

PEOPLE-ORIENTED DEVELOPMENT
AND AGRICULTURAL PROGRAMS

Historically, growth-oriented development efforts in poor countries, particularly Asia, have failed to address the issues of unemployment, poverty and malnutrition (UN-ESCAP, 1990). The combined strategies of modernizing agriculture as basis for industrialization and provision of off-farm and non-farm employment in the rural areas are inadequate in terms of improving the conditions of the majority. The poor remain disadvantaged in relation to access to resources and distribution of benefits.

**Conceptual Framework
for Developing Impact Indicators
for Agricultural Programs**

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In a country whose economy is predominantly agrarian like the Philippines, rural poverty alleviation strategies are called for. Often, national development is almost equated with agrarian development. Agrarian reform is in fact a core component of any serious effort which seeks to address the equity issue. Any genuine reform program must not, however, stop at land redistribution, but must include support programs to assist peasants to form cooperatives and gain access to agricultural credit, inputs and markets.

Basic Features

Putzel and Cunningham (1989) outline some of the major outcomes of such an agrarian reform program:

- By increasing the production of food crops, communities can address malnutrition and attain food security
- By increasing peasant incomes and security on land, and by breaking down rural monopolies, agrarian reform could increase agricultural production and expand the market for domestic manufacturing.
- By ensuring that a greater portion of the wealth generated in agricultural production remains within the village, peasant communities can make improvements in housing, education and health services, and stimulate rural construction and service activities.
- By strengthening peasant organizations and building cooperatives, peasants can challenge the vested interests of landowners and agribusiness firms.

Agricultural programs are not confined to productivity and access to agricultural resources. Current development concerns on appropriate technology, ecology and women's programs point to a more complex context for agricultural development.

Gonzales (1985) underscored the value of pro-people and nationalist orientation of the country's science and technology as a necessary element of genuine agrarian reform. The range of needed agricultural technology includes farm management, soil conservation, cropping systems, harvest and post-harvest technology and marketing.

Technology is also significantly linked with sustainable agriculture. The continued depletion of the country's prime resources demands concerted action toward resource conservation and reha-

bilitation. Productivity has to be defined within ecological limits and a concern for sustaining the next generation.

Half of the rural population are women. Thus, development efforts need to be gender-sensitive. This means that the male bias of many agricultural programs must be re-oriented. Part of this is the adequate valuation of the growing contribution of rural women to agriculture. This is the starting point of recognizing the changing roles and opportunities of women as peasants and agricultural workers.

Agricultural development mainly involves improvements in technology, resources and institutions in the short-term perspective. In the long-term, however, agricultural development deals with alternative agrarian systems, restructuring power relations, and building organizational capabilities for management and governance.

Definitely, short-term agricultural programs with limited coverage cannot produce substantial impact on its own. Such programs have to be complemented by other support activities. The nature and the phase with which tasks are achieved is dependent on situational characteristics.

Guiding Principles for People-Oriented Agricultural Programs

The following guiding principles differentiate people-oriented agricultural programs from productivity-oriented programs:

1. Balancing growth and equity

Productivity is usually associated with increased capacity per unit of labor and land. But such results need to be further examined with regard to who eventually benefits from increased farm yields and what distribution mechanisms are institutionalized.

2. Sustainable development

Productivity should not be pursued at the expense of damaging the ecological balance. There should be shared responsibility for providing for adequate resource base for future generations. Sustainable agriculture is not limited for the promotion of environment-friendly technology and farm practices. Community-based resource management provides opportunities for local groups to take initiative for resource conservation and rehabilitation

3. Priority on food production

Agriculture needs to respond to the basic food requirements of the population. The current priority given to export and non-food production has placed the rural economy at the mercy of foreign and urban commodity markets. This, however, does not mean a halt in the production of commercially profitable products intended for outside markets.

4. Strengthening organizational capabilities

The organizing component of many agricultural programs aims to build local capabilities for managing and sustaining farm production results. Conversely, the active participation of peasant groups in agricultural programs tend to contribute to organizational consolidation. The presence of strong peasant organizations has long-term implications for advancing more comprehensive peasant issues even after particular program goals are attained.

5. Promotion of gender-sensitive development programs

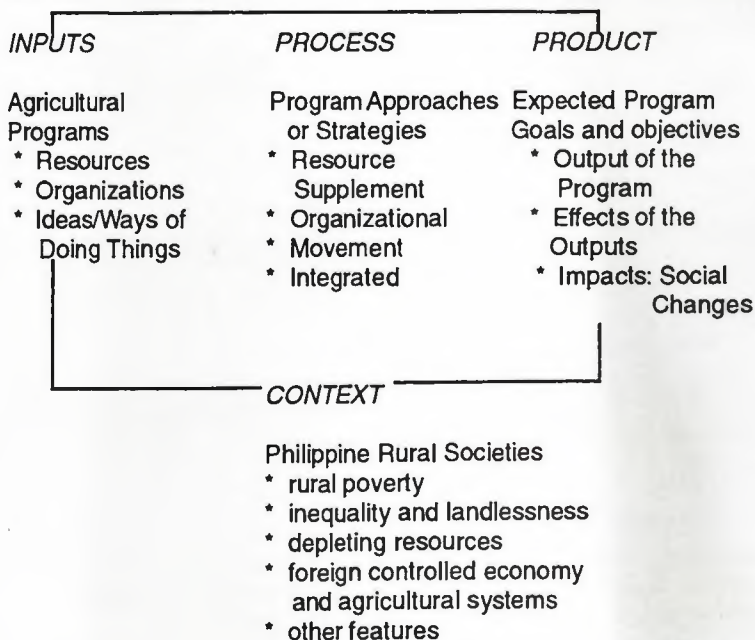
Women should not be merely integrated into the mainstream agricultural program. The basic premises of agricultural production have to be re-examined in the context of the complex role of women as mothers, wives, peasant and community leaders. This assessment has to be translated into concrete programs which seeks to provide equal access to agricultural technology and opportunities for both men and women.

6. Promoting self-determination among cultural communities

The introduction of more appropriate farm practices to cultural communities must be tempered with respect for indigenous culture and knowledge. Expert knowledge need not always be right. Indigenous technology has survived through time because of its continued functional use for particular groups. Technological innovation can be pursued through a process of shared learning and experimentation.

Agricultural Programs as Input to the Social System

Considering society as a system, agricultural programs are introduced to achieve desired social changes or development goals. Using the four system parameters — Inputs, Process, Context and Product, agricultural programs can then be placed within the social context:



INPUTS

Agricultural programs to be meaningful *INPUTS* to society must address the questions of equity and sustainability. To address this, the three basic elements, namely the resources, organization and ideas/ways of doing things must be applied and mobilized to achieve the desired social development goals. (Yogo, 1992) Yogo (1992) defines these elements in the following manner:

Resources - are the primary materials for improving the people's livelihood and production activities. Resources may be generally classified into land, capital/technology and labor.

Organizations - are the mechanisms for mobilizing the resources and in re-organizing them into an appropriate utilization pattern that will meet the needs of people for their daily activities. The organization is also responsible in creating the ideas or norms by which people would acquire, and regulate resources for their production and consumption activities.

Ideas - refer to the manner or ways of doing things as in organizing resources (e.g. labor-intensive, capital intensive); it also refers to traditional ways of generating and/or utilizing technology (e.g. paluwagan, traditional labor arrangements, etc.)

PROCESS

Generally, in assisting people to improve their livelihood and standard of living, agricultural programs employ/mobilize one or more or combination of these elements. Thus, the resource supplement approach provides or supplements the means of livelihood needed by a household or community in order to attain development. For example, a family or a community is provided with capital either in kind or cash to start of an income-generating activity.

In the case of the organizational approach, organizing activities are undertaken to establish, improve and strengthen the mechanism for mobilizing resources. The formation of neighborhood associations, worker's unions, and farmer's organizations are good examples of the approach.

On the other hand, activities toward raising consciousness among the people to enable them to appreciate their resources towards harnessing these to improve their living condition have been referred to as movement approach. Rediscovering and strengthening traditional knowledge and institutions in agriculture are examples of this approach.

A combination of two or more approaches will result in an integrated approach.

How each of these approaches is operationalized using specific methods of delivery systems is one of the concerns that has to be looked into in evaluating agricultural programs. For resource supplement approach for example, one has to see how development agencies deliver the material goods (farming inputs, animals, etc.) to the program beneficiaries/recipients. What mechanisms are installed? If participatory, how participatory?

PRODUCT AND CONTENT

The product of agricultural programs in terms of output, effects and impacts must be responsive to the social context on an immediate and long term basis. It is through relating the products and the social context that one can ascertain the relevance or irrelevance of agricultural programs.

KEY VARIABLES IN IDENTIFYING INDICATORS FOR AGRICULTURAL PROGRAMS

Since indicators should be determined by the nature of the agricultural programs, their objectives and intended effects and impacts, (UN-ACCTFRD, 1984) only the variables that can facilitate the identification of the indicators are presented in this section. Changes in these variables, which can be determined qualitatively and quantitatively, directly or through indicators, will show 1) how the agricultural program resources have been utilized to achieve the desired goals and objectives; and 2) the actual effects and impacts of the program to the people, community or larger societal context.

The following matrix presents a framework for identifying the key indicators in determining the output, effects and impacts of agricultural programs adopting the resource supplement, organizational and ideas/movement approach.

Examples of variables for identifying indicators for agricultural programs

INPUT	PROCESS	OUTPUT	EFFECTS	IMPACT
A. RESOURCES				
1. Land/Natural Resources	<ul style="list-style-type: none"> • Land acquisition/distribution - Land occupation - Government land reform - Direct purchase - Other means • Means of access to other resources • Utilization in the production process 	<ul style="list-style-type: none"> • Land acquired by the peasants (including women) 	<ul style="list-style-type: none"> • Income • Production aspects 	<ul style="list-style-type: none"> • Standard of living • Market relations • Employment labor relations • Environment impact • (Gender relations)
• Quantity				
• Existing Access/ Tenure				
• Physical Quality				
• Existing Land/ Resources Used				

INPUT	PROCESS	OUTPUT	PRODUCT EFFECTS	IMPACT
2. Capital * Amount * Sources	<ul style="list-style-type: none"> * Mode of transfer <ul style="list-style-type: none"> - freely given - credit - exchange - other arrangements * Mechanisms <ul style="list-style-type: none"> - individual/family - cooperatives - government banks - private banks - others * Utilization in the production process 	<ul style="list-style-type: none"> * Recipients (by strata and gender) 	<ul style="list-style-type: none"> * Production * Income 	<ul style="list-style-type: none"> * Usury practice * Standard of living
3. Technology * Quality * Quantity * Sources * Cost	<ul style="list-style-type: none"> * Mode of transfer * Utilization in the production process 	<ul style="list-style-type: none"> * Production * Resources utilized (by women and men) 	<ul style="list-style-type: none"> * Income * Labor time allocation 	<ul style="list-style-type: none"> * Standard of living * Environment Impact * Social/Labor relations * Gender relations

INPUT	PROCESS	OUTPUT	EFFECTS	IMPACT
4. Labor	<ul style="list-style-type: none"> * Mode of mobilization - Individual - Farm AA - Mutual aid teams - Production coops * Participation (of women and men) in the agricultural process 	<ul style="list-style-type: none"> * People (women and men) mobilized * Mutual aid teams organized 	<ul style="list-style-type: none"> * Production * Technology used * Resources utilized 	<ul style="list-style-type: none"> * Income * Standard of living * Social/Labor relations * Gender relations
B. ORGANIZATION				
1. Structure	<ul style="list-style-type: none"> * Methods of organizing for agricultural processes * Levels of participation (by men and women) 	<ul style="list-style-type: none"> * Structures organized * People (women and men) mobilized 	<ul style="list-style-type: none"> * Production * Technology 	<ul style="list-style-type: none"> * Social/Labor/ Political relations (ex. ability to challenge landlords and businessmen) * Income * Gender relations

INPUT	PROCESS	OUTPUT	PRODUCT	IMPACT
2. Leadership	<ul style="list-style-type: none"> * Methods of selecting leaders (women and men) * Methods of mobilizing leaders for agricultural process 	<ul style="list-style-type: none"> * Leaders mobilized 	<ul style="list-style-type: none"> * Production * Technology 	<ul style="list-style-type: none"> * Income * Social/Labor/Political relations * Gender relations
C. IDEASWAYS OF DOING THINGS				
<ul style="list-style-type: none"> * New ideas/norms/values propagated * Indigenous methods/values/norms identified and utilized 	<ul style="list-style-type: none"> * Methods of identifying the ideas/norms/values * Methods of propagation * Extent of propagation 	<ul style="list-style-type: none"> * Quantity and quality of capability/value formation mechanisms completed * No. of people (women and men) 	<ul style="list-style-type: none"> * Production * Technology * KAS of the people (women and men) 	<ul style="list-style-type: none"> * Income * Consciousness * Organization * Gender relations

(Note: Those in parentheses were provided by the editor.)

The identification of impact indicators for agricultural products has to consider the orientation of a people-oriented agricultural program. This means that these indicators depending on the program objectives, must be able to point out:

- the improvements in the people's socio-economic conditions (income, health and nutrition, education, clothing, housing and other social needs) broken down by strata, gender, ethnic group, etc.
- the perception of benefits from the project by the participants to ascertain certain socio-psychological impacts on various groups — women, men leaders, small owner-cultivators, etc.
- the changes in the economy and market for domestic manufacturing that provides greater benefits for the people, both women and men.
- the development in the capability of women and men individually and organizationally in terms of knowledge, attitude and skills which are necessary, not only in agricultural production, but in the total functioning in the community/society
- the levels of participation of the various social grouping in the various activities of agricultural development.
- the appropriateness and sustainability of the technology and the agricultural process as a whole.
- the breakdown of certain oppressive practices in the short-term and the restructuring of the power relations in the long-term, including both socio-economic, political and gender relations.

Furthermore, the role of the people or the beneficiaries in the task of determining which is favorable/beneficial to them cannot be ignored. Ultimately, it is still them who can really say that the agricultural programs implemented were really people-oriented. This poses a challenge to us in the conduct of the exercise in monitoring and evaluating the agricultural programs.

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