. To ensure monthly payments of utilities, the NHA organized the residents into an association, the Temporary Housing Water Association (THWA), that manages the collection of water fees and remittances to the NHA. In addition, the NHA provided livelihood projects for the residents. The THWA was later renamed the Smokey Mountain Community Association Inc.(SMCAI) and was registered with the Securities and Exchange Commission in 2001.

Water in the Permanent Housing under the Privatized Water Scheme of Maynilad

The water system in the area is provided by Maynilad, a private concessionaire. The SMCAI and NHA forged an agreement with Maynilad for the installation of a water system in the Permanent Housing upon payment of a Php 100,000.00 guarantee deposit. Under the Maynilad community water

scheme, a community-based association or cooperative is required to act as sub-contractor in managing the distribution, collection of fees and remittances to Maynilad. The SMCAI acted as the sub-contractor. Under this scheme, each building organized a Water Committee to take charge of collecting fees. Maynilad charged Php 42 per cubic meter but it was marked up to Php 62 by the Water Committee to cover the operational costs that include the maintenance of the water system and payment for bill collectors and other hired help.

Due to non-regularity of collection and remittances, the SMCAI incurred a debt amounting to Php 93 million. Added to this, Maynilad also passed on to the residents the fine that amounted to Php 2 million for an illegal line which was discovered by building officials. Water service was then terminated by Maynilad in 2006. The SMCAI renegotiated with Maynilad and came up with a new agreement. The residents were allowed to pay their loans within two years provided they post a guarantee deposit and metering charge amounting to Php 67,000. In addition, residents were required to sign a promissory note stating that they have to pay the arrears within three years. With this, Maynilad transferred the debt of SMCAI to the residents. In July 2007, the water service was restored with a different set up: the water is delivered through a hose that costs Php 2 per container (as compared to Php 1.25 in the previous set up) and water fees are collected on a daily basis. A water tender is assigned in each building to monitor the distribution of water and the collection of fees. Unfortunately, the water is not potable, with residents complaining of diarrhea and other gastro intestinal disorders. As a result, the water is no longer used for drinking.

Effects of Water Scarcity on Households and Children

Based on the focus group discussions conducted with children, the following insights were culled:

- **Water is prioritized over other household needs.** Considering the importance of water, households prioritize it over food and electricity.

Since water supplied through the hose is unfit for drinking, families are forced to buy purified drinking water. Those with regular incomes tend to prioritize water expense over rice and electricity in their budget allocation. For those who cannot afford to buy purified water, they resort to boiling water for drinking. But some families cannot even afford to boil water, as it is an additional expense to an already “stretched-out” budget. Thus health risks are increased.

- **Water availability affects women’s work and lives.** Since water is a primary resource in the performance of domestic chores, women who often are primarily in charge of households are tasked with water collection. The women have difficulty balancing livelihood activities and collecting water because of the erratic schedules of water rationing, making availability of water difficult to determine. To cope, some families assign water collection tasks to children.
- **The burden of collecting water is shifted to children.** Since adult male household members often work outside the house, the task of securing water is often left to the women and children. To ease the burden of women, children are expected to help in ensuring water for the households. In instances where women also work, securing water for the family is a task often relegated to both female and male children. In households with older children (9 to 12 years old), the chore is divided among them. However, in households with smaller children, usually the burden is shouldered by the eldest, regardless of age, as long as s/he can lift a small pail or container. Division of labor in children is also well-defined - the female children secure water while the male children carry the water inside the house.
- **Securing water affects the children’s rest and recreation.** Outside school activities of children include playing, reading, studying and sleeping. Because of the longer hours devoted to securing water due to the erratic schedules of water rationing,

children's playtime is shortened, if not eliminated, with time reallocated to securing water.

Stories/Experiences from the Children's Perspective

All the children interviewed do not understand the water scheme being implemented in the Permanent Housing. However, its consequences are strongly felt by the children and significantly affect their daily lives. Through a focus group discussion (FGD) in the form of drawing sessions conducted in August 2009, children were asked to recount the effects of water scarcity on them. Their accounts show the central place of water in their lives and how they manage with their family's limited access to water.

Water is central to children's lives. When asked to rank basic needs that are important to them, all the children ranked water first, followed by food and electricity. Lack of access to water has very real consequences on the lives of children, as shown in the following accounts:

We buy water at Php 2 per container. The price varies across buildings. When we have no water, I go to school without even drinking water. – Jerson, 13 years old

When there is no water in the house, I opt to buy water over food in school. - Darlene, 9 years old

I help in filling up a drum. Since the water schedule is erratic, I always fail to do my assignments. – Henrico, 12 years old

Water is really important, our mothers use them in their housework; without it, they cannot do other things. - Mary Rose, 10 years old

Without water, children will stink. –Mark, 5 years old

In my drawing, I associated no water to drought. It's scary to think that there is no water to drink. – Saskia, 12 years old

There are varying household strategies to address water scarcity and children often have to deal with the problem themselves. Conventional perspectives on children view them as passive and vulnerable individuals who are not capable of decision-making and dependent on the care-giving responsibilities of parents or guardians. However, the children in the Permanent Housing showed resiliency in the midst of difficulties brought about by water scarcity. Below are some themes that manifest the children's capabilities and resiliency:

- ***Accepting and adjusting to situations of water scarcity.*** With the scarcity and high cost of water, children are expected to economize and learn how to handle and recycle water.

Water is murky during high tide; since we cannot afford to buy purified water, we boil it instead. –Shairenze, 9 years old

When fuel is limited, boiled water is reserved for our baby brother. – Albert, 7 years old

As children, we economize; water should be recycled, not wasted. – Rodolfo, 9 years old

In times that we have no money for purified water, we resort to drinking water from the hose, even if it is not safe. – siblings Mike, 9, Mika, 7 and Mark, 5 years old

We recycle water. After rinsing the clothes, we reuse it to clean the CR. – Mieka, 9 years old

We save the water we use by bathing in a big basin so it can be reused. – Henrico, 12 years old

Water used in washing dishes is reused in cleaning and watering plants. – Lourdes and Lanie, both 12 years old

- ***Children as agents and responsible members of the family.*** Children in poorer families are brought up to take part in the domestic chores. Parents inculcate in them the value of helping out as part of the notion of a good child. Earning the label of a good child is usually seen as social approval. Thus, a good child is a working and responsible child. Turner's & Zunz's 1993 study (as cited in Bautista, Roldan and Bacsal, 2001) noted that assigning regular household chores to children creates positive feelings in them. Accomplishing tasks assigned to them boosts their feeling of being of help to the family, thus giving them a sense of competence and worth as family members.

Some children are expected to ensure the availability of water in the family. Their responsibilities may include tending, fetching and economizing on or recycling available water. Children also learn to mobilize social networks as safety net and support in case of water shortage.

Water comes at 8am until noon. I know the schedule because it is my task to ensure we have water in the house since my parents are both working. My other tasks include cooking, taking care of my younger siblings and ensuring that they don't waste water. - Boknoy, 9 years old

When water arrives and mother is not yet home, I borrow money from our neighbor. –Maylyn, 11 years old

Since water is very important, I make sure that water is not wasted by my younger siblings. – Aldrin, 11 years old

As neighbors, we help each other, if you have no water you can ask for a free ladle of water but you have to pay for the next ladle. – Raquel, 12 years old

- ***Wishes and dreams of a better life.*** Despite hardships brought about by water scarcity, the children are full of dreams, from the simplest to the most lofty. Majority of the children acknowledge that, if it were not for the lack of water, they would have more time to study and play.

I wish the water comes regularly so I can play again. – JR, 9 years old

I wish water and electricity are free of charge.- Francheska, 6 years old

If water is always available, I will use my time in sleeping, playing and studying. – Kaycee, 10 years old

I wish to finish my studies to move somewhere with enough water. – Haydee, 10 years old

When I grow up I want to be a doctor to treat people with water-related illnesses. - Angelo, 8 years old

- ***Creating games using water as theme.*** Amidst situations of difficulty and time constraints, the children are creative enough to find time and create play. Whether consciously or unconsciously, water is part of their games as illustrated in one of the children's stories:

I can only play when my mother is at home. We have a game called sili-sili. The 'IT' tags the others and say sili-sili, the one tagged then moves his/her hands up and down as if s/he ate something hot. The other players try to rescue him/her by tagging him/her saying tubig, if the 'IT' successfully tags everyone we all yell viva and the last one to yell becomes the new 'IT'. - Boknoy, 9 years old

Future Challenges and Some Ways Forward

Water scarcity affects poor people the most. But children, being the most vulnerable members of poor households are doubly hurt. Some of the burden of securing water that has been relegated traditionally to women appears to have shifted to children, as women look for work outside their abodes for additional income. Despite their difficulty in the midst of water scarcity, we can still see children's resiliency and agency. They are able to redefine their lives and creatively develop survival strategies to adapt to the situations brought about by water scarcity. Moreover, they are able to develop good dispositions and view themselves as responsible members of their respective households.

With the privatization of water, affordability becomes a problem and the right to access is put into question. From a public good, it then becomes a market commodity that is increasingly going beyond the reach of the poor, as private companies gain the freedom to hike prices without much government intervention.

Schemes devised by private water concessionaires enable them to rake in more profits. The implementation of community-managed water distribution systems in poor communities allows these companies to increase prices and gain more profits. By requiring that water be distributed, managed and maintained by communities, either through the barangay councils or community associations as co-managers or sub-contractors, private companies are able to pass some of the risks and burdens to the communities.

As seen in the case study, privatization of water distribution can have an impact on the quality of lives of children, particularly those in poor communities and households. As government frees its hand to regulate private activities, affordable and clean water drifts beyond the reach of the poor. Since it is a primary resource, its non-availability seriously affects the lives of people, especially the children.

Teresita Villamor Barrameda is an Assistant Professor at the Department of Women and Development Studies of the College of Social Work and Community Development, University of the Philippines. Prior to her teaching career, she facilitated theatre workshops for children in both rural and urban communities. Data for this paper were culled from a creative workshop for children she conducted.

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Experiences and Lessons from an International Practicum Program in Undergraduate Field Instruction

Young Ran Kim

This paper outlines the process of organizing social work practicum placements in the Philippines for students from Mokpo National University (MNU), South Korea, in cooperation with the College of Social Work and Community Development, University of the Philippines, Diliman. It presents insights drawn from students' reports, faculty documents, and the coordinator's notes. Through two practicums held in 2008 and 2009, participants learned not only social work methods and skills but also cultural awareness and strategies for overcoming their own inadequacies. Overall, the objectives of the program were achieved despite cultural and language limitations. The paper concludes with a discussion of learning gains, limitations and suggestions for future related programs.

Introduction

Social work education has been continuously expanded in Korea since formal education began at the Ehwa University in 1947. Since the establishment of the national standard examination system for certified social workers in 2003, social work has been on the list of the most in demand jobs. Colleges and universities that offered social work courses consequently grew in number. However, prominent social work practitioners have expressed discontent with social work education. Textbook contents were not only too abstract but practicum training was also deemed ineffective. National social work standards for undergraduate practicum were found to be insufficient in both qualitative and quantitative terms when compared with those of other countries (Nam, 2004). For example, students must complete 120 practicum hours to graduate and qualify for a first rank social worker certificate in Korea. Meanwhile, in the Philippines,

students are required to complete at least 1,000 hours of supervised field instruction to graduate and qualify for professional practice.

Reflecting on this situation in Korea, the MNU Department of Social Welfare faculty has been considering various ways of providing relevant field instruction. One of the alternatives identified was the establishment of an overseas practicum course. This was considered important for several reasons. First, since Korea (especially rural areas) is now and will continue to be a multicultural society, married and working foreigners will face and present many issues and needs. Secondly, Korea's economic status has moved up, as evidenced by its membership among OECD nations. Unlike many other countries' NGOs, church-based organizations, and GOs that receive assistance, Korea is no longer an international charity receiving country. Korea has now become an aid-giving country. Therefore, an important requirement for Korean social workers is to be trained in culture sensitivity towards aid-receiving countries. Third, a stronger international solidarity is required to reduce, if not to eliminate, the adverse effects of growing globally inequality. These served as the impetus for the inter-university practicum programs.

This paper presents 1) the process of organizing social work practicum in the Philippines for Korean undergraduate students; 2) an analysis of students' perspectives and significant cross-cultural learning; and, 3) some suggestions for future international placements. This paper was inspired by the positive experiences and learning, and the desire to share these to interested social work educators and students. This first hand experience showed that, although international social work practice is complicated to manage and difficult on the part of students, it is feasible, enjoyable, and rewarding for both faculty and students. The paper seeks to describe and analyze the details of the practicum that can inform future plans for international practicum between the two different countries. The paper begins with a discussion of the program background, followed by a discussion of the institutional framework and methodology and highlights of curricular learning activities. The key lessons learned from the practicum are summed up in the conclusion.

Program Background

This section will focus on (1) the rationale and objectives of the practicum and (2) the preparations undertaken, followed by a description of the practicum.

Practicum Objectives

The MNU-UP Inter-University Practicum Program was held twice, in 2008 and 2009. The two practicum programs were almost similar, with the later one just slightly adjusted based on the first year experiences and evaluation. The MNU proposed the practicum programs to which UP positively accepted. When MNU planned these programs, there were several intentions for the students: 1) to provide experience of a culture-sensitive practice experience; 2) to provide an opportunity to learn a foreign language (especially, English) conversation skills; 3) to develop an understanding of international social work education standards; and, 4) to develop students' self-awareness of strengths and weaknesses for professional and personal growth.

The MNU is a regional university in Southwest Korea. Agriculture and fishery dominate the region's economy. Many of the students and their families generally are unable to finance overseas travel. The South Korean government provided funds for an international practicum that intends not only to develop culture-sensitive social work practice, but also to expose the students to a life abroad even for a short time. For MNU, the practicum was planned to equip students with professional and personal capabilities for local and foreign practice.

The objectives of the program agreed upon between MNU and UP were:

- A. Identify/describe rural conditions in the Philippines, particularly in Plaridel, Bulacan, which may be unique and/or similar to those in South Korea. In other words, gather information and insights on the situation, needs and concerns of rural families and communities that the class visited in Plaridel.

- B. Describe and analyze the functions, roles and challenges facing social workers in specific practice settings, e.g. a local government, church or non-government organizations.
- C. Demonstrate knowledge, attitudes and skills in working with client groups, through a skit presentation of any or a combination of such tasks as: situational analysis, planning and organizing recreational activities, and recording.
- D. Sum up the student's experience of rural social work practice in a paper, with their learning and insights.

Practicum Preparation

Preparation is essential for a successful international practicum placement because various hindrances and limitations need to be anticipated and managed. Before conducting the program, the MNU faculty faced several issues: 1) Is the Philippines a right place for the practicum? 2) Since Koreans mainly use Korean language in formal and informal life, how will the students overcome language difficulties? and, 3) How does the faculty select students who can successfully complete the practicum?

1. Place Selection

Having been a UP student once, the practicum coordinator had first hand knowledge of UP's social work curriculum. She therefore had no doubts about the quality of the learning experience Korean students would get from placement with UP. The rest of the MNU faculty, however, did not have the same experience. They had not even traveled to the Philippines. Because an international field placement requires a special arrangement and sound planning, all members of the faculty needed to come to an agreement. They decided to visit the place ahead of time to explore the possibility of placement. One

faculty member and the coordinator conducted a preliminary field investigation in the summer of 2006. They went one step forward, when the Department organized a field trip of 22 students and three faculty members to the Philippines on September 23-30, 2008, in partnership with the Department of Social Work, CSWCD, UP Diliman.

Based on the 2008 trip, MNU faculty members concluded that the Philippines, especially under the auspices of UP, was a reliable place for achieving the objectives of the international practicum. They identified several specific reasons why the Philippine rural areas were suitable for the practicum: 1) situations in the Philippine rural areas are similar to those of Korea in terms of relative economic and social status of people living in those areas compared to city areas; 2) most Filipinas who are married to Korean men came from rural Philippines; 3) the Philippines has standardized and elaborated a social work education system in terms of philosophy and contents; 4) many people in these areas can understand and speak English; and, 5) living costs are manageable within the program budget.

2. Language Training

Language is a huge issue since Koreans do not speak English fluently and many find the prospect of speaking in English rather daunting. However, the students must meet and communicate with people in their assigned areas; also, they must communicate with the local supervisors during a practicum period. Therefore the faculty required students to undergo language training before leaving Korea. Students who wanted to participate in this practicum must take "English Conversation in Social Work Setting" (1 credit unit) for one or two semesters, which have been offered since the faculty decided to have international practicums. Then, before leaving from Korea, they were provided a one-week English Camp, in which native English speakers

served as trainers of selected student participants. During the camp, they lived together and used English only. Students took exercises in conversations with potential client groups, writing reports and making presentations, leading in recreational programs like games, art works, singing, etc. Of course, a new language cannot be learned overnight and so many of the students barely reached beginner's level of English speaking despite all efforts to this end. Nonetheless, the language camp definitely assisted the students to gain more confidence towards building a beginning helping relationship with foreign nationals like the Filipinos who are, relatively, more conversant in English.

3. Cultural Awareness

Although Korea and the Philippines both belong to Asia, their cultures, natural environments, economic and social conditions are markedly different. The participants of the first practicum were less prepared for these differences because much of the preparation efforts went into breaking the language barrier. On the second year, however, the faculty managed to integrate a multicultural and international perspective in their social work education. On the second year, the MNU Department of Social Welfare was able to set up various preparatory student activities with multi-cultural families. Students, who wanted to participate in the practicum program in the Philippines, were asked to interact with Filipino families in Korea. One enthusiastic Filipino, who was teaching English in a language institution at MNU and serving as a part-time assistant for the program, regularly met with the students. She taught them Philippine history and culture and a little Tagalog. She brought the students to a Filipino restaurant where they were served 'sinigang,' a popular dish in that part of the Philippines where they were meant to visit. We found these activities helpful for the students preparing to relate with unfamiliar people in a different part of the world.

4. Selection of Participants

The recruitment of the practicum participants was a significant event for the students. It was during this time that they found out who among them would receive government sponsorship for their practicum. It became a sort of competition to qualify for selection in the program. Faculty members who composed the Selection Committee were guided by rules in the interest of fairness. They sought to balance the rules for academic grades, language competency, and course requirements with those of personal characteristics like curiosity, commitment, enthusiasm, interest and good social skills. To achieve balance in assessing the fitness of students, the Committee set up a specific set of criteria for selection, namely: 1) grades 20%; 2) English fluency 20%; 3) NURI project participation 50%; and, 4) student's proposal 10%. Through the selection process, eight and 13 students were selected to join the practicum in 2008 and 2009, respectively.

5. Others: Personal Preparations

As Pawar et al. (2004) indicated, personal preparation is as important as professional and academic preparation for international social work practicum. Students who made it to the final list of participants prepared several things before going to Philippines. Since it was the first time for most of the students to visit another country, they had to apply for passports first. To avoid visa extension, duration of the practicum program was adjusted to 20 days which is the maximum legal period for a stay in the Philippines without a visa. Aside from travel requirements, students prepared basic Korean food such as kimchi, chili paste, Korean instant noodles, and the like so that they would have some comfort food while trying unfamiliar cuisine. Also, they prepared laptop computers for reports and presentations during the practicum. They brought along recommended personal medication, weather and occasion appropriate clothes, digital cameras, and pocket money.

Description of the Practicum

The MNU practicums started in January during winter vacation. In Korea, most social work practicum courses take place during vacation months to allow daily reports for fieldwork, with the students not having the burden of attending classroom classes. Considering the weather in the Philippines, a Korean winter vacation is a more suitable time than a Korean summer vacation for the practicum. Hence, it was scheduled from January 14 to January 30 on the first year, and from January 12 to January 30 on the second year. In both years, the practicum was organized into two main parts: a classroom-based orientation on systems and theories and a community-based practicum for field practice. Both practicum parts were planned and managed by the DSW faculty of CSWCD, UP, under a Memorandum of Understanding (MOU) with the MNU.

1. Classroom-based Orientation

Classroom-based orientation consisted of lectures by CSWCD faculty and resource persons at UP, Diliman. The lectures were very important for understanding the setting, the Philippines being extensively rural. A Korean interpreter assisted the participants in understanding the lectures which were given in English.

2. Community-based Practicum

Community-based practicum was conducted in a rural municipality named Plaridel after one of the Philippines' national heroes. The place is one and a half hours away from Manila by car. The UP faculty recommended and arranged the placement because UP students had used it for their own practicum and research projects. Here, social work practitioners and educators work together to learn from practicing and testing social work theories in a selected community. Operationally, the Municipal Social Welfare and Development Officer

provided direct field supervision in tandem with a university-based faculty field supervisor.

The Mayor of Plaridel warmly welcomed the students and actively provided almost all the things that they needed for the practicum, such as arrangements to visit places, field supervisors, lecture and discussion facilities, transportation, security, and a fully supportive coordinator for all activities.

For community immersion during the first year, the students stayed in the convent of St. James Church, a historically renowned 400-year-old Catholic Church. Priests and church members were very supportive, providing not only accommodation and food but also opportunities for cultural exchange and international fellowship, and emotional support. Security and safety were not an issue for students in Plaridel who were, in a way, under the guardianship of the parish priests. However, the participants could not stay at the church in the second year because the place was not enough to accommodate the increase in the number of students. So, they ended up staying at BarCIE International Center in Malolos, a place 30 minutes away from Plaridel by jeepney. Compared to the first year, the participants in the second year had the burden of commuting from the Center to the placement. Although the latter students had to endure some isolation and loneliness, this was compensated by meeting ordinary village people while commuting, and concentrating on their practicum reports inside their hotel rooms.

Institutional Framework and Methodology

This section discusses the institutional framework and methodology of the practicum. By institutional framework, we mean the policy and organizational contexts of the project. This is followed by an explication of the methodology used in the practicum.

Institutional Framework of the Practicum

Two main documents outlined the key references for the practicum. These were the New University for Regional Innovation (NURI) which is South Korea's national education project and the Memorandum of Understanding (MOU) between the U.P. and the MNU.

1. New University for Regional Innovation (NURI)

The NURI is a government grant project for innovating educational programs among regional universities in order to provide equal opportunities to develop the human power of students who mostly come from poor agricultural or fishery families. The NURI aims mainly to provide financial support to a 3- or 5-year special education program of a regional university that cooperates with a regional industry. Thus, students are able to be educated and trained in the community, while focusing on practice. It also assists in the graduates' employment after graduation, through the development of human resources that respond to the development needs of a particular region. The government NURI Committee administers the NURI project and is tasked with selecting and evaluating NURI-affiliated universities. It is composed of 13 members from all over the country.

The MNU Department of Social Welfare submitted a proposal for funding an education and training program plan for professional rural social service providers, to the NURI Committee. After 3 months of evaluation by the RFP, the proposal was accepted. The MNU NURI project is aimed at educating professional social service providers for leadership in the provision of social services and leisure activities for people in rural (island) communities. Below is a brief description of the project profile:

- Period : July 1, 2006 – June 30, 2009
- Participants: 2nd to 4th year undergraduate students and masteral program students in the Department of Social Welfare

- Activities :
 - Developing and applying special curriculum for rural social services
 - Developing and applying client-oriented field practicum programs
 - Building an employment system through faculty-agency supporting system
 - Enhancing personal infrastructure in the community through technical assistance for leisure services
 - Promoting international relationship through volunteer activities, practicum, exchange grade programs in a rural community

Based on the project, the faculty planned various programs abroad, such as field trips, practicum, voluntary activities in Asian countries including mainly the Philippines and Japan. The inter-university practicum in the Philippines was also developed under this structure.

2. Memorandum of Understanding (MOU) between UP and MNU

On August 25, 2006, UP through its College of Social Work and Community Development and MNU through its Department of Social Welfare signed a Memorandum of Understanding for fostering and developing a cooperative relationship between the two institutions. Under the MOU between two institutions, a UP faculty member came to MNU to present a paper in a symposium on Rural Elderly in Asia. The paper was based on a joint research regarding wellbeing and health among rural elderly, conducted in Japan, Korea and the Philippines. In addition, the MOU provided for organizing a student field trip and practicum program. Specifically for the practicum, the two institutions signed a contract outlining their respective responsibilities, as follows:

- For the Department of Social Work, CSWCD, UP to ...
 - provide a field organizer and supervisor;

- organize the field practicum program; and,
 - arrange for the residence of visiting faculty and students.
-
- For the Department of Social Welfare, MNU to ...
 - provide the budget for all expenses of the practicum; and,
 - assume responsibility for all practicum activities.

Methodology of the Practicum

The practicum program utilized several learning methods (for example lecture, exposure trip, and supervised field practice) just like social work practicums in Korea. From the lectures, students obtained an overview of Philippine social welfare/social work and the rural socio-economic situation at both national and local levels. Thereafter, they were able to experience what they learned from the lectures in real situations during the field trips and supervised placements. Since overseas travel was a rare opportunity for many of the students, visits to several historical and cultural sites were included in the visiting group's itinerary.

1. Lectures

In the first practicum year, lecturers focused more on an overview of the Philippines and social work, especially in a local rural level. For a week, the Korean participants attended lectures by UP faculty and resource persons at UP, Diliman. In the succeeding week, government officials and agency personnel lectured in Plaridel. In the second year, however, the number of lectures and briefings were reduced to put more emphasis on understanding the rural context. Rather than sit in the classroom within a limited period of the practicum, the students sought and pursued the learning opportunities from 'real practice.'

Generally, the UP faculty with the exception of a farmer leader and a Child and Family Welfare expert, lectured on the Philippine social

welfare situation at the national level and in the rural areas. Speakers showed national statistical figures and issues about poverty and the state provisions for social services. Also, for students' application during the practicum, lectures were given on theory and method of integrated social work as a practice model. The students were familiar with the integrated practice theory, having finished a course named Social Work Practice 1 that is based on the integrated approach to social work practice. The change in the line up of lectures in the second year of the practicum included a topic on the migration situation in the Philippines. The lecture made evident the increasing number of Filipina-Korean marriages in Korea; and this was very useful to the students. Understanding the Philippines itself and her people was one of the goals to have the practicum in the Philippines because social workers in Korean rural areas often work with multi-cultural families.

2. Exposure Trips

Most of the exposure trips featured in the first year practicum provided an understanding of social services in rural areas of the Philippines. There were residential institutions for the elderly, NGOs for the poor, citizens' organizations, and government organizations.

Among these were the Emmaus and Tahanang Mapagpala which were Catholic Church-based homes for the elderly in Malolos, Bulacan. During the trip to the two elderly homes, students learned programs and services as well as administration and management concerns of the agencies, as they interacted with the elderly. At the Tahanang Mapagpala, students led a short program for entertaining the elderly with singing and dancing.

Another agency was the Alalay sa Kaunlaran Inc. (ASKI), a non-governmental organization involved in micro-finance. After having a lecture on ASKI's vision, mission, goals, programs and services, students

visited Selda, a community-based group, in order to observe a meeting of community entrepreneurs and interact with the people.

Students met with the Senior Citizens Federation in Plaridel. This organization is similar to a Korean Elderly Association in terms of member eligibility, functions, and activities. During the meeting, some seniors showed their interest with the practicum and situation in Korea. One of them even asked each student about his/her 'first impression of Plaridel.' During the first year practicum, students designed an exercise for the elderly, which they recorded in Video CD.

In the second year, students visited the City of Marikina to observe a successful local government project for cleaning the city, especially its riverside renovation. During the visit, the Markina City Planning and Development Office briefed the students and gave them a tour of the city. Shortly after, the mayor herself received the group. Then, the students compared and contrasted the riverside situations between the Municipality of Plaridel and the City of Marikina. While they realized the gaps in river care management in one, the comparative study pointed out the feasibility of river care in the other, for the present and the next generations.

3. Supervised Student Practice

Supervision is a significant factor for improving performance of practice among social work undergraduate students (Jung, 2004). Students in groups of three immersed themselves into different placements - child welfare, youth welfare, and elderly welfare - during the first year of the practicum. Then, community welfare (with informal settlers by the riverside) was added in the second year.

While an agency supervisor assisted and supervised the assigned students daily, a faculty supervisor came to the field to follow up the progress of

the practicum and to feed back his/her assessment to the assigned students. Faculty supervisors were available for consultation, mostly twice a week.

The supervisors and students communicated in English. Sometimes they used written communication, drawings, sketches, and diagrams to make up for language limitations. Also, because of distance between faculty supervisors and students, they used on-line communication.

Besides the supervisors-students' exchange, students reported and discussed what happened and what do for the next day with the MNU coordinator every night after coming back from their placements. The MNU coordinator mainly helped them to understand comments from the agency and faculty supervisors, and to solve problems and obstacles that they confronted due to their language, cultural, and academic limitations.

Finally, the students worked on mid and final practicum oral reports for both agency and faculty supervisors and other related audiences. They presented what they had done and learned from the practicum. Even though the presentations in English were a challenge for them, they tried their best and, in so doing, made themselves proud of their own accomplishments.

4. Other Activities

Two most influential activities for the students, among many others, were: (1) activities for peer relationship-building, and (2) activities in the community with local residents. During the two practicum programs, the Korean student participants met with members of the CSWCD Student Council and Junior Social Work Association in CSWCD, U.P.. Although language barred them from spontaneous

replies, still they got to know their similarities and differences by singing, dancing, playing games, and eating together. Another opportunity was the basketball match between Korean participant students and youth in Plaridel. Besides the game, they had several outings, a birthday party, and farewell party during their stay in Plaridel. These were valuable opportunities for young students to form global solidarity with their foreign counterparts, for their future careers.

A memorable community activity was the fluvial parade linked to a river advocacy campaign. Invited, the Korean delegation joined the annual fluvial activity along the river with local government officials, policemen and members of Fishermen's Association. They rode small bancas and shouted 'clean the river' in both Tagalog and English in order to call the attention of the riverside residents not to throw garbage into the river. Through this experience in community participation, the students felt they made a small but important contribution to saving the environment. On the other hand, they observed that better strategies could have been used, such as direct home visiting to explain environmental issues. Furthermore, it seems that the advocates were more concerned about the dangerous and polluted conditions of the houses by the river than by the river contamination itself.

Highlights of Curricular Learning Activities

The key learning activities in the practicum are outlined in this section. These include: (1) social work practice with pre-school children; (2) social work with the youth; (3) social work practice with the elderly; and, (4) community practice with informal settlers by the riverbank. The discussion in this section is drawn mainly from the daily reflections and final reports of the students from the 2009 practicum.

Social Work Practice with Pre-school Children

For a 'taste' of social work practice with pre-school children, a student group was placed in a day care center. A day care center is a social service aimed at providing supplemental parental care to 3-5 year old children who may be neglected, potentially neglected, abused, exploited, or abandoned during part of the day when parents cannot attend to their needs. By law, each barangay is supposed to have at least one day care center. The Barangay Poblacion Day Care Center serves about 100 children distributed into three class sections. Three students were placed in a morning section with about 30 children.

1. Students' Activities

The students were assigned to practice mainly three different tasks: observation, assistance, and case study.

Observations

First, they observed hazards and a lack of basic amenities. A big coconut tree in the backyard posed a danger to the children's safety inside the center grounds. There were no seats in the parents' waiting area nor a clock in the classroom. They noted a broken water tap and an unfixed door. Secondly, they found the educational materials rather inadequate. There were no books for reading although there were broken toys. Having fed back these observations to the agency supervisor and MSWDO staff the students expected the problems to be attended to. Third, another observation concerned children's class activities. The students used such indicators as eye contact, body contact, group painting, face painting and 'Toofo'* for assessment of individual child characteristics. They found that children's interaction, self-assertion, and obedience to the rules differed by gender and age. They submitted these findings/results to the teacher (their agency supervisor) for his class management reference and further action, where possible.

Student Assistance

During class hours, the students helped the teacher and practiced their own short programs such as teaching alphabet and numbers, checking attendance with stickers, and leading games. From these activities, the students found two major problems in the center. They observed that the teacher was overloaded with work and that there was a phenomenon of 'Friday Sickness' (meaning, children tended to absent themselves on Fridays). They suggested the use of volunteers for reducing teacher's overwork and the formulation of rules for attending classes. After they checked children's attendance and gave token gifts and admonitions, the number of absent children on Fridays was markedly reduced.

Case Study

The day care teacher assigned a child case, a frequent absentee. The child, a 5- year-old boy, had failing eyesight and asthma. The students visited his home six times and interviewed his mother. Then, aside from the expressed problems as mentioned earlier, the students learned that he had lagged behind class lessons (due to many absences). The students analyzed the boy's situation by using the person-in-environment perspective and provided some suggestions. Among these were to refer the child for medical attention and to utilize home-visiting volunteers to help him to catch up in school.

2. Issues and Insights

During the students' consultation with the practicum coordinator, the hottest issue was children's 'Friday Sickness.' The students thought that basic schooling at any age is most important to the children. The students could not accept the fact that an individual can decide whether to go to school or not. One student wrote in her

daily reflection form, 'Parents said that reason for Friday sickness is just Friday sickness. I am very surprised.' That is, she found that parents did not seem to take attendance or absence seriously. Therefore, the students referred to 'Friday Sickness' as normlessness and ignorance of the rules. In fact, most Koreans, especially parents, will never allow their children not to go to school. One of the important Korean values is that every person should have proper education. Therefore they thought this 'misbehavior' must be corrected even among pre-school children.

The students' daily reflections indicated that they learned the purposes and principles for day care as well as the functions of daycare workers in the Philippines. They also noted that, in the planning of any program for children, they must consider the attractiveness of the program for the children who would need to be motivated to learn in a day care center. Finally, they had an opportunity to apply a person-in-environment perspective to a real case situation. Aside from fulfilling the course requirements, they started and sustained a good relationship with the teachers and the parents. For example, the mothers often brought strange fruits which they shared with the ever-curious students. These fruits came from the backyards of the teacher or the parents as a thoughtful gift to share a different fruit with foreigners. One student even wrote in her daily reflection form: '[Filipinos] are very kind. I am much impressed by people in the Philippines.'

Social Work Practice With the Youth

In the field of youth welfare, three students were placed in the Barangay Youth Program of Barangay Banga 2. There were 30 youth who were registered in the three different programs: education programs (study room, job training); supporting programs (school materials, feeding project, counseling); and, activity programs (band activity, basketball tournament).

1. Students' Activities

During the practicum, the students gathered data and information through key-informant interviews, research, and participant observation to understand the community and the youth. Also, they conducted several programs based on the purpose of interventions for the youth.

Understanding Community and Youth

The students gathered statistics and information by interviewing the Barangay Chief and the Barangay Secretary. Through this, the students learned about the youth population and community resources in Banga. Their findings included: (1) out of 1,461 youths living in the barangay, 81.2% were school youth, while 18.8% were out of school youth; (2) there was one public school, one private school, one library, 2 basketball courts, and one Barangay Hall in the barangay; 3) the youth worked as junk food street vendors, gathered used bottles, and fished in the river that bordered the barangay.

To understand the barangay youth, the students reached out to them through some ice-breaking activities like basketball, balloon art, tea time, and so on. Meanwhile, they interviewed the Barangay Secretary, the LLN Officer, the Barangay Youth Counselor, and the president of the youth organization. They found that the educated school youth differed from those uneducated by age ranges, daily activities, income and jobs of parents and youth, needs and dreams. Also, they found out the reasons why the out of school youth do not go to school, such as lack of money, being bored with school, or being too lazy to go to school.

Activities

During the practicum, the students planned and conducted several exercises such as:

- “Have and Less” exercise (1hr.): To identify and become aware of their own strengths and weaknesses
- Making timetable (1hr.) : To let them evaluate their life style
- Writing your dreams (30min.) : To enable them to express their own dreams
- Job quiz (1hr.) : To introduce various jobs to them
- Writing letter to your future self (1hr.): To orient them towards the achievement of their dreams.

2. Issues and Insights

In general, the students thought that they learned three lessons from the placement: (1) understanding the importance of youth environment; (2) the pressing necessity to solve education problems among the youth in less-developed countries; and, (3) methods to make a positive relationship with youth. Since the situations confronted by Korean and Filipino youth are quite different, the students could not say that the practice with youth here would be valuable or applicable in Korea. But the experience made them think about the possibility of working as an international social worker who practices abroad to help abandoned children and disadvantaged youth.

Social Work Practice with the Elderly

Three students were placed in Barangay Poblacion to: study elderly welfare in a Philippine rural community, by immersion in the Senior Citizens Association and SC Federation; learn about the elderly welfare system of the local government in Plaridel, as represented by the MSWDO and SCA; to draw up a suitable plan for elderly welfare practice through comparing Plaridel's situation with Korea; and, to draft plans or suggestions to respond to the senior citizens' needs.

Students' Activities

To achieve the said objectives, the students were assigned to work with a Senior Citizens' Association (SCA) and to interview selected old persons living in the barangay.

Working with an SCA

The students conducted document research to gain an understanding of the SCA. They reviewed the SCA's organizational structure, activities, objectives for 2009, and membership guidelines. Then, they attended a SCA Federation meeting. Twenty one members, including a president and a vice president from 19 barangays, were present. In the meeting, the students were assigned to facilitate the opening program to set a light, warm and relaxed atmosphere for the meeting. The students planned to demonstrate and practice balloon art work with elderly members. A student in charge of the program practiced the demonstration over and over the day before the meeting. The other two students assisted the individual participants to make a balloon apple correctly. In their final report, the students noted the positive reactions of the participants towards this activity.

Interviews with Elderly Persons

The students interviewed 15 elderly persons in Barangay Poblacion with assistance from local volunteer-interpreters. The interviews which often lasted for 30 minutes, were held at the interviewees' houses. They drafted an interview guide first and then got feedback from the faculty supervisor. The interview guide included daily activities, family description, health description, support/finance, and community participation. Based on the results of the interviews,

the students identified the strengths and weaknesses of the interviewees. Then, they compared the elderly in Plaridel with the elderly in Mokpo. From this, they raised three main recommendations:

- to recruit and train instructors in elderly exercises to work in the barangays;
- to develop habits of physical fitness among the elderly by providing public space and proper sports equipment, and continuing health education campaigns; and,
- to strengthen support for SCA's activities by allocating an adequate and permanent place for the association, and by informing members of, and making accessible, the various SCA programs and services to them.

2. Issues and Insights

All students perceived that the Filipino seniors they met lived in peace and harmony with their families. At the same time, they involve themselves as elders in town affairs. These perceptions may be explained by their interaction only with those of middle class backgrounds. However, particularly in the first practicum year, the students met a grandmother who was pained in having an out-of-school grandchild due to the family's lack of financial resources. The student's image of the elderly in Plaridel is influenced by the image of Korean elderly in an agricultural community. They work hard even in their old age, live alone or only with their old spouse, without visiting families and others, and are hardly able to finance their health care. Compared to rural Korean elderly, therefore, the students thought that the elderly folks in Plaridel were living in good hands with their families there to care for them.

Community Practice with Informal Settlers by the Riverbank

During the second practicum, three students were placed in Barangay Banga 2 to work with the informal settlers living along the riverbank. They studied closely the different areas in the community and the lives of informal settlers. The U.P. students who were assigned in this area for their own practicum assisted and cooperated with them. From this came their understanding of the conditions of the community and its residents.

1. Students' Activities

The students' tasks were phased into two: research on the community and its people; and, planning and administration of a program, based on the results of the research.

Research on the Community and its People

The students went to the community for a few days to understand the informal settlers' conditions. From the municipal library research, they found statistical data of the community and the related Acts on informal settlers such as Republic Act No. 7160, Urban Development and Housing Act, and Local Housing Board Act. Next, they walked every narrow path and street of the community to understand its physical characteristics and to identify possible resources for the people. Then they sketched a community map. It was very hard work because of the hot weather, compared to Korea and the polluted environment. Third, they visited several homes and interviewed households near the river. With all the data they obtained, they analyzed community resources and described the situation of the informal settlers in the area. Their key conclusions were as follows:

- The social consciousness of informal settlers needs to be improved through community organizing campaigns.

- Informal settlers need to enhance their access to resources.
- The community's resources need to be expanded by increasing government support and enhancing relationship with formal settlers of the community.
- Although present community resources are not enough, informal settlers need to be helped to use these resources, since they cannot live without help from the outside.

Program: Community Information Directory

Based on the above conclusions, they produced a community information directory booklet for dissemination to the informal settlers. First, they compiled a list of and then gathered basic data on organizations, institutions, and agencies which represent important community resources for the lives of the informal settlers. The directory contained the phone number, address, name of director, service and program of each organization, institution, and agency in Barangay Banga2 and Plaridel municipality. Aside from lists, the information included 'Do's and Don'ts' tips for developing people's consciousness on public and private properties. By design and language, the students sought to project the characteristics and needs of the informal settlers. Finally, they made 50 copies of the directory and gave them to the UP students for distribution because the Korean students had by then finished their practicum. Meanwhile, the UP students continued their community work for a few more months.

2. Issues and Insights

In this practicum area, an issue was the context in which the practicum was administered. Unlike the child, youth, and elderly welfare areas, there is no community work practice in Korea.

The students wondered, 'how ... old community people listen to, discuss with, and follow young undergraduate students from UP?' This was not only a cultural shock but also a 'professional shock' to Korean students. In Korean society, age is a very important factor for deciding almost everything. Younger people almost always follow older people. If not, they are regarded as ill-mannered. From this point of view, the students wondered how such young students lead much older people. And coordinating community activities is also an unusual practice in Korean social work. Staying and working in the community site during the whole period of student practicum is very uncommon also.

Reviewing the lessons from the community work with informal settlers, all the three students mentioned the greater importance of knowing the community and its resources than sticking to 'stereotyped' roles of the social worker in the community. Here is one student's account:

Through this practicum, we had [a] lot of experience. We thought social worker's work is developing program and providing services with lots of resources. But we know some client live with lacking resources of environment. What can social workers do? A social worker's work is finding resources, connecting with resources to people, mobilizing resources, and organizing residents. We have to empower clients. Clients will be able to find out their problems and solve the problems by themselves. We will have to become active social worker.

Conclusion: Lessons Learned

The whole experience – not only lectures, field trips, field work, but also the walking, riding, shopping, eating, and talking with the local people became a challenge for the students, who had their first encounter with a foreign land. In particular, the students found the following challenging:

- encountering extremely poor people and seeing their conditions as street children, out of school youth, and informal settlers;
- finding optimistic solutions to the many faces of poverty in the Philippines;
- dealing with different ways of thinking and attitude like "Friday Sickness;"
- communicating in English and Tagalog;
- using public transportation (jeepneys and tricycles) confidently;
- eating Philippine food for every meal like fried pork for breakfast and 'Chow King' (a local fast food chain) for dinner.

The whole practicum provoked all the students to appreciate what they have and do not have in Korea, when compared to the Philippines in terms of education, lives, and minds. Some of the most important rewards/gains in the practicum were:

- the experience of living and working in another culture, especially the hospitality;
- gaining insights into different cultural norms between Korea and Philippines, such as pessimism versus optimism among the elderly, strictness versus flexibility among parents of pre-school children, obligation or obedience to authority versus freedom to decide for themselves among the youth;
- practicing social work skills like research, interview, doing case studies, program organizing;
- learning to be sensitive to cultural needs of Filipina migrants since the students were exposed to local culture during their stay in Plaridel;
- sharing their experience with others through supervision, presentation, and group meeting;
- being able to overcome some of the challenges, especially language limitations;

- gaining self-esteem after going through hard times;
- importance and possibility of being an international social worker.

Meanwhile, there were also some losses from the practicum because they had the practicum in the Philippines rather than in Korea:

- possible limits in some specific social work skills due to language difficulties and the short duration of the practicum;
- internship or hiring opportunity after the practicum.

A key question is whether or not the objectives of the practicum were met. Regarding the first objective, the students could identify and describe rural conditions in the Philippines, especially in Plaridel where they stayed and practiced. This was possible since all areas of the practicum dealt with general information of a placement area and the students gathered information from available statistics, interviews, and direct observations.

As for the second objective, it was noted that the students were able to discuss knowledge and insights on the situation, needs and concerns of families they visited with both agency and faculty supervisors, practicum coordinator, and their group members. The third objective was met only to a certain extent. Although they tried to identify how social work deals with specific client situations (for example those of the out of school youth, informal settlers, poor families with sick members, and so on), they could not clarify the social workers' functions and roles at a satisfactory level, because they met and worked only with two social workers from the local level. Achievement of the fourth objective was seen in how they analyzed situations, planned and organized activities, and wrote recordings and reports. Also, they presented their experiences including learning and insights from the practicum three times - at Plaridel Municipal Hall, UP Diliman, and MNU. Overall, the objectives of the practicum were satisfactorily achieved.

There are points that may be beneficial to future students and field educators planning to organize an international placement. First, systematic planning and preparation need to be done at both educators' and students' levels. At the faculty level, the field instructor must set up concrete and realistic objectives for the international practicum. Substantial preparation is necessary for facing expected and unexpected situations. At the students' level, they will need to understand the place where they will be assigned: not only its culture, history, political and social situation, but also the weather, food, transportation, and language. In this case, a key limiting factor was the ability to speak Tagalog. Second, management of the practicum should be considered and made a special part of the budget. This particular practicum program was made with a tight budget. Therefore, the duration and scope of the practicum (about 2 weeks) was heavily dictated by the budget. Ideally, students would need some 'getting-used-to period' before they are placed in the fieldwork site of a country different from their own. For example, it takes a while to get used to the transport, food, general surroundings, and the handling of two currencies. Third, cooperation among related formal institutions is pivotal for successful placement abroad. In this case, the faculty of the DSW of CSWCD, UP and officials of MSWDO, Plaridel were the good partners for planning and organizing the practicum. Since the MNU faculty did not have enough information about and any relationship with potential placement agencies and local communities in other countries, the liaison and guardianship role of partner institutions was critical. Without these co-operating agencies, the practicum could not have materialized. Finally, motivating/encouraging students is a crucial factor in getting them involved in the planned activities. In particular, the students had their first experience of living abroad, so they encountered unexpected situations every day. Somehow they were nervous and helpless. They needed to be given supportive comments and reasonable explanations from supervisors, coordinators, peers, and local people in order to actively participate and show their capacities and hidden potentials. Overall, a successful international social work placement could be attained through a close collaboration between the three stakeholders: students, educators, and local participant organizations.

Prof. Young Ran Kim is Associate Professor in the Department of Social Work, Mokpo National University, South Korea. She may be contacted by email at: yrkim@mokpo.ac.kr.

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Endnote

- * 'Tooheo' is a Korean traditional game for all ages, which aims to throw an wooden arrow into a jar.

STUDENTS' EVALUATION OF THEIR AGENCY-BASED FIELD INSTRUCTION: Insights and Implications for Future Field Placements

Rosalie T. Quilicol

This paper reviews the University of the Philippines - Department of Social Work (UP-DSW) students' evaluation of their agency-based fieldwork experiences for the period 2006-2008. The review focuses on the three elements of field instruction, namely: the students, the agency, and field supervision. In general, the students rated their first field instruction course positively in terms of their perceived performance. The agencies were also favorably rated, with majority of the students saying that partnerships with these agencies were worth continuing. Likewise, students perceived that supervision provided by the faculty and agency supervisors was adequate. The paper concludes with some points drawn from the review of the students' evaluation that can enhance the effectiveness of the field instruction program.

Introduction

Field instruction is one of the core curricular areas of social work education. It links the demands of developing competencies in the classroom to the preparation of students for actual social work practice. It is meant to broaden the students' understanding of settings and client populations, as well as to expand their understanding of the social work helping process.

The undergraduate field instruction (FI) program of the Department of Social Work, University of the Philippines is composed of two courses: agency-based FI (5 units) and community-based FI (15 units). These two courses are taken up by students during the first and second semesters of their senior years. By the end of the two courses, students must have fulfilled at least 1,000 hours of

supervised field practice, a requirement for taking the social work licensure examinations in the Philippines.

A member of the social work faculty is appointed as coordinator to facilitate the placement of all students and to ensure that their learning needs match the field opportunities available. The FI coordinator conducts a survey of possible agencies in various field settings that could offer learning opportunities for the students.

The pre-placement phase includes an assessment of the students' readiness for fieldwork based on their academic performance and physical fitness, as well as matching preferences with available learning resources. Careful selection of agency settings is a critical activity since this influences the integration of theory and practice in the field, the students' adjustment, and their performance in FI.

This paper reviews the students' evaluation of their agency-based FI from 2006 to 2008. As an exploratory study, it seeks to cull some factors which contribute to the students' performance in fieldwork. It also seeks to generate some lessons which can enhance the effectiveness of the FI program.

Except for the final grades earned by the students, all data presented are from the compiled students' evaluation of their first fieldwork course. While the course is equivalent to only 5 units (compared with the 15-unit community-based FI course), it is seen as critical since it provides the first concrete learning experiences for students to integrate theory with practice and to test their suitability for the social work profession.

The Nature and Characteristics of Agency-based FI

The agency-based field placement aims at developing beginning competencies of students in applying the social work problem-solving process with individuals, families, and other small groups. As a five unit course, students report to their assigned agencies for 20 hours or two and a half days a week.

They are expected to handle a minimum of five individual cases and a group in order to demonstrate the following beginning generalist attitudes and skills:

- beginning competence in establishing meaningful helping relationships with people; engaging his/her clientele in the scientific social work problem-solving process and enabling them to plan and mobilize appropriate resources;
- ability to evolve his/her concept of a just society by understanding how the economic, political and socio-cultural structures affect the social functioning of clients;
- ability to function within a structured setting while at the same time maintaining a critical-analytical and constructive stance about the agency's policies and programs towards more effective service delivery;
- documentary/recording skills, including doing an evaluative write-up/ case study of his/her field experience; and,
- developing identification with the social work profession.

A Conceptual Framework for the Review of the Students' Evaluation

This paper will focus basically on three elements of field instruction: the students, the agency, and field supervision. All of these contribute to the effectiveness of the field instruction. The meaningful presence of each of these elements can make a big difference in the overall outcome of the field instruction program.

First and foremost, field instruction is primarily meant for the students. They are the very reason why field instruction exists. Since social work is a practice profession, it is imperative for students not only to recognize its theoretical underpinnings but also to be competent in their application. Through the field instruction courses, students are given opportunities to apply the knowledge, attitudes and skills that they have developed in the classroom to actual social work practice. Hence, field instruction is viewed as an opportunity for the

students to enhance their learning through actual practice with real life clients ("learning by doing").

Learning by doing, however, does not exist in a vacuum. For the field instruction to materialize, it needs a context or setting, i.e., social welfare agencies as field settings which provide students the context to apply theory to practice.

According to Marasigan (1978), field instruction is usually characterized by its student-centeredness and agency-based qualities. Further, Wilson (1981) states that the selection of appropriate field instructors and agency settings are crucial for the success of any field instruction program. Blake (1985) supports Wilson's points, claiming that practice settings need to be appropriate for undergraduate level training which prepares students for beginning professional practice. Hopkin's study (2005) also reveals that students primarily viewed positive field placements as those providing a good learning environment and learning opportunities in their placement, e.g., developing a particular skill or working with a specific population.

Field supervision as the third element is also crucial. In field instruction, students are still beginning to develop their competencies. Hence it is imperative that they receive supervision. Kerson (1994) underscores the importance of supervision for the students' further learning, as well as for their socialization into the profession. Corlisse & Corlisse (1998) state that "educational supervision in a practicum setting is essential to learning: it is where the being, knowing, thinking and doing parts of becoming a social worker can be explored, developed and enhanced."

Matching a student's learning needs with the appropriate supervisory approach is indicative of effective supervision. As Kadushin (1985) states, it is important for both agency and faculty supervisors to keep in mind the critical functions of supervision and their significant contribution to students' field education and learning; supervisors must be able to balance the three major functions (administrative, educational, and supportive) in order to maximize the

students' learning potential and to prepare them for effective professional practice in the future.

Other authors such as Graff (1975) and Corlisse & Corlisse (1998) share the view that supportive and educational functions are the most important components of supervision. Performing supportive roles is very vital in facilitating the rendition of the other two roles: educative and administrative. When students feel the genuine concern of the supervisors, learning becomes easier and compliance with the administrative requirements of the field instruction program becomes more possible for the students.

For this paper, some factors pertaining to the three elements will be looked into. With regard to the students, the perceived efforts they have exerted in meeting the course requirements and their perceptions of their performance in the field will be considered vis-a-vis their proposed final grades and over-all performance (as gauged by the final grades given by the faculty and agency supervisor after evaluation sessions with the students).

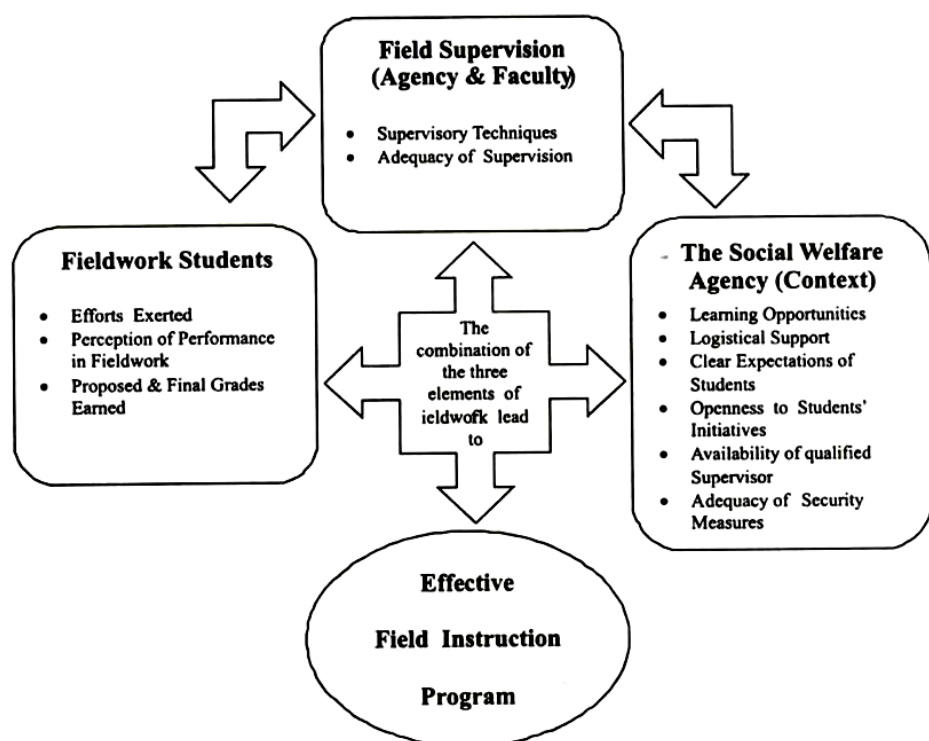
For the field placement agencies, factors included are: capacity of the agency to provide learning experiences; logistical support; clear expectations of students; openness to students' initiatives; and the availability of qualified supervisors and adequate security measures for students. As Marasigan (1978) and Wilson (1981) cite, these factors are some of the criteria in selecting field placement agencies for students.

The adequacy of supervision provided by the faculty and agency supervisors, as perceived by the students, will also be looked into. Likewise, supervisory techniques utilized and the strong points and areas for improvement in general will also be discussed.

The following diagram illustrates the elements which are reviewed in this paper. In an attempt to provide a logically coherent structure to the discussion, factors pertaining to the student, agency and supervisor will be

organized and interpreted vis-a-vis the fields of practice /categories of social welfare agencies: child welfare, health, community service and client specific.

A Conceptual Framework



The Fieldwork Students

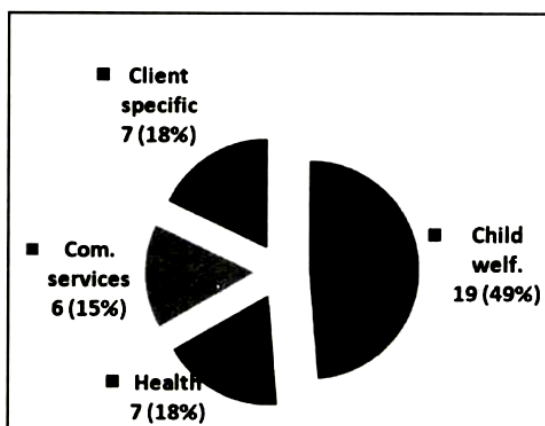


Figure 1: Distribution of SW Students by Fields of Practice (n=39)

A total of 39 students enrolled during the three-year period under review. Majority of the students on fieldwork placement were female, which is reflective of the overall students' population of the Department of Social Work. Almost half or 49% were placed in child welfare because of the students' expressed preference to work with children. In assigning students to specific agencies, the matching of students' practice inclination to the available learning opportunities that can be provided by social welfare agencies in developing beginning social work competency was given premium.

The students' performance was objectively measured by the final grades they obtained at the end of their fieldwork. The bases for grading include, but are not limited to: the actual workload in terms of individual clients and groups handled by the students, number of hours earned in field instruction, concrete outputs such as social case studies, case recordings and other documentation; application of social work knowledge; and, demonstration of basic social work competencies such as interviewing, assessing, and documenting. The final grades agreed upon by the agency and the faculty supervisors after evaluation sessions with the students can range from 1 to 5 with the following qualitative equivalents:

UP Grading System		Students' Final Grades	
Grade Points	Qualitative	Frequency (f)	Percentage (%)
1.0 - 1.25	Excellent	9	23
1.5 - 1.75	Very Good	24	61
2.0 - 2.25	Good	4	10
2.5 - 2.75	Satisfactory	1	3
3.00	Pass	1	3

Table 1: Students' Final Grade (n=39)

Table 1 shows that generally, the students performed well in their FI courses in the past three years, as indicated by their grades. More than two thirds or 84% (n=33) of the students had grades of *excellent* and *very good*. Only two students were at the lower end but still had *satisfactory* to *pass* ratings.

Further inquiry to see whether there were specific settings where the students performed well revealed that of the nine students who got a grade of 1-1.25, six had their fieldwork in agencies catering to specific client groups and adult individuals. While many students preferred to be assigned to child welfare agencies under the belief that dealing with children would be relatively easier, the data suggest that some students can still excel in their fieldwork even when they have to deal with adult clients. It can also be noted that among the students assigned to *community service* agencies, no one obtained a grade of either 1.0 or 1.25. Furthermore, it was also in this field of practice that a student got the lowest grade of 3.0. However the present data may not be sufficient to make any conclusion about placements in this field of practice.

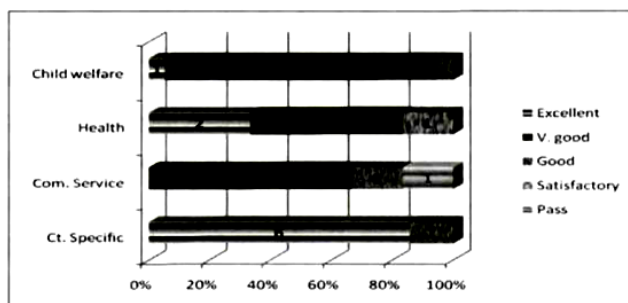


Figure 2: Final Grades of the Students by Fields of Practice

Almost all of students placed in the child welfare setting obtained a grade of 1.5-1.75 or *very good*, with two students getting an *excellent* and *good* rating. This suggests that the perceived level of comfort of the majority of the students in working with a particular client group may be related to their good performance.

The students' responses regarding their efforts to meet the course requirements and perceptions on their performance are shown below:

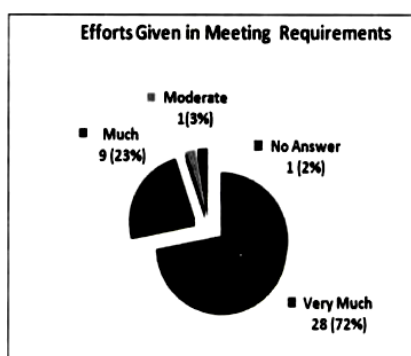


Figure 3: Students' Efforts

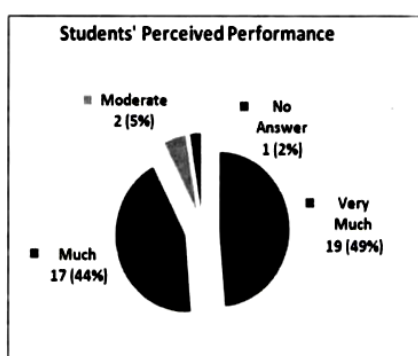


Fig 4: Students' Perceived Performance

Although majority or 72 % (n=28) of the students replied that they exerted *very much* in terms of efforts in meeting the requirements, only 49% (n=19) perceived their performance to be *very high*. There was one student who did not answer both items.

The fact that nobody indicated that they exerted "*little effort*" or "*no effort at all*" could indicate that the students took their fieldwork course seriously. As Corlisse (1998) noted, it is necessary for the starting professional to take fieldwork seriously in order to acquire the skills and awareness essential to becoming an effective helper. Furthermore, individuals who disregard the importance of fieldwork will learn less and probably bring this negative attitude into their professional careers later on.

A comparison of the students' self-rating and final grades obtained reveals that 44% (n= 17) gave themselves a rating of excellent or 1-1.25 but only six of them obtained this as their final grade. Of the 15 students who gave themselves a grade of 1.5-1.75, 11 correspondingly got this as their final grade while one got even a higher mark of 1-1.25 and three got grades of 2-2.25. The two students who got relatively lower grades appear to have expected this, with one not even indicating a self-rating.

While there may have been discrepancies regarding the students' perceived performance, their expected grades and their actual grades, the data on the students' efforts in meeting course requirements indicate that the majority perceived that they invested much time and effort in their FI courses.

The Field Placement Agencies

A review of the field placement agencies during the period 2006 -2008 revealed that these partner agencies can be clustered into four fields of practice (Gutierrez,1978; Timberlake et al., 2008), namely:

- 1) **child welfare**, consisting of child caring institutions for street children, those who are sexually abused, abandoned or neglected, and victims of child trafficking;
- 2) **health**, including an orthopedic hospital and specialized medical centers;
- 3) **community services**, consisting of agencies providing educational assistance with values formation as the most common and major component of the programs and services; and,
4. **client-specific**, consisting of agencies for migrant workers and for recovering patients with mental disorders.

Of the 15 UP-DSW partner agencies, six were in child welfare, while the remaining nine agencies were equally distributed among health, community services and client-specific fields of practice. Majority or 10 of these agencies were non-governmental organizations (NGOs) while the remaining five were government organizations.

Students' Appraisal of Field Placement Agencies

The choice of field placement agencies is also critical in the effectiveness of field instruction based on their capacity to provide learning opportunities.

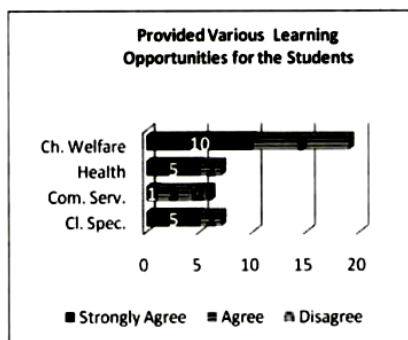


Figure 5: Learning Opportunities

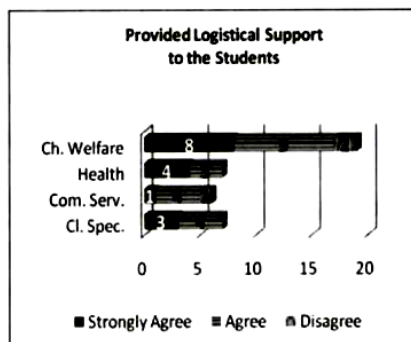


Figure 6: Logistical Support Provided by the Agency

Except for those assigned in *community service* agencies, all the students said they were provided various learning opportunities by their respective agencies. Logistical support was likewise provided by most of the agencies such as reimbursement of expenses for group activities, provision of transportation allowance and meals. The latter appear to support Blake (1985) who stated that an atmosphere conducive for students' learning is one in which students feel that they are given importance, even through the simple provision of a place of their own where they could work.

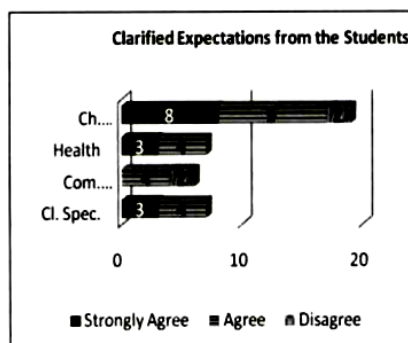


Figure 7: Clarified Expectations from Students

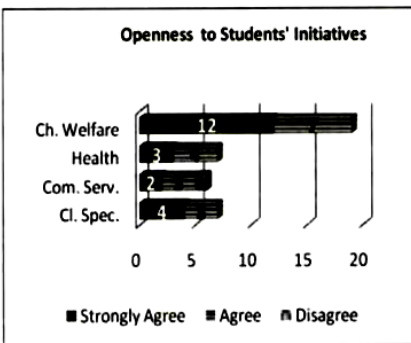


Figure 8: Agency's Openness to Student's Initiatives

At the start of field placement, one important task is the clarification of expectations of each of the parties involved. This is done during the first "trialogue" among the student, faculty and agency supervisors. A mid-semester "trialogue" is also conducted to discuss issues and concerns which may not have been addressed during the first triologue or which may have arisen in the course of the placement. Among the field settings, the hospitals were most clear about their expectations from the students while the community service agencies tended to be the least clear.

On the agency's openness to the student's initiatives, Figure 8 shows that among the fieldwork settings, the child welfare agencies were the most open, with 12 students answering *strongly agree* and seven giving a response of *agree*. The students' initiatives range from the use of assessment tools, e.g. ecomap, rapid assessment instruments (RAIs), to the introduction of new intervention techniques which the agency may not yet be using.

Field instruction also provides an opportunity for reciprocal learning for the academe and practice settings. Through the students' supervised practice outputs (e.g. documentation, case presentation, group work program, etc.), the agencies are updated with/ informed of other developments, such as the introduction of new perspectives, approaches and strategies that can assist them in their practice situations. This in a way concretizes and confirms the points raised by Schneck (1995) and Bogo and Vayda (1991) as cited in Lager (2004), that field education has the potential of influencing practice and vice versa.

"It could be argued that one factor leading to the improvement of social service delivery is the transfer of new knowledge and service methods to the service providers, and that the interface of field teachers with the professional schools of social work is one avenue for such a transfer. Practice experience informs the development of new knowledge so the exchange must be mutual" (Lager, 2004, p. 5).

Although learning is a primary concern in field placements, the security of the students while on fieldwork is also an important consideration. When asked whether the agency had adequate security measures for the fieldwork students, there were four students, two assigned to a community service agency and two placed in child welfare settings, who disagreed that security measures were adequate.

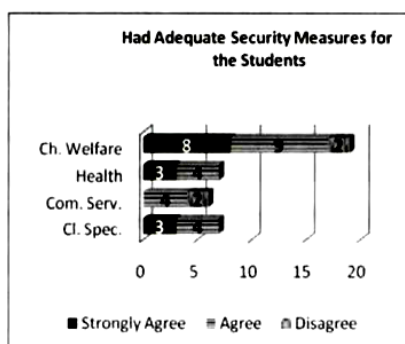


Figure 9: Agency Security Measures for Students

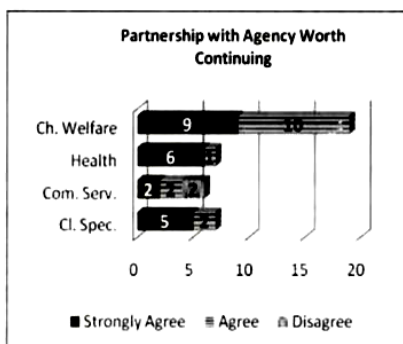


Figure 10: Consideration of Continuing Partnership

When students were asked if partnership with their respective agencies should be continued, all of them responded favorably for the continuance, except for mixed responses obtained from those placed in community service agencies which were relatively new partner agencies. In general, all of the agencies were rated positively, except for those in the community service field, which consistently had divergent appraisal. The findings affirm the UP-DSW's deliberate effort to carefully select its partner agencies for its Field Instruction Program.

Agency-Faculty Supervisory Partnership in Field Instruction

The quality and quantity of efforts put in by the students into their fieldwork are sustained by the inputs given by both the agency and faculty supervisors. They are also responsible for monitoring students' outputs and

conducting formative and summative performance evaluation. Moreover, the law regulating the practice of social work and the operation of social work agencies (RA 4373) stipulates that students must be supervised by fully trained and qualified social workers. Thus, the availability of a qualified social work supervisor to serve as counterpart to the faculty supervisor is one of the criteria for partner FI agencies.

Figure 11 below shows that all the agencies met the requirement of the social work law of having qualified supervisors. Further, 13 fieldwork students said that the supervision given by the agency supervisor was very adequate while 23 students stated that they were provided with adequate supervision.

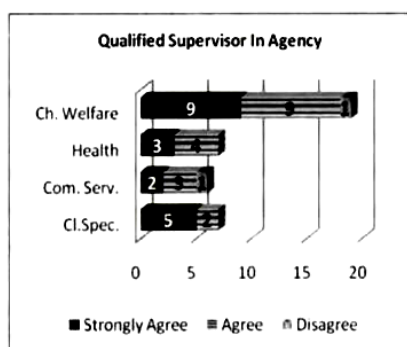


Figure 11: Qualified Supervisors in Agencies

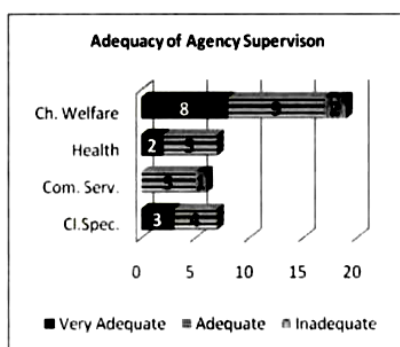


Figure 12: Adequacy of Agency Supervision

It should be noted that majority of the FI partner agencies have been in operation for quite a number of years and were recognized field placement settings of different schools of social work. As such, training is a built-in function and program component. Since most of them are primary social work settings, their staff is composed predominantly of licensed social workers. Even in a secondary setting like the hospital, the medical social service unit is primarily managed by qualified social workers who have specialized training in this field of practice.

On supervisory techniques, the students stated that the most common and frequently utilized techniques of the agency supervisors were: ocular visits, assessment meetings, one-on-one supervision and group conferences. The strong points of the agency supervisors as perceived by the students were the following:

- knowledge about the agency policies, programs, and services, pertinent social problems and issues, as well as the nature and dynamics of their respective programs, e.g. child welfare, migration, mental health, etc., and familiarity with some theories applicable to their specific target service consumers;
- experience and skills in using assessment and intervention techniques and strategies appropriate to their target service consumers;
- availability for supervision, conferences, case discussions, unscheduled consultations and meetings;
- willingness to share their own experience by promptly providing inputs, directions, guidance, and suggestions when students seek help in managing their workload and at the same time allowing the students to develop their own style; and,
- professional qualities and characteristics, namely: good interpersonal relationships, communication skills and attitudes; being enabling, supportive, understanding, open, and approachable.

These data support the study conducted by Hopkins et al (2005), Fortune and Abramson (1993), as cited by Knight (2001), that student satisfaction with their field supervision is associated with field instructors who are encouraging, who allow active participation of students in the learning process, and who provide educational responses to their students.

On the other hand, students perceived the following as areas of improvement for some agency supervisors:

- time management in setting aside regular time for supervision as they prioritize their work with service consumers and other administrative duties;
- physical presence in terms of on-site visits and attendance in some activities of the students to facilitate their integration in their assigned fieldwork site; and,
- confidence in letting students get involved in organizational processes such as allowing them to take part in administrative meetings and other staff activities.

On faculty supervision in FI, the results of students' appraisal are shown below:

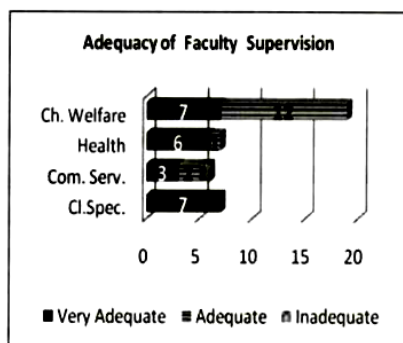


Figure 13: Adequacy of Faculty Supervision

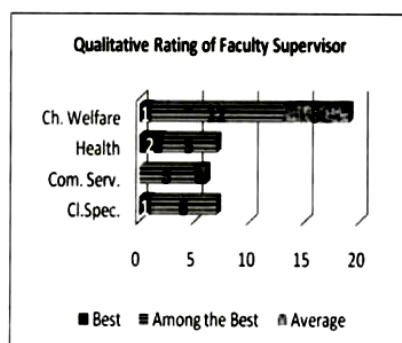


Figure 14: Rating of Faculty Supervisor

It can be seen that 23 of the students think they received *very adequate* supervision from the faculty. These 23 students were supervised by six full-time faculty members who have more than five years of teaching/practice experience. On the other hand, one student who was supervised by a part-time lecturer rated supervision as *inadequate*. In terms of field settings, faculty members assigned in the client specific and child welfare settings were rated more favorably.

All the fieldwork students were asked to check all the supervisory techniques that were applicable to them. Their multiple responses are shown in Table 2.

Supervisory Techniques	Responses	
	f	Percent
✓ 1 on 1 supervisory conference./ consultations	37	94.87
✓ Discussion of student recordings	33	84.61
✓ Assessment meetings	32	82.05
✓ Planned orientation	30	76.92
✓ Group conferences	29	74.35
✓ Lectures	16	41.02
✓ Ocular visits	14	35.89
✓ Special reading meetings	11	28.20
✓ Attendance in agency administration meetings	11	28.20
✓ Role play/modeling	10	25.64
✓ Referrals/linkages	9	23.07
✓ Attendance in other professional organization conferences	7	17.90
Total number of Respondents = 39	239	

Table 2. Supervisory Techniques Used by Faculty Supervisor

From the responses, the most commonly used supervisory techniques were as follows: group conferences, planned orientation, assessment meetings, discussion of student recordings, one-on-one supervisory conferences/ consultations. These correspond to the techniques identified by the students who gave their faculty supervisors *very adequate* ratings.

It can be noted further that techniques utilized by faculty supervisors varied. This is important as fieldwork students have different learning needs and capacities. For instance, group conferences, according to Tsui (2005) are valued for their capacity to provide all the fieldwork students opportunities to learn from others through the sharing of knowledge, hearing different perspectives, and discussing issues both common and unique to each of the fieldwork students. On the other hand, the one-on-one supervisory technique employed by both faculty and agency supervisors is usually complemented by the discussion of student recordings or accounts of their daily activities, including the thoughts, feelings, insights and realizations of the students. In the weekly supervision, the faculty supervisor and students were able to discuss and review process recordings, case histories, case management

plans, and the other issues, including possible solutions to the problems raised by the students. In situations like these, the three functions of supervision were evidently applied.

Strong points of faculty supervisors that had been identified by the students were quite similar to those of the agency supervisors'. However, majority of the responses recognized the ability of the faculty supervisors to relate theory to practice and concretely and deliberately apply their knowledge base to practice situations. Likewise, the supervision experienced by students was described as very informative, constructive, and critical.

Given the findings on the characteristics of agency-faculty supervision, it appears that the two key partners in student fieldwork education complemented each other. On the whole, both the agency and faculty supervisors were rated by the students favorably in terms of their supervisory inputs. As the students noted, agency supervisors focused on actual case management and integration of students into structured social work practice settings while the faculty supervisors substantiated the practice experience by relating them to the knowledge base of social work.

Conclusion and Implications

Based on the review of students' evaluation, the agency-based FI courses for the past three years seem to have positive results, specifically in terms of the overall performance of the fieldwork students, their evaluation of the field placement agencies, and the quality of supervision provided both by the agency and faculty supervisors.

Students appear to exert more efforts and perform well when their interests and preferences are considered in the process of matching them with available agencies. Social welfare agencies as field instruction sites appear to be regarded favorably when they provide various learning opportunities, as well as technical and logistical support, for the students.

Further, the data indicate that supervision plays a key role in the performance of students. Trialogues involving the students, agency supervisors and faculty supervisors at the start of the placement contribute to the setting of expectations; regular supervisory sessions provide venues for enhancing learning and linking theories with practice realities.

Some implications of the findings are the following:

- The practice of matching students' interests and preferences in working with particular client groups needs to be sustained since this appears to be a factor influencing positive fieldwork experiences among the students. In turn, positive fieldwork experiences may also contribute to the students' perception as being fit for the social work profession.
- Assigning students for their first fieldwork in a structured setting, even in a secondary one like the hospital, can also be given prime consideration. Although small in number, the community service agencies appear to be the less effective for the first FI course, perhaps because social work practice within a community setting requires a wider set of expectations and outputs which may be too complex and overwhelming for a beginning fieldwork student.
- The complementation of agency and faculty supervision is also a crucial factor. To ensure adequate supervision, particularly for field students placed with new agency partners, the assignment of full time and experienced faculty members who can enhance the supervision provided by the agencies may need to be considered. Further, the Department of Social Work may need to conduct more consultative workshops/training activities so that agency supervisors can assume more active roles in the supervision of social work students. One activity might be an orientation where agency supervisors could have a common perspective and understanding about fieldwork supervision.
- A common recommendation given by the fieldwork students is that their first FI course should not be offered concurrently with other social work subjects so that they could focus on their fieldwork. This can be

appropriately looked into when the UP-DSW conducts a curriculum review.

On the whole, however, the field instruction program of the UP-DSW can be considered to have positive results from the point of view of one of the major stakeholders of social work education - the students. The challenge is to continue honing the knowledge and skills of future social workers who espouse the values and principles of the profession in their practice.

Rosalie T. Quilicol is an Assistant Professor at the Department of Social Work, CSWCD, UP. She finished her Bachelor of Science in Social Work and Master of Social Work in UP Diliman. She is currently the Field Instruction Coordinator of the Department of Social Work.

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PRIVATIZATION OF THE UNIVERSITY OF THE PHILIPPINES: Circumstance, Forms, Resistance

Judy M. Taguiwalo

Privatisation is a policy tool, not just a giving up by the state of the capacity to manage social problems and respond to social needs, but part of an ensemble for innovations, organisational changes, new relationships and social partnerships, all of which play their part in the re-working of the state itself. In this context, the re-working of education lends legitimacy to the concept of education as an object of profit, provided in a form which is contractable and saleable (Ball & Youdell, n.d.).

Introduction

The University of the Philippines (UP) is a product of the first war of aggression of the United States, a then relatively new imperialist power, at the tail end of the 19th century. UP was established in 1908, ten years after the Philippine-American War and seven years after the United States launched a "pacification campaign" to eradicate continuing patriotic armed resistance in the countryside. The armed campaign of the United States was paired with the establishment of a nation-wide public school system which provided a "benevolent" image of the foreign aggressors as it weakened the spirit of resistance of the Filipino people through the use of education.

Act No. 1870 or the 1908 UP Charter defined the university's purpose as "provid (ing) advanced instruction in literature, philosophy, the sciences and arts, and to give professional and technical training." Through the years, the University of the Philippines has been widely recognized as the country's premier state university which highlights the public character of the university and its high academic standards.

With the passage of a new UP Charter in 2008, a charter vigorously pushed by the present UP administration, the university has abandoned its description as the country's premier state university and is now officially known as the national university. By removing the description "premier state university" and replacing it with national university, ostensibly to assert that UP is the best not only among state universities but among all higher education institutions of the country, the UP administration has actually called attention to the diminishing public character of the university. The privatization of the University of the Philippines is an ongoing process which has accelerated in the past decade.

Privatization of government-run educational institutions is a component of neo-liberal globalization. My paper deals with the ongoing privatization of the University of the Philippines. It starts with a discussion of higher education "reforms" coming from the World Bank which serve as the policy framework for privatization of public universities and the particular policies adopted by the Arroyo government related to the World Bank advisory. I will then describe the circumstance and major manifestations of privatization in the University of the Philippines. The paper ends with a presentation of the resistance of organized faculty, staff and students of the university to privatization policies and programs in the university and the future prospects of such struggle.

Education "Reforms" and Neo-liberal Globalization Policies

A key World Bank (WB) policy paper which elaborates on the so-called higher education reforms is the 1994 "Higher Education: Lessons of Experience." The paper recognizes the important role of higher education institutions not only for the benefit of individual students but in advancing economic and social development:

Institutions of higher education have the main responsibility for equipping individuals with the advanced knowledge and skills required for positions of responsibility in government, business, and the professions. These institutions produce new knowledge through research; serve as conduits for the transfer, adaptation, and dissemination of knowledge generated elsewhere in the world, and support government and business with advice and consultancy services. In most countries, higher education institutions also play important social roles by forging the national identity of the country and offering a forum for pluralistic debate (WB, 1996, p. 15).

The document notes that higher education is in crisis through out the world because of the "compression" of education budgets, particularly expenditures per student. As a result, the quality of teaching and research is compromised in many countries as "higher education institutions operate under adverse conditions: overcrowding, deteriorating physical facilities, and lack of resources for nonsalary expenditures such as textbooks, educational materials, laboratory consumables, and maintenance" (WB, 1994, p. 2).

However, while the World Bank recognizes that investments in higher education actually contribute "to increases in labor productivity and to higher long-term economic growth, which are essential for poverty alleviation" (WB, 1994, p. 15), its proposed educational reforms accept as given that state financial support to higher education cannot or should not be the main source of financing.

The four key directions for reforms proposed by the World Bank are framed by a market-driven perspective. These are:

- encouraging greater differentiation of institutions, including the development of private institutions;

- providing incentives for public institutions to diversify sources of funding, including cost-sharing with students, and linking government funding closely to performance;
- redefining the role of government in higher education; and,
- introducing policies explicitly designed to give priority to quality and equity objectives (WD, 1994, p. 4).

The role of the state is defined as providing a positive environment for higher education institutions with the advice of the World Bank that success in implementing higher education reforms depends on “the establishment of coherent policy framework, greater reliance on incentives and market-oriented instruments to implement policies and increased management autonomy for public institutions” (WB, 1994, p. 9).

The multilateral institution offers priority funding assistance to “countries prepared to adopt a higher education policy framework that stresses a differentiated institutional structure and diversified resource base, with greater emphasis on private providers and private funding” (WB, 1994, p. 9). This is privatization of public education: the reduction of public support for education simultaneous with the growing emphasis on efficiency and cost-savings by generating revenues through varied means including imposition of higher fees, elimination of non-profitable units, and going into profitable joint ventures.

Education International (EI), a global organization of unions and associations of education workers, describes two forms of privatization in public education in a paper entitled “Hidden Privatization in Public Education” (Ball & Youdell, n.d.). It refers to “privatization in public education or endogenous privatization” as the “import(ation) of ideas, techniques and practices from the private sector in order to make the public sector more like businesses and more business-like,” while “privatization of public education or exogenous privatization” refers to “the opening up of public education services to private sector participation on a for-profit basis and using the private sector to design, manage or deliver aspects of public education.”

Education International notes that:

The first form of privatisation, where the public sector is asked to behave more like the private sector, is widespread and well established. The second form of privatisation, where the private sector moves into public education, is a newer but rapidly growing form of privatisation.

These forms of privatisation are not mutually-exclusive and are often inter-related, indeed, exogenous privatisation is often made possible by prior endogenous forms. Both privatisation in public education and privatisation of public education often remain hidden and are not subjected to public debate – in the first case techniques and practices are not named as privatisation, in the second case privatisation is not publicly known about or properly understood.

The privatization of higher education in the Philippines in line with the World Bank dictates and in forms similar to those forwarded by Education International is an ongoing process in the country.

In a 1998 study entitled “Philippine Education for the 21st Century: The 1998 Philippines Education Sector Study,” the World Bank and the Asian Development Bank (ADB) underscored the fact that increasing government allocation to secondary and tertiary education is inefficient, especially when such is provided “free of charge or at very low cost-recovery rates.” The study avers that such subsidy undermines the private sector’s share of the education market and recommends charging more for post basic education while offering subsidies to “deserving” students (WB & ADB, 1999, p. 14).

The Philippine Government: Embracing Higher Education “Reforms”

The present Philippine government under Gloria Macapagal-Arroyo has fully embraced the World Bank prescriptions on higher education

“reforms.” Arroyo’s “Long Term Education Development Plans” (LTEDP) covering the period from 2001 to 2010 lays down specific targets for the adoption of privatization policies and programs by state universities and colleges (SUCs):

- 20% of SUCs to be financially self-reliant through the sale of intellectual property rights and grants;
- 50% of SUCs will have active income-generating projects;
- 70% of SUCs will have tuition comparable to those charged by private higher education institutions;
- 60% of the universities will have forged collaboration with big business and industries.

The above plan has been accompanied by lower budgetary allocation for public higher education institutions in the country. The Arroyo government’s appropriation for higher education has shown nominal increases in the past seven years: from P15.35 billion in 2001 to P22.8 billion in 2009 (General Appropriations Act 2001 & 2009). On the other hand, the share in the expenditures for state universities and colleges coming from internally generated revenues has increased from P2.708 billion pesos in 2001 to P8.87 billion in 2009 (DBM, 2003 & 2009). Internally generated income from students from tuition and other student fees increased from around P1.5 billion in 2001 to P5.8 billion in 2009 (DBM, 2003 & 2009).

The University of the Philippines under the Present Roman Administration: Institutionalizing and Accelerating Privatization of the University

The UP Charter enacted in April 2008 institutionalizes the privatization programs and projects of the university which have been started even prior to the passage of the new charter. Mention has already been made of the change in the description of the university from the premier state university to a national university.

A section in the UP Charter, Section 22 on “Land Grants and Other Real Properties of the University,” details the various ways by which the university can generate income from its properties. Land leases and joint ventures are among the modes allowed by the charter, in effect giving license to the university to go into business. On the other hand, the entry of big business into the university is institutionalized in another section. Section 24, “Management of Funds,” designates representatives of big business as investment advisers to the university through the creation of a so-called “independent trust committee.” The President of the University heads this committee with one representative each from the Bankers Association of the Philippines, the Investment Houses Association of the Philippines, the Trust Officers Association of the Philippines and the Financial Executive Institute of the Philippines. The so-called Independent Trust Committee “shall provide the Board with direction on appropriate investment objectives and permissible investments with the view to preserving the value of the funds while allowing the University to earn a reasonable return thereon.”

Given the foregoing, the Congress of Teachers/Educators for Nationalism and Democracy (CONTEND), an organization of UP faculty members, describes the 2008 UP Charter as providing the transition from the premier state university to a privately run corporate enterprise driven by the search for profit (CONTEND, 2008).

Tuition and Other Student Fee Increases

Tuition was raised by the university last December 2006. From a high of P300 per unit (campuses situated outside of the three main campuses charged lower than this), tuition was pegged from an average of P1,000 per unit to as high as P1,500 per unit for undergraduate students. In addition, miscellaneous fees such as laboratory and library fees were also increased. This move transfers to the students in increasing amounts the failure of the government to adequately support state universities and colleges. State subsidy per student was drastically slashed from the previous 78% per student to 47% or even as low as 23% . Based on the P1,531.00 cost of instruction per unit as pegged by a university committee which proposed the increase, full tuition subsidy is P27,558 for 18 units which UP undergraduate students usually take.

The following table illustrates the decline of state subsidy to UP students' tuition (miscellaneous fees are not included) as a proportion of the cost of instruction after the implementation of the tuition increase.

	Previous Rate P300/unit	New P700/unit	TF P1,000/unit	TFI P1,500/unit
Total cost for 18 units	P6,015	P14,600	P21,240	P27,000
Government Subsidy	P21,543	P12,958	P6,318	558.00
% of government subsidy to total cost	78%	47%	23%	2%

Adapted from the 2006 primer of STAND-UP, a student organization of the university

Opening the University to Big Business

Prior to the passage of the 2008 UP Charter, the university had already planned to open 129.5 hectares of its 493 hectares campus in Quezon City for so-called joint ventures with big business and has actually implemented a number of these. As early as 2004, a science and technology park was established and was proclaimed a special economic zone by the Philippine President. Two Japanese companies and six local start-up companies occupied this park.

The biggest of the joint ventures entered into by the university is the lease of prime UP property to one of the biggest land developers in the country, the Ayala conglomerate. Under the guise of advancing science and technology, a "techno park" is being built on 38.6 hectares of prime land. While ostensibly promoting academe-business partnership to advance the academic agenda of the university, the "techno park" is now the location of several call centers or business processing outsourcing (BPO) companies, such as the Hongkong Shanghai Banking Corporation (HSBC) and IBM, and a restaurant and fast food complex. Also in the pipeline is the construction of hotels and residential complex.

Big business continues to be welcomed with open arms by the university administration. Recently several projects involving joint ventures or providing additional incentives to big business have been approved. Others are due for approval by the university's highest governing body.¹

A **Centennial Dormitory** was approved last December 2008. This is a project intended to provide a solution to the perennial lack of student housing in the major campus of the university. Four five-storey buildings are intended to be built on 2,500 square meters of UP land. Two of these buildings will be built using university funds while the other two will be constructed by the Philippine Investment Management (PHINMA) Inc., which will provide the funds and will have naming rights over the two buildings. The management and operation of the dormitory will be given to **“a private management group”** which shall be under the supervision of an Oversight Committee. The Oversight Committee shall be composed of the Chancellor of UP Diliman as chair, the Vice Chancellor for Student Affairs of UP Diliman, the Dean of the College of Business Administration, the Dean of the College of Engineering, a representative from the foundation of the College of Engineering which helped raise the fund, a representative to be named by the Dean of the College of Business Administration and a representative to be named by the Dean of the College of Engineering.

Students of the College of Engineering shall have first priority over 50% of the total number of slots in the PHINMA constructed buildings at any time. Traditionally, dormitory slots have been allocated on the basis of students' enrolment status (first years, upper class, graduate students) and on the basis of residence, with priority given to students coming from the provinces. The project is precedent-setting in two ways.

This is the first time in the history of the university that dormitory slots are reserved for students of the college which helped generate the funds for the building and the first time that a private management team will oversee a UP dormitory. In effect, the project initiates prioritizing access to student housing on the ability to generate funds and the entry of private entities in building and running university dormitories.

Another proposal from the UP Administration which was presented to the BOR in the July 31 meeting is a revision on the existing “Guidelines

for Naming Buildings, Structures, Streets, Parks and Other Places in the University” approved by the UP President on 27 July 2004 and noted by the BOR at its 1185th meeting on 26 of August 2004. The present policy regarding naming of buildings, structures, streets, parks and other places in the university allows naming after living persons or juridical persons only when it is made a condition in a donation in favor of the university and for meritorious considerations. The proposed revision (among others) is the replacement of *and to or*:

Buildings: A proposal for naming a building (or significant and identifiable section of a building) in honor of a person or organization may be considered when that person or organization:

- *is a major benefactor who makes a direct and substantial contribution to the capital cost of constructing the building (at least 50% of project cost) or*
- *has given extraordinarily distinguished service to the University that merits recognition in the University's history (on special recommendation by the President to, and subsequent approval by, the Board of Regents.*

The main criticism to this amendment is that it gives naming rights to UP buildings based solely on financial considerations, in effect institutionalizing another form of “UP for Sale”. Traditionally, UP buildings have been named after heroes, dead statesmen and women or deceased outstanding academic and administrative leaders of the university. Recognition of financial donations to the university has been in the form of commemorative plaques placed in a strategic location of the building (for major donors in the construction of buildings) and the naming of professorial and faculty chairs and rooms within a building.

Another proposal presented to the Board of Regents is the leasing, conversion and development of a building situated inside the Philippine

General Hospital (PGH), a component of the University of the Philippines in Manila, to a private entity, the Mercado General Hospital. To be known as the UP Manila-PGH Faculty Medical Arts Building, the terms of the contract do not only provide clinic space for UP faculty members of the College of Medicine to allow them to practice their profession instead of going to private hospitals (a provision not objected to by the Board) but also allows the Mercado General Hospital to put up a pharmacy, x-ray facilities and laboratories. These facilities are already found in PGH and setting these up inside the premises of the hospital is superfluous. The rental rate is P1,000,000 per month (net of all taxes) subject to a yearly increase or escalation at the rate of 10% per annum commencing on the 6th year of the term of the lease. This amount is way below the current rates of commercial spaces around the hospital. The period of lease is 25 years, exclusive of a rent-free period of 18 months from date of signing of contract within which the lessee must perform, comply with and complete all the works for the conversion, rehabilitation and development of FAB.

The above forms of privatization: transferring to the students a larger part of the cost of their education; joint ventures with big business; and, selling naming rights are only some examples of the accelerating and diversified ways of privatization of the University of the Philippines.

State Subsidies: The Carrot and the Stick to Further the Privatization of the University

Government allocation for the university has diminished or has barely increased through the past eight years while self generated income has reached the P1 billion peso mark. (Table 1). Government allocation is way below the proposed budget of the University (Table 2) giving the UP administration the justification for its various schemes to impose new fees and to enter into partnership ventures with big business.

Table 1. UP Budget 2001-2007 (in thousand pesos)

	GF	RLIP	RF	Internal Operating Budget
2001	3,576,893	255,377	868,564	4,700,834
2002	4,338,955	268,778	951,734	5,559,467
2003	4,340,000	287,000	967,291	5,594,291
2004	4,230,741	289,043	935,703	5,455,487
2005	4,162,794	289,046	951,024	5,402,864
2006	4,105,205	289,046	1,018,822	5,413,073
2007	4,783,529	291,283	1,194,072	6,268,884
2008	6,523,576	(included in GF amount)	1,113,706	7,637,282

GF=General Fund/fund from government; RF=Revolving Fund/fund raised by UP
 RLIP = Retirement Life Insurance Premium (automatic allocation for employees)
 Source: University of the Philippines System. "Comparative Report on UP Budget Proposal and Internal Operating Budget, CY 2001-CY 2008 (in thousand of pesos). July 17, 2009

**Table 2. University Proposed Budget and Actual Approved Appropriation
 (in thousand pesos)**

Year	Proposed Budget (A)	UP Appropriation (B)	Difference (A-B)
2001	6,840,153	3,576,893	3,263,260
2002	7,069,681	4,338,955	2,730,726
2003	7,327,993	4,627,000	2,700,993
2004	7,010,580	4,519,784	2,490,796
2005	6,261,654	4,451,840	1,809,814
2006	7,821,010	4,394,251	3,426,759
2007	8,375,753	5,074,812	3,300,941
2008	11,546,311	6,232,649	5,313,662

Source: University of the Philippines System. "Comparative Report on UP Budget Proposal and Internal Operating Budget, CY 2001-CY 2008 (in thousand of pesos). July 17, 2009

While the chronic shortfall in government allocation to UP vis-a-vis UP's actual needs is usually given as the reason for the various income-generating activities of the university, it cannot be denied that the UP administration has also embraced the ideological justification for the need for public higher education institutions to generate their own income, particularly in imposing higher student fees. The UP ad-hoc committee which recommended the proposal for the 2006 tuition increase was emphatic about the fact that "the idea of students paying their way through higher education (though possibly through state-financed loans) has gained ground even in developed countries not facing budget constraints demonstrates on the other hand that this is not merely a response to the exigency of a budget-

shortfall but a general principle to be affirmed" (Final Report, 2006, p. 2). Further, the same committee averred that "virtually all the benefits of an undergraduate education are in fact appropriable by the private individual himself, who should therefore be willing to pay for its cost" (Final Report, 2006, p. 2).

These arguments send a strong message that higher education is not a public good as it is the individual who benefits most from such. These deny the contribution of education, particularly public higher education, to the country's development and provide the justification for transforming education from its service orientation to a profit-generating one.

Resistance to Privatization within the University

The University of the Philippines has a long tradition of resistance against threats to the integrity of the university as a public higher education institution with accountability to the people. In the past, some of these resistances were directed against attacks to academic freedom enjoyed by the university.

The ongoing privatization of the university has been met by resistance from a section of the university's students, faculty and staff. Through various university and multi-sectoral alliances, this section of the university opposed cuts to the university budget, lobbied for an alternative UP charter, launched struggles against tuition and other student fees' increases and the closure of vital service units, such as the University Press and the University Food Service.

Through the formation of alliances, lobbying in Congress and collective actions, the progressive sector of the university resisting privatization launched struggles against various manifestations of the state abandonment of its responsibility to provide quality and accessible higher education services. The *Kilusan Laban sa Budget Cut* (movement against budget cut) formed in 2000, held a rally near the Philippine President's official residence to protest cuts in the UP budget. That action helped reduce the cut by about P100 million. The UP-Wide Democratization Movement (UP-Widem) opposed the UP

administration's charter proposals during deliberations in Congress in 2005 and 2007. While the final charter institutionalized many of the income generating schemes of the university, the lobby of UP-Widem successfully prevented the inclusion of a provision allowing UP to sell its lands and removed the provision giving the UP president a second six year term.² Through the efforts of the UP community, a provision on democratic governance spelling out the need for transparency, participation and accountability was included as one of the purposes of the university. The anti-tuition and other fee increases (TOFI) struggle in 2006 was unable to prevent the UP administration from adopting and implementing the tuition increase. The highest policy making body of the university, the Board of Regents, approved the proposal on the eve of Christmas break in 2006 in a meeting held in an undisclosed location and in the absence of the student and faculty representatives to the Board. Even then, the struggle launched by the anti-TOFI alliance brought to the public the debate over the nature of public higher education and the need to struggle against the embrace of market values and market criteria in running a state university.

Reclaiming the Public Character of the University of the Philippines

In the first decade of the second century of the University, the erosion of the public character of UP continues through various forms of privatization which include charging higher student fees, increasing partnerships with big businesses, putting in place various schemes to generate revenues and even in adopting corporate practices in the administration of the university.

However, the opposition to these privatization schemes would continue so long as the section of the university which refuses to embrace the neo-liberal dictum of the primacy of the market and profit as the best gauge of efficiency remains organized and assertive. As importantly, this resistance should link itself with the broad national and international resistance against the havoc of neo-liberalism on social services badly needed by the marginalized section of the population of the nation and of the worlds' peoples.

Dr. Judy M. Taguiwalo is Professor in the Department of Women and Development Studies, College of Social Work and Community Development, University of the Philippines Diliman and is currently the Faculty Regent of the University of the Philippines. She may be contacted by email at: jmtaguiwalo@gmail.com.

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Endnotes

¹ As Faculty Regent, the representative of the faculty to the Board of Regents (BOR), the author has access to the proposals presented to the BOR.

² The original provision of Section 14 of Senate Bill 1964 on the term of office of the President was this: "The President of the University shall be appointed by the Board of Regents. He or She shall serve for a term of six years without prejudice to one reappointment after a determination of outstanding performance by a committee created by the Board of Regents: Provided, That the President of the University sought to be reappointed shall not vote or participate in the creation of such committee." RA 9500 explicitly sets a single term of office for the University President: "The President of the University shall be appointed by the Board and shall serve for a single term of six (6) years."

Book Review

The Ethics of Development

by Des Gasper. Edinburgh: Edinburgh University Press. 2004. 247 pages.

Ethics used to be discussed only in a philosophy or religion class. Is ethics relevant in development studies and practice? Des Gasper strongly believes that it is.

Ethics involves choices. It is about standards in decision making. The question, however, is: what point of view informs such standards? Des Gasper wrote his book, not in a manner of an ideologue proposing political correctness, but as a philosopher, asking questions and provoking the reader to think through his or her own unrecognized premises and values.

In his book, *The Ethics of Development*, Gasper reiterated ideas articulated by different authors on development ethics. He was able to weave philosophical discourse with realities as he moved to convince the readers of the importance of the ethics of development.

Gasper reviewed the evolution of the concept of "development" long before the era of development as a Western project. He dissected not only the usage of "development" but related concepts such as efficiency and effectiveness, equity, violence, human security, needs and basic needs, and human development. He uncovered the liberal-utilitarian premises and philosophy in mainstream development evaluation theory and practice evident in what he called "economism," or "overreliance on narrow economic ideas." Citing Peter Brown (2000), he posited that "economics is too important to be left to conventional economists alone."

Using actual country situations, he examined the use of the concept "equity" and illustrated its different interpretations. He argued that equal benefits to people with unequal needs will not result in equality in well-being. He illustrated his arguments by presenting cases like the Great Irish Famine and the Great Bengal Famine. He brought to the fore the relationship of violence and development and raised questions which for him were not given attention by development policymakers and planners such as, "is violence integral or accidental in particular development path, and on what scale?" From unearthing the connection of violence and development, Gasper proceeded to analyze the meanings and syntax of "need" and the discourses on "needs." He argued that the real issue is "who defines needs?"

After investigating "development" and its corollary concepts, Gasper raised questions instead of prescribing standards of right and wrong. In his epilogue, he reiterated the importance of incorporating development ethics in development studies and development practice.

Students of development studies and development practitioners will find the book thought provoking as it uncovers issues left unsaid in many reference materials. To fully appreciate the book, however, it is recommended that the reader should know the different perspectives and strategies in societal development.

YOLANDA G. EALDAMA
Dept. of Social Work
CSWCD, U.P.

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