Module II

Development and the Millennium Development Goals

Introduction

Modules II and III are anchored on the Service-Learning (SL) approach as a operational strategy to integrate academic learning into experiential education for the learners. Through service learning, learners and the community are empowered in the interaction undertaken by both in the learning process. Specifically for students, it allows them to achieve their full potential by applying to real- life situations theories, procedures, and methodologies learned in the classroom and experience for themselves how they apply, or even prove to be effective, when tried in the environments these are deemed functional.
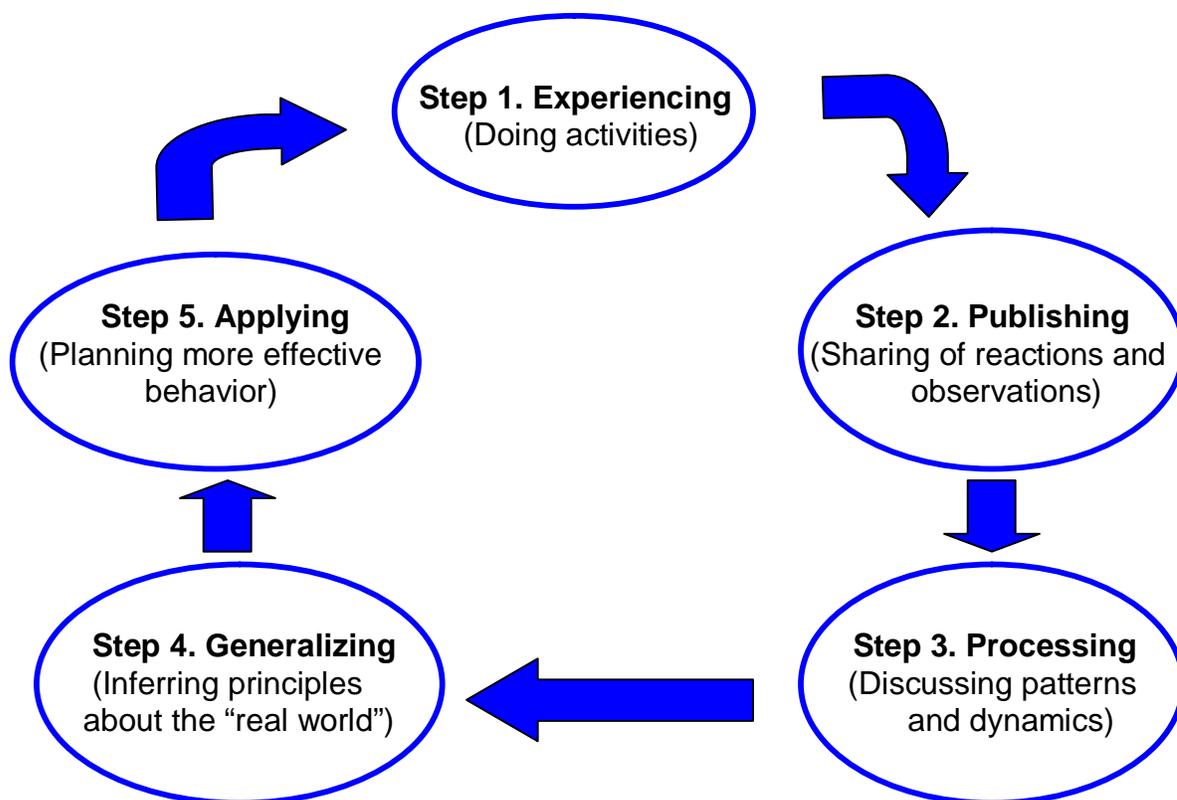
The modules are designed to allow students to evaluate the extent of their comprehension of the lessons through experience as they interact with political, social, and other formal and informal groups within the campus and in the community. The module's approach anchors on the experiential learning cycle of students as they imbibe, publish, process, generalize, and apply what they have learned in the classroom as well as in the community and reflect on how these various experiences contribute to their own understanding of the course content. This process shall be explained at the beginning of the course and shall be discussed at the end of every lesson.

With the advent of globalization, new opportunities for countries around the world have emerged through economic liberalization, foreign investment and capital flows, technological change, and information flows. However, rapid globalization has not led to equitable benefits for millions around the world.

While the reasons for unbalanced distribution of the gains of globalization vary from region to region and from one country to another, one factor is constant ---- state capacity is a necessary condition to make use of opportunities provided by globalization, promote human rights, human security, and to protect and promote the interests of vulnerable groups in the society.

The commitment to achieve the Millennium Development Goals has gathered the largest number of heads of state to do all they can to eradicate poverty, promote human dignity and equality, and achieve peace, democracy, and environmental sustainability.

Figure 1
Service-Learning through the Experiential Learning Cycle

Step 1. Experiencing
(Doing activities)

Step 5. Applying
(Planning more effective behavior)

Step 2. Publishing
(Sharing of reactions and observations)

Step 4. Generalizing
(Inferring principles about the "real world")

Step 3. Processing
(Discussing patterns and dynamics)

Through the experiential learning cycle, learners are given the opportunity to experience, through related activities, the academic content as they apply theories and concepts both in the classroom and community setting. These activities are then published by sharing reactions and observations. Processing takes place in the discussion of the dynamics of how governance affects and influences community development, is reflected when individuals interact in formal groups with in the sphere pf the academe and the local government units. The students then bring back to the classroom conclusions about their experiences for further reflection on how theories, procedures, and concepts apply in the real world.

The experience allows the students to modify their approach and application of the theories and procedures in the real world as they relate with what they have learned in the classroom. In turn, the LGU community that the students interact with also makes available a vital service with the provision of resources such as statistical data, interviews and the like. Learning also is provided to the LGU as they realize certain strengths and points for improvement in the scope and nature of governance within the context of social community development. Thus, the Experiential Learning Cycle serves

as a pedagogical framework for Service-Learning to be used as an academic approach to knowledge and capacity building for students, the community, and the local government unit.

GENERAL OBJECTIVES

Upon the use and application of this module as a guide for learning, the learners shall:

1. Be able to discuss the significance of the Millennium Development Goals in attaining equitable social development;

2. Be able to facilitate varied activities in the classroom and community that demonstrate how the MDGs serve as guide to empower the stakeholders to cooperatively participate in achieving social development;

3. Evaluate and discuss the significance of service learning as a means to assess and comprehend how and why the MDGs serve as a viable benchmark to gauge social development in the local, regional, national, and global community; and,

4. Describe the relationship and significance of the MDGs in achieving the mission, vision, and goals of academic institutions;

5. Formulate and discuss personal definitions of social development, sustainable development, human development, and sustainable human development.

Lesson 1

The Nature and Definition of Development

Specific Objectives

At the end of the lesson, the learners shall:

1. Describe the nature and evolution of the definition of development;

2. Trace the early concepts, theories, and beliefs of how academic proponents define development and explain the significance of how these ideas have influenced people and nations in the present day;

3. Describe and trace the nature of economic and social development in the Philippines; and,

4. Describe and evaluate the effectiveness of development assistance in the Philippines.

Pedagogical Activities

1. Interactive discussion / distribution of handouts
2. Slide show on the evolution of how development is perceived and defined

The Definition of Development: Its Nature and Scope

What is Development?

Development can be considered either as a process of improvement with respect to a set of values or, when comparing the relative levels of development of different countries, as a comparative state of being with respect to such values. The values in question relate to desired conditions in society.

Since 1990, the United Nations has sponsored a series of global conferences that resulted in the adoption of a comprehensive social development agenda. The 1995 World Summit on Social Development (WSSD) embraced three core objectives, namely: poverty alleviation, expansion of productive employment, and social integration. Eleven major social concerns and 53 key indicators sustained these core objectives. In September 2000, the Millennium Summit of 190 countries, including the Philippines, adopted the Millennium Development Goals (MDGs) which endeavored to capture the

most important points that were expressed in the previous world conferences. The summit identified eight goals and 14 key targets to be achieved by 2015.

Prior to the MDGs, there existed broad concepts on the eradication of poverty, reduction of unemployment and economic inequality as provided by measuring tools such as the Human Development Index (HDI) of UNDP. The difference with the MDGs is that there is now a universal agreement about what these desired conditions should be that is specific and time-bound. Through their political manifestations nations express views about the desired state of society that may change through time, adding to the complexity of looking at development.

Therefore, based on that premise, the relative level of a country's development refers to normative concepts whose definition and measurement depend upon the value judgments of the analysts involved. With the universal acceptance of the MDGs as a normative framework for development, nations now share a common set of values to base their judgments about development.

Theories of Development

The most important justification for reviewing theories of development and criticisms about them is the insight it provides into the nature and dimensions of the development process. When particular theories are expressed or adopted, it is because it was felt that they addressed themselves to some crucial variables and relationships in the development process, in a way, helping either to comprehend the process or to formulate policies to initiate the process.

Subsequently, as these theories have been found insufficient, it is because their simplifying assumptions do <u>not</u> fit the environment they are being applied to. Eventually, it is realized that the theory thought to be the chrysalis of development proved to have ignored factors found to be of significant importance especially for developing countries. By examining both the content and some alleged pitfalls of the theories, we gain an understanding of what development is really all about.

David Ricardo, *Principles of Political Economy and Taxation* (1817)[1]*,* presented several theories based on his studies of the long-range distribution of wealth. He feared increasing population would lead to a shortage of productive land; his theory of rent is based on relative land productivity. He supported the classical theory of international trade, emphasizing national specialization and freedom of competition. His labor theory of value states that wages are determined by the price of food, which in turn is

---

[1] The theories on development in this section of the module can be found in the Encarta Interactive Encyclopedia version of 2005. This source was chosen since learners of today are more attracted / inclined with the use of multimedia learning tools, and that interactive CDs are more accessible to them. However, the faculty in charge may lead the learners to printed text based materials available in the school as supplemental sources.

determined by the cost of production, itself determined by the amount of labor required to produce the food; in other words, labor determines value.

The political and economic and economic ideas of Karl Marx (1818-83) and Friedrich Engels (1820-1895) states that society inevitably develops through class struggle from oppression under capitalism to classlessness, is one theoretical giant that dominated global concepts of development. Development is subject to the control of economic forces that move all human societies along the road to socialism, through the stages of the ancient era, feudal, and capitalism, the stage that is currently occupied by most of mankind. Society is driven by self-interest, which is the mainspring of all human behavior regardless of motives professed (historical materialism); classes represent the collective expression of self-interest and all human events is nothing but class conflict that serves as a catalyst for movement through the historical stages.

Class is determined by their role in the productive process and by the division of labor, whose true interests are antagonistic to other classes. Each successive stage in history has a dominant class and has also harbored the class determined to over throw it. This results in the creation of a cyclical dialectic in which the thesis creates the antithesis[2].

However, we cannot deny that this essentialist view of class is not immune from ideological criticism. John Tosh describes this flaw as:

> *The biggest weakness of Marxist theory is that it does not recognize the strength of associations, which men and women enter into for reasons, which have nothing to do with production. Identification by religion, race, or nationality has been at least as important over the long term as identification by class. These loyalties cannot simply be dismissed as 'false consciousnesses' promoted by the ruling class to blind the lower orders to their real condition of exploitation; it is more likely they satisfy a fundamental human need[3].*

It is in this concept that Marx eradicated the 'humanity' in his presumptions and attributed all causes and results to the class struggles through time is shortsighted since to attribute all explanation of historical change to economic and material forces may be viewed short of 'total history'. The main criticism towards this approach is the limitation of looking at development from the economic perspective.

According to Adam Smith in his work *The Wealth of Nations* (1776)[4], capital is best employed for the production and distribution of wealth under conditions of governmental non-interference, or *laissez-faire,* and free trade. In Smith's view, the production and exchange of goods can be stimulated, and a consequent rise in the general standard of living attained, only through the efficient operations of private

---

[2] Tosh, John, *The Pursuit of History; Aims, Methods, and New Directions in the Study of Modern History* (Third Edition. Harlow: Adison-Wesley Longman, 1999), 155 and 159.
[3] Ibid, 153.
[4] Encarta Encyclopedia 2005.

industrial and commercial entrepreneurs acting with a minimum of regulation and control by governments. To explain this concept of government maintaining a laissez-faire attitude toward commercial endeavors, Smith proclaimed the principle of the "invisible hand": Every individual, in pursuing his or her own good is led, as if by an invisible hand (the free market economy) to achieve the best good for all. Therefore, any interference with free competition by government is almost certain to be injurious.

Although this view has undergone considerable modification by economists in the light of historical developments since Smith's time, many sections of *The Wealth of Nations*, notably those relating to the sources of income and the nature of capital, have continued to form the basis for theoretical study in the field of political economy. *The Wealth of Nations* has also served, perhaps more than any other single work in its field, as a guide to the formulation of governmental economic policies.

After the Second World War, having achieved superpower status, the United States could no longer maintain its isolationist stand and not engage itself in the global arena. As European empires were dissolved, newly independent nations emerged and sought to identify policies that would lead them from poverty and misery to development and prosperity. With the intention of promoting development and discouraging new states from adopting Communism, policy-makers and social scientists of the "west" devoted serious attention to the questions of development. The result was modernization analysis, which became especially popular in American academic circles during the 1950s and 1960s, wielding extensive influence in a wide array of academic disciplines.

These theorists concentrated on the "stages of economic growth" which looked at economic development as a series of stages through which all countries undergo, with the right combination of investment, foreign aid, and saving. One of the most prominent works to lend definition to the modernization school was W.W. Rostow's essay, *The Stages of Economic Growth: A Non-Communist Manifesto*, first published in 1960[5]. His analysis states that development from a traditional to a modern industrial society of high mass consumption was basically an economic affair.

He called the crucial stage in this development the "take off," which elevates a situation into self-sustained economic growth. The take-off would result from high levels of productive investment, amounting to 10 percent of national income. Given such investment, any society may experience the take-off and develop a flourishing industrial economy usually associated with Western nations or the First World.

---

[5] The concepts on the development theories on modernization used in this module can be found in Jerry H. Bentley's, *Shapes of World History in Twentieth Century Scholarship.* American Historical Association, University of Virginia Library Publications Office, Virginia, 1997.

The modernization analyses concentrated on themes that are absolutely crucial in the effort to understand western society in the aspects of urbanization, industrialization, science, technology, communications, mass education, and the like. They succeeded especially well in analyzing developments within a society such as capital investment, the building of transportation and communications infrastructure, the development of work ethic, and the organization of mass public education that all worked together to bring about modernization or development. This ideology then fostered the thought that the road to development for all nations was possible if the "western" non-communist formula of modernization was to be adopted.

However, the modernization school faced challenges by the 1970s, which questioned the rationality of the western model of democracy that claimed a guarantee to progress and prosperity. This occurred when insurgency and revolution ravaged the Third World that disenchanted many, where people began to question the Eurocentric assumptions that the Western peoples have found the road to development (modernity), and all should follow. The situation was further aggravated by unpopular policies that were imposed on former European and American colonies by their former occupants. This led to the rise of the "structural-internationalists."

The new approach examines the occurrence of underdevelopment as influenced by international and domestic power relationship, institutional and structural economic rigidities, and the resulting propagation of dual economies and societies (as dictated by political and economic ideologies adopted by nations). The eradication of poverty, provision of diversified employment opportunities, and the reduction of income inequalities are the main focus that attributes underdevelopment to the unequal international capitalist system. The coexistence of poor and rich nations results in an inequitable power relationship that makes development effort by the poorer nations difficult, and even impossible.

In 1979, the Nobel Prize for economics was awarded to **T.W. Schultz** [6] whose major contribution to development economics was to show that the **behavior of people** in developing countries is, like the people in the developed countries, that of *homo economicus*, reacting to incentives and opportunities. He stressed on the importance of investing in human capital (skills and knowledge) to increase productivity (especially agriculture) and entrepreneurship.

In 1993, another Nobel laureate, **R.W. Fogel**, emphasized the importance of **"people development"** in another way. Taking a historical view, he underscored the importance of the contribution of technological change to physiological improvements. He concluded that the"*technophysio"* evolution (as he termed it) accounted for about half of British economic growth over the past two centuries. He stated: "Much of this gain was due to the improvement in human thermodynamic efficiency." The rate of

---

[6] The information on the Nobel Prize winners and their theories on development used in this module can be found in the work of Mary E. Young, ed. *From Early Child Development to Human Development*. The World Bank, Washington, D.C., 2002.

converting human energy into work output appears to have increased by about 50 percent since 1790. He was also one of the few economists who recognized the importance of long-term health effects from deprivation during early childhood.

A. Sen, who received the Nobel Prize in 1998, also recognized the central role of **investing in people.** The resulting higher income, from higher productivity, reduced poverty and increased economic well-being. However, he also underscored better health, higher education levels, and improved nutrition as separate goals which, in addition to higher income, represent non- monetary aspects of the **quality of life (human development)** that are valuable in themselves. He extended his concept by emphasizing that individual freedom was the ultimate goal of economic life. He defined freedom as freedom from hunger, disease, ignorance, all forms of deprivation, poverty, as well as political and economic freedom and civil rights.

Since then, the concept of development has considerably changed from the restricted focal point on the economic facet, to include the political and social aspect in which development is not just measured by economic benchmarks, such as GNP and GDP, but by looking into the redistribution of wealth and income, the poverty line, efficiency and effectiveness of government services, and individual well-being. With these aspects, the concept of social development emerged, in which the term "social" referred to non-material or less economic factors that contributed to the overall quality of life that included aspects that were more concerned with people rather than with material things.

One conclusion emerges from the attempt to define development – and it is that as a process it is not synonymous with economic growth. It is conceivable that, in a particular country, the average GNP per capita might have risen, while at the same time income inequality increased. The poor become poorer and no evident progress is seen in other development goals. This situation can be considered as economic growth with negative development.

This understanding allows societies from various political and cultural environments to claim to have achieved development, for as long as their policies and programs have contributed to the betterment of people's conditions, thus may be considered as a component of social development.

As a result today, the scope of social development would include the extent of availability of basic life-sustaining goods such as food, shelter, health protection; the degree of increase in levels of living which go beyond higher incomes since development would include more jobs, better education and greater attention to cultural and humanistic values that promotes individual self esteem. The concepts now formulate the understanding of progress as sustainable human development. In module III, sustainable human development is measured from the earliest stages of life by looking at the Quality of Life Index (QLI) which is similar to the Human Development Index (HDI) of UNDP. The indicator measures human development by looking at the

capability to be well nourished; the capability for safe re[production; and the capability to be educated and be knowledgeable[7].

Furthermore, development is also viewed as the extent to which economic and social choices of individuals and nations are provided to free themselves from servitude and dependence in relation to other people and nation-states, as well as freedom from the forces of ignorance and human misery.

The succeeding section discusses the nature and state of social development from a historical perspective. The discussions pertain to the prevailing issues that have influenced the attainment of social developmental goals in the Philippines.

TOTAL UPLIFTMENT OF PEOPLE'S LIVES = HUMAN DEVELOPMENT = ECONOMIC DEVELOPMENT

Should we look at development this way? Why or why not?

Development in the Philippines: A Brief History

The Land Tenure System

Whenever development is discussed in the Philippine context, it is crucial to understand the role of agriculture and its impact on the nation. Since our history is closely tied to the land, the events that shaped how this resource has been utilized give us a foundational perspective of our development.

As a former colony of Spain, the Philippines inherited a land tenure system that was feudal in character. Large tracts of land were in the hands of a few, while the tillers worked the land as sharecrop tenants. Vast landholdings were appropriated by religious orders – the friar lands which were owned by various religious orders in the Philippines.

During the Spanish regime, the government attempted to systematize land tenure by urging landowners to secure titles to their lands. But the system worked in reverse because it led to land grabbing by the affluent and influential groups, and relegated small landowners to the role of share-tenants.

---

[7] For further analysis of performance of the Philippines in terms of achieving QLI and HDI please refer to the Reader Volume, *Statistical Annex.*

During the first Philippine Republic established immediately after the Revolution of 1896, the government headed by Gen. Emilio Aguinaldo attempted to confiscate the large estates, especially the friar lands. Since the Republic was short-lived, the plan did not materialize.

During the American colonial rule, the Commonwealth period, and after the proclamation of independence, several laws were passed to regulate and improve land tenure. Unfortunately, despite these efforts land distribution and use was still unequal due to rampant circumvention of sharecropping regulations, failure to implement owner-cultivatorship, and the failure to convert tenants into leaseholders due to legal and procedural roadblocks by landowners and lawmakers. Thus, as a result of the prevailing feudal system to this day, we have an economy that has brought development only to a privileged few.

Development Strategies in the Philippines: The Nature of Debt and Structural Adjustments and its Implications on Developmental Thrusts

Retelling the Philippine debt story allows us to have a clear picture of the nature of "development assistance" in the Philippines through the years. It provides answers to questions like, "Why is development slow in the Philippines?" Or, "How is it that amidst growths in GNP and GDP a large number of the population remains poor?" To understand the importance of the MDGs, our debt story provides for us a meaningful cause to further promote the attainment of the MDGs. Furthermore, by understanding development strategies adopted by the Philippines, the challenges posed to those tasked to bring about change in the quality of life of each Filipino is deemed crucial.

Structural adjustment (SA) is the process of changing certain economic and financial practices of a country in order to get it out of a deficit. Another aim of SA is growth for a poor country. This process involves short-term (1-3 years) measures called *stabilization* primarily aimed at reducing government expenses. SA also involves a series of steps whose aim is to increase government earnings that take a longer period of time (4 years or longer)[8]. In the Philippines, SA has been part and parcel of preconditions prior to the granting of financial assistance from partner countries and international financial institutions. These measures include austerity measures, liberalization, currency devaluation, tight money supply, high interest rates for loans, and privatization.

Early SA measures in the Philippines came in the form of the Bell Trade Relations Act that provided free trade with the United States until 1954 and was a precondition to the granting of independence by the United States. After such, goods coming from the Philippines would be taxed 5 percent and increased yearly until 100

---

[8] The concepts on Structural Adjustment Programs (SAP) in this module can be found in *Sapped! A Primer on Structural Adjustment*. Freedom from Debt Coalition, UP Diliman, Quezon City, Philippines, 1993.

percent is reached by 1974 and American goods would come in tax-free. It also provided Parity Rights to the Americans, which allowed them to exploit, dispose, and develop all natural resources in the country, as well as control of all public utilities. These measures were deemed as prerequisites in the Tydings Rehabilitation Act to the release of the amount of $620 million for a much needed post-World War II reconstruction. On March 17, 1947 the amendments to the Constitution were approved in order to accommodate the provisions of the Bell Trade Act.

In the 1960s, the Philippines availed of loans through the International Monetary Fund (IMF) to serve as stabilization loans. By 1972, then President Ferdinand E. Marcos created the National Economic Development Authority (NEDA) with the purpose of overhauling the economy to a labor-intensive and export-oriented agenda of industrial development. President Marcos took over big industries owned by the ruling elite who opposed him, giving him control of the economy and changing it according to his whims and caprices.

In 1974, a partner lending institution of the IMF, the World Bank (WB), determined that the measures implemented by the Marcos government failed to boost the economy, and up until 1979, economic growth was still not showing any improvement.   The WB then offered in 1980 its first Structural Adjustment Loan (SAL) in the amount of $200 million which Marcos accepted, the country being short of funds. The Structural Adjustment Program (SAP) 1 was implemented for three years. In 1983, the crisis brought about by the assassination of staunch Marcos critic, former Senator Benigno "Ninoy" Aquino, added to the worsening economic situation, forcing Marcos to borrow anew $300 million, thus launching SAP 2.

In 1986, with Marcos finally out of power, hopes were high with Ninoy's widow, Cory Aquino, taking the reins as President. Marcos and his cronies left her with a debt-ridden economy amounting to $26 billion. Unfortunately, in a visit to the US, President Aquino promised to pay all debts, including those tainted with fraud, which the Filipino nation never benefited from. Because of this honorable debtor policy, coupled with the two SAPs, it has caused oil price hikes, freeze in the hiring of government employees, budget cuts for infrastructure, and anti-poor taxes.

From 1991-1992, with the economy still in a slump, the 21st SA called Economic Stabilization Program was implemented in the country, the third under President Aquino that dictated the reduction of government spending, less infrastructure, freeze in the hiring of new government employees, lay-offs, reduction of budgets for government agencies, and the removal of subsidies for rice and fuel oil. The removal of subsidies for fuel oil caused the increase in power rates.

In conclusion, the implementation of the SAPs, which were measures designed to assist and bring about development to the country, resulted to more debts and created a situation of perpetual dependency on lending institutions for financial aid because of dictated measures that proved to be detrimental to development goals. The most disparaging of all measures to address our debt problem was the prioritization of

debt payments charged to the national budget of the country.   Table 1 below illustrates this dilemma.

Table 1
Sectoral Percentage Share in National Budget

Particulars	% Share to Total NG Budget					
	1999	2000	2001	2002	2003	2004
Economic Services	24	24.5	22.1	21	20.2	18.03
Social Services	33.2	31.2	30.4	30.7	29.6	28.73
Defense	5.7	5.3	5.1	5.5	5.1	4.99
General Public Services	18.2	18	17.1	17	16.7	16.21
Net Lending	0.6	0.4	0.6	1	0.7	0.64
Debt Service	18.3	20.7	24.7	24.9	27.8	31.4
TOTAL	**100**	**100**	**100**	**100**	**100**	**100**

Source: PowerPoint Presentation of Prof. Leonor M.Briones, *The MDGs: Opportunities and Challenges for Civil Society*, NCPAG, UP, Diliman.
(Refer to CD Rom for full presentation, Module II folder, Public Debt and Debt Figures)

The highest budget allocation for debt servicing was from 1980-89 when the government declared our "honorable debtor policy" which reached an average ratio of 32.99% and continued to remain high from 1990-1997 reaching 19.99%[9] . In a report of the World Bank entitled "Filipino Report Card on Pro-Poor Services" released in 2000, the following summary of conclusions were arrived at:

Health

➢ The non-poor use health facilities more than the poor due to high costs of health care.
➢ Public facilities are low in cost but inferior in quality.
➢ Primary facilities (barangay health stations) are frequently bypassed due to inferior quality of services (facilities and personnel).
➢ Government hospitals require quality upgrading.
➢ The poor pay more but get less—the modest health care spending of the poor absorbs a larger share of their income than does the health care spending of the rich.
➢ Less than 1 percent of the poor are covered by insurance. Insurance coverage could lighten medicine burden of Filipinos.

---

[9] World Bank, *World Debt Tables*, various years, and Global Development Finance 1997 and 1998 (Vol. 2); BSP for 1997 data.

➢ High prices of medicines are a burden. The Philippines has the highest prices of medicines among the ASEAN member-countries.

Education

➢ Dropouts are mostly from poor families; 60 percent do so in Grades 4 and 5.
➢ Children drop out for health and economic reasons.
➢ Public schools are low in cost but inferior in quality.
➢ Public elementary education is far from free. Families spend 2 percent of total household expenditures on each child enrolled and 1/5 of this amount goes to miscellaneous fees and donations for the schools' maintenance. Transportation accounts for one-half of education expenses and one-fourth for uniforms.

Water Service

➢ Two out of five Filipinos do not get water from formal sources. Almost 40 percent of consumers devise their own way to secure water.
➢ Only one-fourth of the nation's poor get water piped to their homes.
➢ Rural communities in Mindanao are underserved.
➢ The poor and rural households are more vulnerable to diseases like malaria, gastroenteritis, dengue fever, and typhoid caused generally by scarce, contaminated water.
➢ Quality of water in rural households is considered unsafe as evidenced by spending more than twice as much on treating water as they do in their utility bills. The poor have to allocate a larger percentage for water than the rich, depleting their meager incomes.
➢ The rich are subsidized more than the poor. Piping systems get the largest subsidies and are prevalent in the non-poor urban centers.

Housing

- Dissatisfaction with housing is widespread.
- Among expenditure groups, the poor have the lowest proportion of households owning residential land. Land tenure is vital to housing satisfaction. This situation dampens the advantage of the poor who can build their own houses but do not have the land to build on.
- Access to housing programs is very limited. When this survey was conducted, housing assistance had the lowest access.
- Government housing assistance benefits those who need it least. Only 21 percent of beneficiaries come from the poor and the rest come from the rich and middle-income households. Most of these projects are located in the NCR urban regions.
- The poor are excluded from housing associations. The SSS, GSIS, and PAG-IBIG require a two-year contribution period before qualifying for assistance. This practice discriminates against the poor since only 3 percent can afford to become members because of unrealistic payment requirements. Only 5 percent of rural applications are approved as compared to the rich that reaches 47 percent, and 95 percent of approved applications are found in urban areas.
- Rejection by clients of housing assistance is high due to long waiting time, additional transaction costs, and long distances to urban centers in order to pay.

Distribution of Subsidized Rice

- Availability of NFA rice is limited. NFA rice is supposed to ensure stable prices and supplies by its presence in the market, but only 15 percent of the survey's respondents buy NFA rice, signaling its limited participation in the market.
- NFA rice has disproportionately reached the poor since anyone can purchase it as long as stocks allow.
- The non-poor enjoys a bigger subsidy since middle-income and rich households purchase more NFA rice than the poor. Worse, it is fed to domestic helpers and pets.
- NFA rice is low in cost, but inferior in quality.
- The non-poor patronizes supposed pro-poor stores more. An example of this was the ERAP (Enhanced Retail Access for the Poor) stores which the middle-income and rich households had more access to due to awareness and location.
- Mindanao is excluded from a supply of NFA rice.

So where has the development strategies driven us so far?

WAIT A MINUTE!

SINCE THE WORLD BANK ITSELF KNOWS ABOUT OUR PLIGHT, SHOULDN'T THEY GIVE US A BREAK WITH OUR LOANS AND IMPOSITION OF STRUCTURAL ADJUSTMENT MEASURES?

These alarming conditions show the effects of the huge allocations of debt servicing to life-sustaining sectors of the national budget. Suggested measures to address this barrier to genuine development are: 1) negotiate the reduction of official debts; 2) cancel fraudulent loans and automatic appropriations in the budget; 3) reduce debt payments; 4) increase spending for health, education, and other basic social and economic services; and, 5) reform the tax system and make it more progressive and more efficient[10].

Human development is about people; it is about expanding their choices to live full, creative lives with freedom and dignity. Economic growth, increased trade and investment, and technological advancement are all-important. But they are just means, not the ends. Fundamental to expanding human choices is building human capabilities -- the range of things that people can be.

To further appreciate this concept of development, Lesson two of this module will give a comprehensive listing and brief discussion of the origin, nature and importance of the Millennium Development Goals (MDGs) to social development. The MDGs are perceived today as a guide that encapsulates a more ideal meaning and scope of development that is specific and time bound.

---

[10]Please refer to CD volume, Module II Folder, *Briones-Fiscal Crises and in the reader volume, May Pera pa ba?* For further discussion issues. In the Reader Volume, also refer to the *Statistical Annex* for data on socio-economic indicators.

Lesson two discusses the origin and nature of the Millennium Development Goals and how it is perceived as an acceptable benchmark for gauging social development for governments and its people.

Evaluation

I. Essay

1.) Differentiate the various schools of thought that have propagated concepts of development.
2.) Explain the significance of the shift in how people and nations perceive development.
3.) How do you evaluate development in the Philippines? Which theories do you think may be applied to the Philippines? Explain your answer.
4.) How do you define social development, sustainable development, human development and sustainable human development?

II. Graded Recitation

Lesson 2

The Millennium Declaration and the Formulation of the Millennium Development Goals[11]

Specific Objectives

At the end of the lesson, the learners shall:

1. Describe the nature and scope of the Millennium Declaration;

2. Identify and enumerate the eight Millennium Development Goals and understand its key targets, and;

3. Verbalize the relevance and significance of the Millennium Declaration and the MDGs in relation to the changing views and concepts of social development.

Pedagogical Activities

1. Interactive discussion
2. Distribution of handouts on the Millennium Declaration and the MDGs
3. Viewing of slide show on the Millennium Declaration and the MDGs

Millennium Development Goals and Social Development[12]

The September Millennium Summit led to the adoption of the MDGs as a development benchmark for many countries. This historic landmark led to the normative framework, the vision of shared development priorities, and specific time-bound targets to be attained, all leading to social development aspirations of committed countries. Since then, the MDGs have been globally accepted by developing countries, donors, civil society, and development institutions as benchmarks of progress to meet the needs of the poor. The Millennium Development Project has provided a practical "social development compass" for national governments to use as guides for their programs and projects to attain development beyond the economic sphere. The MDGs and the larger development agenda have provided a global blueprint for cooperation at the local, national, regional, and global levels.

---

[11] For further reference on the origin of the MDGs, please refer to the CD volume, Module II Folder, ppt. presentations titled Millennium Project (PDF), Crafting a Legislative Agenda (VCD), GCAP Videos, and MDG Theme song *Tayo-Tayo*. The videos can be useful as an introductory material before classroom discussion.

[12] For reference on the Philippine performance on the MDGs, data is available in the CD volume, Module II. The power point presentations give varying views on how the Philippines has performed in attaining the goals.

The United Nations Millennium Declaration
(Excerpts from the resolution adopted by the General Assembly[13])

"In addition to our separate responsibilities to our individual societies, we have a collective responsibility to uphold the principles of human dignity, equality, and equity at the global level. As leaders we have a duty, therefore, to all the worlds' people, especially the most vulnerable and, in particular, the children of the world to whom the future belongs."

This statement was made in New York during the General Assembly meeting on September 6-8, 2000 by the heads of states and governments that reaffirmed their faith to seven focal commitments, namely: peace, security and disarmament, development and poverty eradication, protecting our common environment, human rights, democracy and good governance, and protecting the vulnerable. Synopses of the declaration's main commitments are described below.

I. Values and Principles
- "The challenge is to ensure that globalization becomes a positive force for the world. For while globalization offers great opportunities, its benefits are very unevenly shared and its costs are unevenly distributed. Only through broad and sustained efforts can it be made fully inclusive and equitable."
- Essential values to consider:

  ~ **Freedom**. Men and women have the right to live their lives and raise their children in dignity, free from hunger and from the fear of violence, oppression or injustice. Democratic and participatory governance on the will of the people best assures these rights.

  ~ **Equality**. No individual and no nation must be denied the opportunity to benefit from development. The equal rights and opportunities of women and men must be assured.

  ~ **Solidarity**. Global challenges must be managed in a way that distribute the costs and burdens fairly in accordance with basic principles of equity and social justice. Those who suffer or who benefit least deserve help from those who benefit most.

  ~ **Tolerance**. Human beings must respect one another, in all their diversity of belief, culture, and language. Differences within and between societies should be neither feared nor repressed, but cherished as a precious asset of humanity. A culture of peace and dialogue among all civilizations should be actively promoted.

---

[13] Human Rights Communication, Series 1. *Linking Human Rights with the United Nations Millennium Declaration and Millennium Development Goals*. Republic of the Philippines Commission on Human Rights, 2005. Full text is available in the Reader Volume of this teaching guide.

~ **Respect for Nature**. Prudence must be shown in the management of all living species and natural resources, in accordance with the precepts of sustainable development. Only in this way can the immeasurable riches provided to us by nature be preserved and passed on to our descendants. The current unsustainable patterns of production and consumption must be changed in the interest of our future welfare and that of our descendants.

~ **Shared Responsibility**. Responsibility for managing worldwide economic and social development, as well as threats to international peace and security, must be shared among the nations of the world and should be exercised multilaterally. As the most universal and most representative organization in the world, the United Nations must play a role.

II. Peace, Security, and Disarmament

- To free peoples from the scourge of war, whether within or between states; to seek to eliminate the dangers posed by weapons of mass destruction.
- To resolve, therefore:

    ~ to strengthen respect for the rule of law in international as in national affairs, in particular to ensure compliance by member states with the decisions of the International Court of Justice and the Charter of the United Nations;

    ~ to make the United Nations more effective in maintaining peace and security by giving the resources and tools it needs;

    ~ to take concerted action against international terrorism;

    ~ to redouble efforts to counter the world drug problem;

    ~to intensify efforts to fight transnational crime;

    ~ to strive for the elimination of weapons of mass destruction.

- To make arms transfer more transparent and support regional disarmament measures.

III. Development and Poverty Eradication

- To free our fellow men, women, and children from the abject and dehumanizing conditions of extreme poverty.
- To create an environment that is conducive to development and the elimination of poverty.
- To commit to an open, equitable, rule-based, predictable, and non-discriminatory multilateral trading and financial system.
- To address the special needs of the least developed countries (LDCs).
  - ~ to adopt a policy of duty and quota free access for all exports from the LDCs;
  - ~ to implement the enhanced program of debt relief for the heavily indebted poor countries;
  - ~ to grant more generous development assistance.
- To deal comprehensively and effectively with the debt problems of low and middle-income developing countries.
- To address the special needs of Small Island and landlocked developing states.
- To resolve that, by the year 2015:
  - ~ to halve the proportion of the world's people whose income is less than one dollar a day and the proportion of people who suffer from hunger, and to halve the proportion of people who are unable to reach or afford safe drinking water;
  - ~ to ensure that children everywhere will be able to complete a full course of primary schooling, and that girls and boys will have equal access to all levels of education;
  - ~ to reduce maternal mortality by three quarters and under-five child mortality by two-thirds of their current rates;
  - ~ to halve, halt, or reverse the spread of HIV/AIDS;
  - ~to achieve by 2020 a significant improvement in the lives of that least 100 million slum dwellers.
- To resolve:
  - ~ to promote gender equality and the empowerment of women as effective ways to combat poverty, hunger and disease, and to stimulate development that is truly sustainable;
  - ~ to develop and implement strategies that will give young people everywhere a real chance to find decent productive work;
  - ~ to encourage the pharmaceutical industry to make essential drugs more widely available and affordable by all;
  - ~ to develop strong partnerships with the private sector and civil society organizations in pursuit of development and poverty eradication.

IV. Protecting our Common Environment

- To spare no effort to free all of humanity from the threat of living on a planet spoiled by human activities and whose resources would no longer be sufficient for their needs.
- To reaffirm support for the principles of sustainable development.
- To adopt a new ethic of conservation and stewardship that will resolve:
  ~ to intensify collective efforts for the management, conservation, and sustainable development of all types of forests;
  ~ to stop the unsustainable exploitation of water resources by developing water management strategies that promote both equitable access and adequate supplies;
  ~ to intensify cooperation to reduce the number and effects of natural and man-made disasters.

V. Human Rights, Democracy, and Good Governance

- To respectfully uphold the Universal Declaration of Human Rights.
- To strive for the full protection and promotion in all countries of civil, political economic, social, and cultural rights for all.
- To strengthen the capacity of all countries to implement the principles and practices of democracy and respect for human rights.
- To combat all forms of violence against women.
- To ensure respect and protection of the human rights of migrants, migrant workers and their families, and to eliminate the increasing acts of racism and xenophobia.
- To work for more inclusive political processes, allowing genuine participation by all citizens in all countries.
- To ensure the freedom of media and the right of the public to have access to information.

VI. Protecting the Vulnerable

- To ensure that the children and all civilian populations that suffer disproportionately the consequences of natural disasters, genocide, armed conflicts, and other humanitarian emergencies are given every assistance and protection so that they can resume a normal life as soon as possible.

VII. Meeting the Special Needs of Africa

- To support the consolidation of democracy in Africa and assist Africans in their struggle for lasting peace, poverty eradication, and sustainable development, thereby bringing Africa into the mainstream of the world economy.

VIII. Strengthening the United Nations

- To make the United Nations a more effective instrument for pursuing all of these priorities: the fight for development for all peoples of the world; the fight against poverty, ignorance, and disease; the fight against injustice; the fight against violence, terror, and crime; and, the fight against the degradation and destruction of our common home.

> **The Millennium Development Goals –**
> 8 goals and 14 targets to be achieved by 2015
> by 190 signatory countries[14]

Goal 1: Eradicate extreme poverty and hunger

➢ Halve the proportion of people living in extreme poverty within 1990-2015.
➢ Halve the percentage of population below minimum level of dietary energy consumption & halve the proportion of underweight children (under 5 years old).

Goal 2: Achieve universal primary education

➢ Achieve access to primary education by 2015.

Goal 3: Promote gender equality and empower women

➢ Eliminate gender disparity in primary & secondary education, preferably by 2005 & all levels of education not later than 2015.

Goal 4: Reduce child mortality

➢ Reduce Children under five mortality rate by two thirds by 2015.

Goal 5: Improve maternal health

➢ Reduce maternal mortality rate by three quarters by 2015.
➢ Increase access to reproductive health services to 60 percent by 2005, 80 percent by 2010, and 100 percent by 2015.

---

[14] Please refer to CD volume, Module II Folder, ppt. presentations titled Philippine MDG Targets, Capones-MDG-Government Perspective.

Goal 6: Combat HIV/AIDS, malaria, and other diseases

> ➢ Halt/reverse the spread of HIV/AIDS by 2015.
> ➢ Halt by 2015 and begin reverse the incidence of malaria and toher major diseases.

Goal 7: Ensure environmental sustainability

> ➢ Implement national strategies for sustainable development by 2005, to reverse loss of environment resources by 2015.
> ➢ By 2020, to achieve a significant improvement in the lives of at least 100 million slum dwellers.

Goal 8: Develop a global partnership for development

> ➢ Develop further an open, rule-based, predictable, non-discriminatory trading and financial system; include a commitment to good governance, development and poverty reduction –both nationally and internationally.

> ➢ Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debts sustainable in the long run.
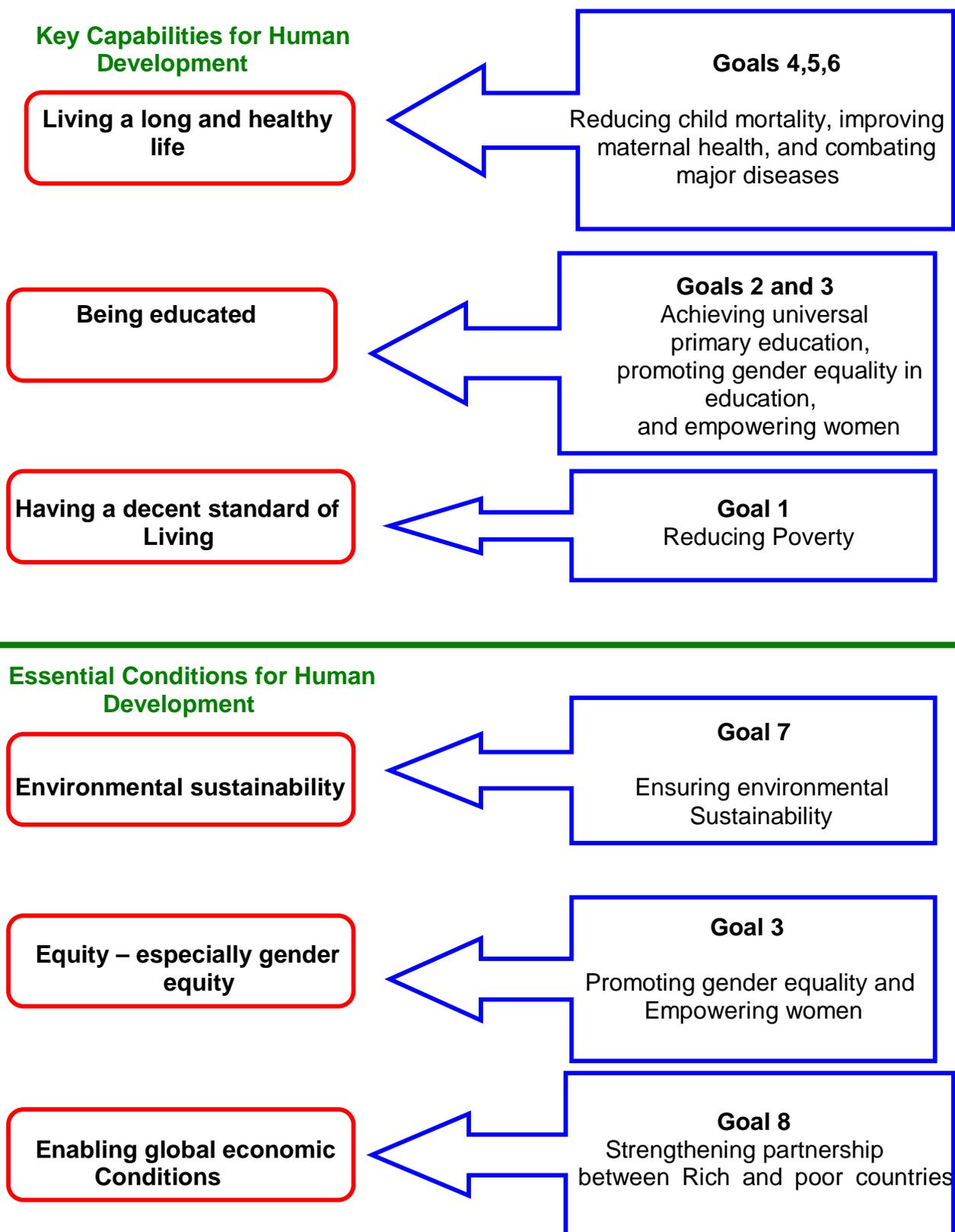
The MDGs as Goals and Targets to achieve Social Development[15]

As mentioned in lesson 1, the MDGs serve as an archetype to allow development policy makers, those tasked to implement these policies, and those who are the recipients of these policies, to realize what real development is all about. The illustration below shows the link between human development and the Millennium Development Goals by associating key capabilities for human development and the essential conditions for human development to each of the MDGs.

---

[15] Concepts on the MDGs as a developmental goal are taken from the book published by the Government of the Philippines and United Nations Development Program. *Engaging People and Communities: Advancing Governance Reforms through the Realization of the Millennium Development Goals*, Manila, Philippines, 2004.

Figure 2
The Relationship between Human Development and the MDGs

Key Capabilities for Human Development

Living a long and healthy life	**Goals 4,5,6** Reducing child mortality, improving maternal health, and combating major diseases
Being educated	**Goals 2 and 3** Achieving universal primary education, promoting gender equality in education, and empowering women
Having a decent standard of Living	**Goal 1** Reducing Poverty

Essential Conditions for Human Development

Environmental sustainability	**Goal 7** Ensuring environmental Sustainability
Equity – especially gender equity	**Goal 3** Promoting gender equality and Empowering women
Enabling global economic Conditions	**Goal 8** Strengthening partnership between Rich and poor countries

Thus, the MDGs, when adopted by governments as a development goals and targets, allows the state to realize their inherent right, duty, and responsibility to comprehensive social development since government now takes on three critical roles. Understanding these three roles provides a way to appreciate the links between the MDG goals and the **key *capabilities for human development***; and ***essential conditions for human development***. These roles are: 1) to create an enabling environment for participating effectively in a global economy so that all segments of the population are able to benefit from international trade and investment; 2) to focus on gender sensitive - pro-poor policies that combat poverty and enhance the capacities of the poor to participate in productive activities; and, 3) to strengthen the capacity of public institutions to promote socially equitable development and enhance people's participation in the decision-making process.

Significantly, comprehending these key capabilities and essential conditions to understand social development also defines how the world views sustainable human development.

Lesson three discusses the reasons why social development is an inherent right of people and why governments should view their duties and responsibilities as a fulfillment of a basic human right. The attainment of the MDGs is now interpreted as a fulfillment of a right whose end goal and result is social development.

Evaluation

I. Essay

1.) How do the MDGs relate to the current definition of social development as discussed in Lesson 1?
2.) What is the significance of the Millennium Declaration and the MDGs to yourself and your family?
3.) How do you define social development, sustainable development, human development and sustainable human development?

II. Graded Recitation

Lesson 3

The Rights-Based Approach in Attaining the Millennium Development Goals

Specific Objectives

At the end of the lesson, the learners shall:

1.) Describe the nature and scope of the Rights-Based Approach and its role in attaining social development; and,

2.) Explain how the Rights-Based Approach can be utilized as a framework for development and attainment of the MDGs.

Pedagogical Activities

1.) Interactive discussion
2.) Distribution of handouts on the Rights-Based Approach
3.) Viewing of slide show on the Rights-Based Approach
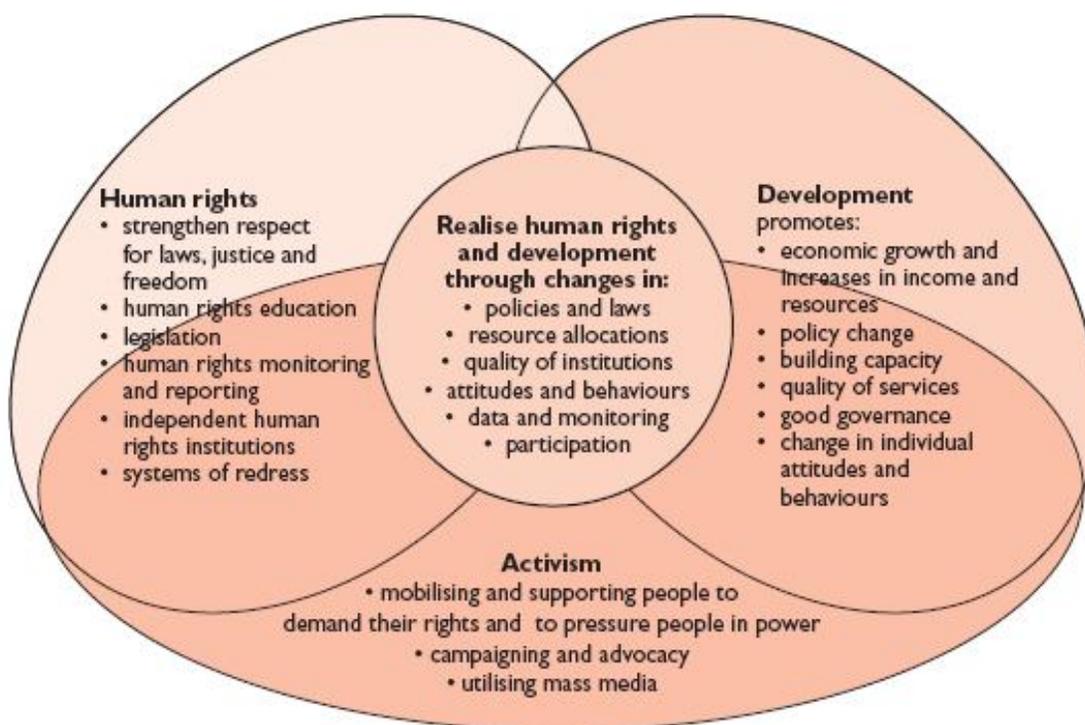
The Rights-Based Approach

Development should be assessed in terms of its success in improving the lot of the members of society, particularly the most vulnerable and disadvantaged. Human rights are the supreme, inherent and inalienable rights to life, to dignity, and to self-development; it is the essence of these rights that make man human. The 1986 UN Declaration on the Right to Development states, "The right to development is an inalienable human right by virtue of which every human person and all peoples are entitled to participate in, contribute to and enjoy economic, social, cultural, and political development in which all human rights and fundamental freedoms can fully be realized" [Art.1 (1)].

The Rights-Based Approach is a conceptual framework for the process of human development that is based on international human rights standards and directed to promoting and protecting human rights. From a human rights perspective, it facilitates the attainment of the MDGs by identifying the root causes of poverty by providing a holistic picture of development issues, bringing gender into the forefront of development, perceiving development as an empowering process, providing a basis to objectively assess the contribution of a particular intervention in changing the lives of the poor, providing objective standards that can be used as a guide in a dynamic process because they include guidance for immediate and progressive realization of development, and finally, by strengthening the accountability in the development process because human rights imply human duties. Figure three below illustrates these concepts with emphasis on *Activism* by the stakeholders (Gov't. officials, civil society,

NGOs, and the general public) themselves in order to fully take advantage of realizing human development as an inherent right.

Figure 3

Rights-based approaches: combining human rights, development and activism

Human rights
- strengthen respect for laws, justice and freedom
- human rights education
- legislation
- human rights monitoring and reporting
- independent human rights institutions
- systems of redress

Realise human rights and development through changes in:
- policies and laws
- resource allocations
- quality of institutions
- attitudes and behaviours
- data and monitoring
- participation

Development promotes:
- economic growth and increases in income and resources
- policy change
- building capacity
- quality of services
- good governance
- change in individual attitudes and behaviours

Activism
- mobilising and supporting people to demand their rights and to pressure people in power
- campaigning and advocacy
- utilising mass media

Source: Joachim Theis. *Promoting Rights Based Approaches* found in the PowerPoint presentation of Atty. Anita M. Chauhan, PhD delivered on July 15, 2005 during the ASPAP conference held at NCPAG, UP Diliman. Refer to full presentation in the CD Volume. Module II. 01-CHR-MDG Localization.

President Gloria Macapagal-Arroyo has stated that the MDGs will be used as "a standard by which people and the international community can judge government's ability to provide a life of dignity for all Filipinos, especially the poor – an instrument and benchmark to tack performance in terms of meeting the country's development goals" (NEDA 2003). In order to attain the MDGs, the rights-based approach should serve as the development framework in order to ensure that the development thrusts of the government and other significant stakeholders (civil society and NGOs) are focused on addressing the poor and the marginalized. Initial reports on the progress on MDG targets reveal that the country is generally working towards meeting its goal at the national level. However, looking at the breakdowns on the local level, there is a wide disparity among regions and provinces. This means that a lot of work still needs to be done. The elements of the RBA to development include: expressed linkage to rights,

accountability, empowerment, participation, and non-discrimination and attention to vulnerable groups.

In placing significance on these elements in the context of the Rights-Based Approach to development, it would then include the convergence of human rights and development that is facilitated through governance. The principles, concepts, and contents of every right are supplied systematically and methodically to the government processes and the assessment of how well a state achieves its fundamental duty to protect, respect, and fulfill human rights which are actually, a governance issue. The true test of good governance is the degree to which it delivers on the premise of human rights. The key question is: Are the institutions of governance effectively guaranteeing the right to health, adequate housing, sufficient food, quality education, fair justice, and personal security?

To further facilitate the attainment of the MDGs through the RBA, state governance must link any or all governance functions, programs and projects with human rights (economic, political, and administrative) and translate in operational terms human rights principles, concepts, national and international standards and norms and its integration into the development plans, policies, programs and delivery processes of governance and development, apply national and international human rights standards and norms into governance decision-making, policy formulation and development, legislation, administrative issuances, development and fiscal planning, program, project, and enterprise development. The RBA uses the concepts of state obligations, duty holder for both state and non-state actors, claim holder for people's rights entitlements and progressive realization of national and international human rights standard and norms in organizational/institutional planning, review, audit, problem and situation, diagnosis, and the like (Rights-Based Approach to Development Design Report , 2003).
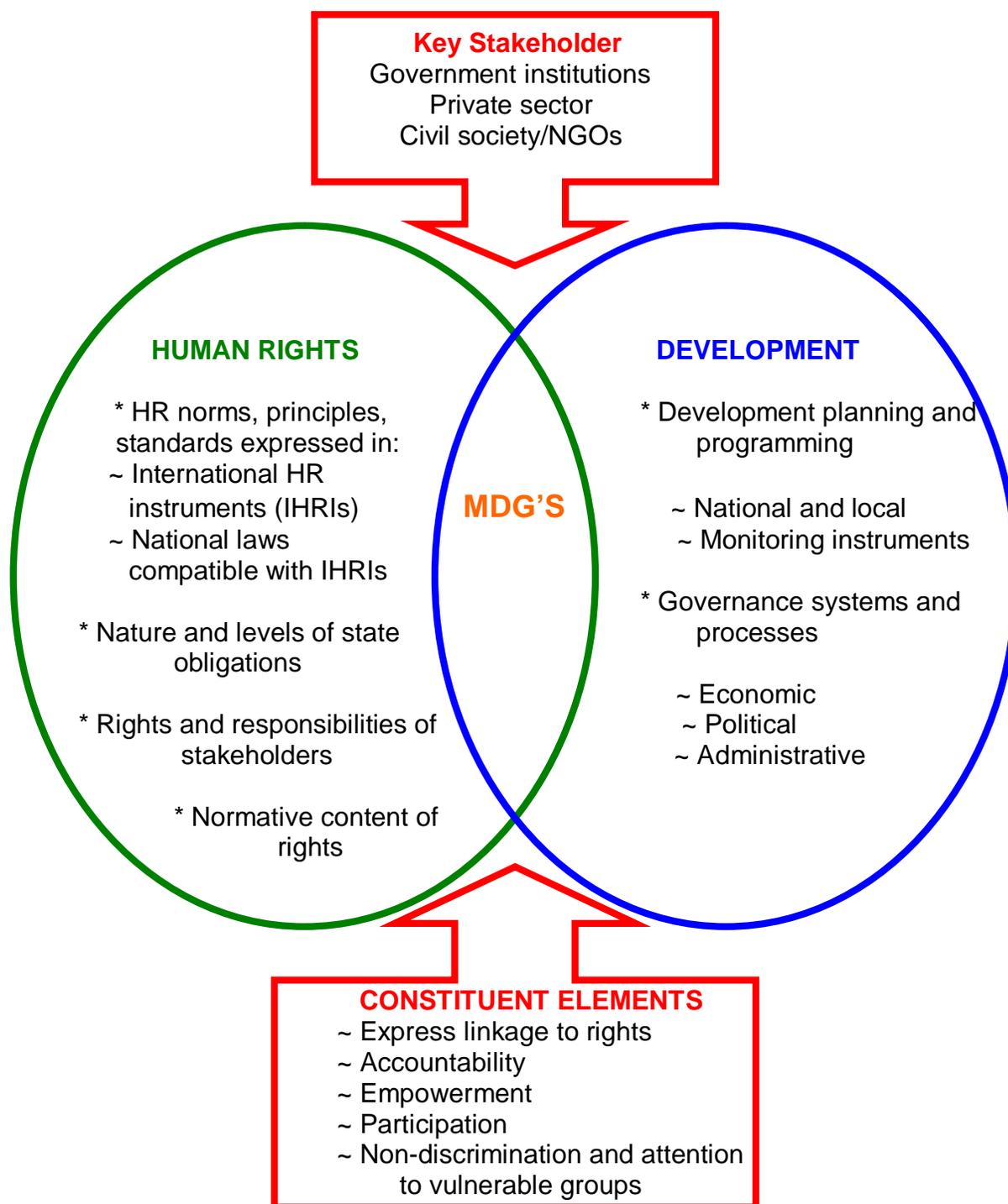
Key features of the RBA Approach[16]

1.) RBA facilitates convergence of human rights and development, with the former providing the criteria and standards, and the latter providing the process.
2.) RBA works through different areas and functions of governance as the critical entry point for RBA application in the management of the comprehensive economic, social, political and cultural processes of development.
3.) The convergence between human rights and development, which is facilitated through the RBA, provides the conceptual framework for the process of human development that places people at the center of sustainable development.
4.) The RBA integrates the norms, standards, and principles of the international human rights system into the plans, policies and processes of development.
5.) RBA seeks to capacitate all stakeholders of governance, primarily government institutions and civil society as well as private sector, on the promotion and protection of human rights. Specifically in the fields of governance and administrative governance.

---

[16] Please refer to Figure four for illustration of how these key features are linked to the Millennium Development Goals.

Figure 4
The Conceptual Framework on Development and Governance in Attaining the MDGs through the Rights Based Approach[17]

Key Stakeholder
Government institutions
Private sector
Civil society/NGOs

HUMAN RIGHTS

* HR norms, principles, standards expressed in:
~ International HR instruments (IHRIs)
~ National laws compatible with IHRIs

* Nature and levels of state obligations

* Rights and responsibilities of stakeholders

* Normative content of rights

MDG'S

DEVELOPMENT

* Development planning and programming

~ National and local
~ Monitoring instruments

* Governance systems and processes

~ Economic
~ Political
~ Administrative

CONSTITUENT ELEMENTS
~ Express linkage to rights
~ Accountability
~ Empowerment
~ Participation
~ Non-discrimination and attention to vulnerable groups

---

[17] This framework has been adapted from the *Source Book on Human Rights* found in the Reader Volume, 250. The framework has been modified by placing the MDGs at the center instead of a human figure. This is so since the essence of the attainment of the MDGs is synonymous with human development in every aspect, thus making the link between good governance that results to social development more concrete and defined.

Achieving the MDGs will advance Human Rights!

Each goal can be directly linked to economic, social, and cultural rights enumerated in the Universal Declaration of Human Rights (Articles 22, 24-26) and other human rights instruments. This recognizes that the targets expressed in the goals are not just development aspirations, but also claimable rights that have important implications[18].

Viewing the MDGs this way means that taking action to achieve them is an obligation, not a form of charity. The RBA creates a framework for holding various actors accountable, including government, citizens, corporations, and international organizations. Human rights carry counter-part obligations on the part of others and not just to refrain from violating them, but also protect and promote their realization. Human rights conventions recognize the need for an international order that ensures these rights are secured (Article 28 of the Universal Declaration of Human Rights, Article 2 of the Covenant on Economic, Social, and Cultural Rights) and that establishes the counterpart obligations of government and other actors to contribute to their realization.

Furthermore, understanding the MDGs within the RBA framework increases the understanding of the policies and institutional reforms required to achieve them. For example, full realization of the right to education requires more than just achieving universal literacy and primary education. It also requires that people participate meaningfully in public decisions about education, and requires that measures for achieving education-related goals be equitable, instead of putting into a disadvantage vulnerable groups or entrenching on gender discrimination.

To a larger extent, the full realization of economic, social, and cultural rights requires far more than just achieving the MDGs. But achieving the goals is an important step towards that end. The realization of the rights to education, health care, and adequate standard of living would lead to a long-term economic growth that depends on institutional reform to achieve a progressive pace of realizing these rights. The MDGs more explicitly define what all countries agree can be demanded --- benchmarks against which such commitments must be measured.

Significantly, it is important to understand that the RBA facilitates the linkage between human rights, governance and development through the following measures:

---

[18] Please refer to the Reader Volume, *Linking Human Rights with the United Nations Millennium Declaration and Millennium Development Goals.*

1.) Expressly linking any or all governance functions, programs and projects with human rights:
   - economic
   - political
   - administrative

2.) Translating in operational terms HR principles, concepts, national and international standards and norms and their integration into the developmental plans, policies, programs and delivery processes of governance and development.

3.) Programmatically applying national and international human rights standards and norms into governance decision making, policy formulation and development, legislation, administrative issuances, development and fiscal planning, program, project and enterprise development.

4.) Applying the concepts of state obligations, duty holder for both state and non-state actors, claimholder for people's rights entitlements, and progressive realization of national and international human rights standards and norms in organizational/institutional planning, review, audit and problem and situation dianosis.

RBA is applied in the various aspects of governance and development through a process that identifies the issues and analyses their root causes, identifies the claimholders and defines how they are specifically affected by the issues in terms of their human rights, defines the duty holders and the roles each has played in brining about the issues and their root causes, defines the specific rights involved and the nature of state obligations that are concerned and the standards against which the performance of the duty holders can be gauged, defines the necessary initiatives that are required to address the issues and establishes the measures by which the effectiveness of such measures can be evaluated.

This process provides the core methodology for any intervention that the Commission on Human Rights or the concerned government of private institution should take in ensuring that the RBA is applied in their respective operations[19].

Module three presents an operational means to measure the attainment of the MDGs in local government units through partnerships within a service-learning framework. It is designed to allow learners to measure for them selves the extent of social development in a selected LGU that would give them a personal perspective why it is important to understand the attainment of the MDGs as a fulfillment of a basic human right.

---

[19] For further discussions on the aspects of the Rights Based Approach (RBA) refer to the Reader Volume, *Source Book on Human Rights*, 245-292.

Evaluation

I. Essay

1.) In what way can the Rights-Based Approach serve as basis for defining and attaining social development?
2.) Explain the relationship between the MDGs, key stakeholders, development, and human rights in the context of the RBA to development.

II. Graded Recitation

References

Bautista, Victoria A. *A Reader in Philippine Social Development Administration.* College of Public Administration, University of the Philippines, 1997.

Braid, Florangel Rosario. *Development Issues: Constitutional Response.* National Bookstore, Inc., Manila, Philippines, 1978.

Briones, Leonor M. *Philippine Public Fiscal Administration.* National Research Council of the Philippines (book-bound edition), Commission on Audit Research and Development Foundation (paperbound edition), 1983.

Colman, David and Nixson, Frederick. *Economics of Change in Less Developed Countries.* Halsted Press, New York, 1978.

Dahl, Robert A. *Modern Political Analysis*, 5th ed. Engelwood Cliffs, New Jersey: Prentice Hall, 1991.

Deats, Richard L. and Gorospe, Vitaliano R., S.J., Eds. *The Filipino in the Seventies.* New Day Publishers, Quezon City, Philippines, 1976.

Filipino Report Card on Pro-Poor Services. Environment and Social Development Unit, East Asia and Pacific Region, World Bank, 2001.

Government of the Philippines and United Nations Development Programme. *Engaging People and Communities: Advancing Governance Reforms Through the Realization of the Millennium Development Goals*, Manila, Philippines, 2004.

Human Rights Communication, Series 1. *Linking Human Rights with the United Nations Millennium Declaration and Millennium Development Goals.* Republic of the Philippines Commission on Human Rights, 2005.

Ranney, Austin. *Governing: An Introduction to Political Science, 8th Ed.* Upper Saddle River, New Jersey: Pearson Education, Inc., 2001.

Sapped! A Primer on Structural Adjustment. Freedom From Debt Coalition, UP Diliman, Quezon City, Philippines, 1993.

Social Watch International. *Fear and Want: Obstacles to Human Security.* Monocromo, Uruguay, 2004.

Social Watch Philippines. *Race For Survival: Hurdles on the Road to Meeting the MDGs in 2015.* 2005 Philippines Report.

Republic of the Philippines and United Nations. *Second Philippines Progress Report on the Millennium Development Goals*. Manila, Philippines, June 2005.

The World Bank. *Equity and Development*. Oxford University Press, New York, 2005.

Module III

The Town and Gown Approach to Local Development and Governance through Service-Learning[20]

GENERAL OBJECTIVES

Upon the use and application of this module as guide for learning, the learners shall:

1.) Be able to verbalize the importance of creating productive partnerships between LGU's and schools of public administration.
2.) Be able to apply the "Town and Gown" approach through Service-Learning to foster partnerships between the LGU's and the academe that would enhance local governance and community development.
3.) Be able to use monitoring and evaluation tools to assess social development initiatives by the LGU's.
4.) Be able to interpret data and results of case studies, and evaluate its significance to contextual learning as experienced in the classroom setting.

Intended Audience: Graduate students enrolled in the course in Governance and Development

Introduction

As local institutions, the role of the schools or academic organizations in the development and governance of the community cannot be overemphasized. Aside from molding the character of the young, the schools or academic institutions works to develop leaders who would be at the forefront of community development and governance. Also, the schools or academic institutions by virtue of the values and principles that they espouse, aims to earn a respectable place in the community where they have developed certain linkages and alliances with community groups. Based on these networks and alliances, it is hoped that to a large extent, a high level of public trust and confidence that is deemed to be a valuable asset in building partnerships with other institutions or organizations in the community particularly with the local government.

---

[20] This module has adapted, with permission, the Town and Gown approach as developed by Dr. Perla Legaspi's "*Handbook on Local Government Unit and Schools of Public Administration Partnership*", National College of Public Administration and Governance, University of the Philippines. Service-Learning has been adopted as a supplemental pedagogical means to bring into the classroom the academic significance of the "Town and Gown" approach.

The academic institutions or schools of public institutions or schools have also the advantage of knowledge resources that can be shared with the local government and other organizations. It is this expertise that can contribute to the capacity building of institutions most especially local government. Thus the "Town and Gown" approach to local development and governance implies a partnership between the school and the local community, particularly, the local government.

What is the "Town and Gown" approach?

The Town and Gown approach implies a partnership between the "town" which is the community or the local government and the "gown" which is the university or school located in the local area. The relationship is seen to be more of a "partnership" where each participant shares its resources for a common cause or goal, which is the development of the local community. This notion also represents to each partner a better strategy to address a specific goal or objective than each partner operating independently. The partnership then adds value to the efforts of each individual partner.

Why is Service-Learning employed as a strategy to operationalize the Town and Gown Approach?

Service Learning[21] (SL) is a means to give the opportunity for the partners to interact and learn from the partnership. The guiding principle of empowering learners and the community allows SL to "seal" the partnership between the "town" and the "gown". This is so as a service is provided by the academe by introducing innovative ways to improve governance which represents the "gown" and vice versa, learning is brought back into the classroom as learners internalize the concepts and realities brought about by the partnership experience. The "town" or LGU also provides a service through the collaboration and sharing of resources to the academe therefore allowing the schools to apply theories, concepts, and techniques of governance, thus giving the opportunity to asses the applicability of what is learned in the classroom in the real world.

The learning for the community or LGUs comes as the school introduces ways to improve governance that results to community development. Thus, learning takes place for the school, community or LGU. Service- Learning is a framework that allows the "Town and Gown" approach to be a two way process, such that both the academic and LGU serve each others common interests and in the process both also benefit by learning from the partnership experience.

---

[21] Please refer to Figure 1, Module 2 to review the Service Learning strategy.

Lesson 1

Nature and Definition of Partnership

Specific Objectives:

At the end of the lesson the learners shall:

1.) Verbalize the meaning and significance of partnership and its contextual implication to Academe-Community-LGU collaboration.
2.) Explain the "Town and Gown" approach and why service-learning as a guiding framework for partnership.
3.) Interpret the substance and value of understanding the responsibilities of partners in order to achieve a healthy/productive collaborative experience between participants.

Pedagogical Activities

1.) Interactive discussion
2.) Slide Show

Defining Partnership

The concept of partnership has been defined in many ways. Some of the definitions of the concept are the following (Legaspi, 2005:6):

- "An arrangement between two or more parties who have agreed to work cooperatively toward shared and/or compatible objectives and in which there is shared authority and responsibility; joint investment of resources; shared liability or risk taking; and ideally, mutual benefits"
- "Collaborative arrangements made with organizations outside of the government. These arrangements are usually designed to share the costs, risks and benefits of particular initiatives, while at the same time increasing the involvement of the clients being served and enhancing the general level of goodwill with all parties"
- "A relationship in which government and other agents work cooperatively to achieve a goal at the community level. It requires the sharing of resources, responsibilities, decision making, risks and benefits, according, to a mutually agreed upon formal or informal arrangement"

Key Elements of Partnership

      a.) Common goals and objectives between and among partners
      b.) Shared risk and mutual benefits
      c.) Contributions from both partners (monetary and non-monetary)
      d.) Shared authority, responsibility and accountability

Partnership can also be viewed not only as an outcome but as a process or an action called partnering. It adopts a proactive stance because the goals for partnership are not static; they are always changing just like the abilities and relationships that change between partners. The concept of partnering involves "exchange of purpose" in a forum where the partners are treated as equals or peers; where each one has the right to say "no"; and commitment from the partners. These requirements evolve over time as the partnership grows and develops.

Activities Undertaken by Partners (Legaspi, 2005:7-8)

1.) **Knowledge Transfers** which refers to the transfers of technology from the school, which is presumed to possess knowledge and expertise, to the local government via training.

2.) **Improving Service Delivery** in which the school may assist the local government in improving the delivery of services by providing inputs through the conduct of evaluation researches on on-going programs or those that have been completed. The findings from the research may help the local government in deciding on whether to make certain changes in the delivery of the program or projects or whether there is a need to completely change the program or projects. It may be the case that the findings may suggest that a similar program or project be implemented for more impact on the local population.

3.) **Reforming Public Policy** in which the conduct of policy researches, the school may assist the local government in coming up with new or reformed policies; policies which may be deemed to be more relevant and responsive to the needs and concerns of the local community.

4.) **Community Development** that places importance in the attainment of the Millennium Development Goals (MDGs) is considered to be part of the community development agenda of the local unit. The school may assist the local government in its endeavor by taking part in the advocacy campaign; by helping in the formulation of the local development plan, incorporating the goals and objectives of the MDGs; by assisting in the prioritization of the programs and projects taking into account the MDG goals and objectives; and by participating in the implementation of these priority programs and projects via the schools resource of knowledge and expertise.

5.) **Providing Education** which usually refers to the schools offering of short training courses to the local government officials and employees on local government officials and employees on local government administration, local development, and local governance. This may form part of the continuing education to be provided by the school.

What is Formal and Informal Partnering?

Cooperation between organizations or institutions may take the form of a formal or informal partnership. The informal way is done through the exchange of information and resources to strengthen the partners' activities as independent institutions or organizations. This is usually done through the conduct of conferences or workshops that enables each partner to learn information that is deemed of value to their respective activities. In this kind of partnership structure, exchanges are usually in terms of skills, knowledge, financial resources and general information.

Formal partnering takes the form of creating or establishing a new organization to undertake certain activities, usually new ventures that may require different activities from the core activities of each partner. The new structure may undertake or produce new services, products or infrastructures. This kind of cooperation is often sealed with a contract or a memorandum of understanding between the two parties.

Challenges of Establishing Partnerships

a.) **Partnerships must be voluntary**. In order for a partnership to flourish, each partner should not be coerced into entering in a defined relationship with another organization or institution. Each one should be willing to collaborate or cooperate with each other in the pursuit of a common goal or objective. The partnership should also allow ample time for mutual understanding and trust to develop. These requirements cannot emerge immediately upon agreement on a collaborative effort between partners.

b.) **Partnerships must have commitment and shared decision making** in order for a partnership to be successful. It must show respect for the commitment and contributions of the other partner through shared decision making. It is important that one partner must not gain control of the agenda over the other partner. There must be compromises along the way in making certain decisions.

c.) **Partnerships must achieve a balance of power between collaborators**, such that it must be avoided that the LGU becomes the "funder" making it the dominant party and the school is the "doer" therefore assuming a lesser role in decision making. This may not yield positive results and partnerships may not last long.

d.) **Partnering with the LGU may present some challenges.** By virtue of the structure and functions of the local government the partnership may face the challenge of sharing the decision making powers since LGUs are bound by laws, rules and regulations and are accountable for public funds.

Steps to follow in Establishing Strong Partnerships

1.) **Ensure top-leadership level attention to the partnership** – It is necessary to hammer out a good relationship with the local chief executive of the local government to ensure successful alliance. The decision of the local chief executive carries much weight in the forging of partnership with the local institution.

2.) **Codify the intent, structure and responsibilities of the relationship in a written document that is negotiated between both parties.** This is usually carried out in a memo of understanding or agreement between the two partners. Such agreement would have to be approved by the local legislative body of the local development.

3.) **Establish a designated unit within the organizations of both parties sustain and nurture the relationship and to resolve disputes when they arise.** An established structure designated to carry out the agreed responsibilities between the two partners would help push for the realization of the set common goals and objectives of the agreement.

Academe and LGU Roles in the Partnership

As local institutions, both the local government and the school or university servicing the local area, has the responsibility to develop the community. Both are committed to pursue local development goals and objectives to make the community or local area a better place to live in. Thus, each one has a role to play in the area of local development and governance.

The local government is seen to have more resources compared with other institutions in the local community. However, its resources are never sufficient to provide the needed services to its growing population. It does not have the monopoly of knowledge and expertise needed to undertake responsive programs and projects. Poorer local governments may not even have the technical competence to implement development programs and projects. They may have established structure or unit mandated to provide services but they may lack the needed technical staff members that have the technical competence to implement or manage the program. Such a situation dictates the necessity of collaborating or partnering with other institutions in the local community that can provide additional or supplemental resources particularly in the provision of technical knowledge and expertise.

The responsibilities of the LGU are the ff:

1.) **The Local Government should provide an enabling environment for the partnership to grow and flourish -** The local government should provide the legal framework for the partnership to work. The framework will spell out the areas of cooperation between the partners. Partnership policies and principles also would have to be

clarified. What is important is the recognition by the local government that it needs to collaborate with other organizations in the community particularly with the educational institution in the pursuit of local development goals and objectives.

2.) **The local government has to share monetary or non-monetary resources with the educational institution as its partner in developing and governing the community -** The sharing of resources does not only zero in on monetary resources but also on non-monetary resources as well. It could be that the local government has the technical staff that can help in the implementation of programs and projects. Or, the partners in pursuing their common goals can tap the resources of the LGU or structure responsibilities for the implementation of the identified program or project.

3.) **Local government should assume the greater role of sustaining the developed partnership with the educational institution.** By virtue of its powers and authority provided for in the Local Government Code, it can formulate more policies that can provide more flexibility in maintaining and sustaining the collaborative undertakings between the two partners.

The responsibilities of the Educational Institution are the ff:

1.) **The school or university should share knowledge and expertise with the local government –** As an educational institution, the school or university has the knowledge and expertise in many learning areas which can be considered of value to the local government unit in building up its capacity.

2.) **The school or university should be able to provide technical assistance to the local government -** By virtue of its knowledge and expertise, the school or university would be in a better position to provide technical assistance to help enhance the capacity of the local unit.

3.) **The school or university could serve as resource linker in the community –** This means that the academe should not directly provide resources to the local government unit but could provide the necessary linkages and networks with other resource institutions in the community for the purpose of building up the capacity of the local government and for the purpose of contributing to the local development initiatives in the community.

In Lesson two of this module, the learners will be given the chance to discuss and understand the Operationalization of roles, duties responsibilities, as partnerships are forged between the local government units and the academe.

Evaluation

I. Essay

1.) What is the importance and uniqueness of the "Town and Gown" approach through service-learning in its application to development and governance collaboration/partnership between the academe, community, and local government unit?

2.) Explain the elements that are needed to establish a healthy partnership between the LGU and the academe.

II. Graded Recitation

Lesson 2

Strategies and Approaches towards the Operationalization of the Town and Gown Approach through Service-Learning

Specific Objectives

At the end of the lesson, the learners shall:

1.) Verbalize the operational meaning of the "Town and Gown" approach through service-learning.
2.) Demonstrate the ability and skills to do organizational assessment, assess competencies of the academe and LGU, assess LGU needs, and to formulate adequate goals and objectives in the context of partnership.
3.) Differentiate the various mechanisms for partnership and collaboration in order to assess the application of these mechanisms in case studies.
4.) Formulate an action and resource partnership plan with a specific LGU.
5.) Conduct a case study on the state of social development in a particular LGU by assessing its local government development plan with the use of a monitoring and measuring tool.

Pedagogical Activities

1.) Interactive Discussion
2.) Group work for the formulation of an action and implementation partnership plan with the academe (governance class) and the LGU.
3.) Group work for the implementation of a case study based on the partnership forged between the governance class and a specific LGU/s.
4.) Integration and use of a social development monitoring and evaluation tool for the case study.

In forging partnerships between the local government and the school or university, there are some strategies and approaches that can be adopted to make the partnership work. These include the organizational assessment of each partner which involves the assessment of the competencies of the school and the needs assessment of the local government; the identification by each partner of the areas where support and assistance are needed; the establishment of a mechanism or mechanisms for collaboration; and the formulation of the implementation arrangements for the agreed on collaboration. In SL it is important that a real need is identified in order to direct the nature and scope of service to be provided by the partners, so in the end, both benefit from the experience which more bearing on the kind of learning that takes place for both partners.

Organizational Assessment

Before making an in-depth assessment of the competencies of the school and the needs of the local government, it is important for each partner to ask the following questions to be able to know whether it is ready, willing and able to be a partner (Legaspi, 2005:12):

1.) Does the organization's mandate fit the partnership?
2.) Are the organization's values compatible with the work that will be undertaken?
3.) What resources (e.g. time, money, materials, space, and equipment) from the organization might be available for the partnership?
4.) Is there someone who can represent the organization in a responsible way, and can that person be spared the time of the partnership? How will the organization support their representative in the partnership?
5.) How will the partnership benefit the organization? How will the organization benefit from the partnership?
6.) How much time will it take and how will that time connect to the other activities of the organization?
7.) Is there any reason why the organization would not wish to be involved?

Assessing the Competencies of the Academe

Once the school or university is ready, willing and able to partner with the local government, it has to assess its own strengths and weaknesses. Its competency is its ability in performing a certain task or activity which has been developed over the years. Such competency is considered to be its strength. And it is this competency that the school or university contributes to the partnership.

1.) **Curriculum and Instruction** – This includes programs, program designs, courses or subjects, internship or community exposure and teaching methodologies.
2.) **Students –** This involves admission policy, enrollment and profile of or quality of students.
3.) **Faculty –** This includes education of the faculty, its expertise and related fields, updated ness with developments in the field, research capability, experience, and extension and consultancy engagements.
4.) **Research and Publications –** This includes textbook writing, writing, journals, research outputs, publications, case writings, dissemination of research results, institutional research agenda, faculty research capability, and research funding.

5.) **Extension –** This involves training programs/courses, linkages or partnerships with the community, other organizations and the local government.

6.) **Learning Resources –** This includes library, learning materials, classroom or training room, and computers and other equipment.

7.) **Administration –** This involves resource mobilization, linkage or network with national and international institutions, and faculty recruitment.

Assessing the Local Government Needs

As a potential partner of the school or university in local or community development, the local government must also conduct an assessment of its strengths and weaknesses. What is more important at this stage is the determination or identification of the areas where it needs assistance and guidance and other supplemental resources from its partner or collaborator.

The local government unit, in assessing its strengths and weaknesses, may look into the following areas:

1.) **Organizational Structure** – The local government unit may look into the organizational structures of all the units responsible for the delivery of frontline services and assess whether the units needed to be reorganized or restructured for more effective and efficient delivery of services. It may also assess the effectiveness of the other units that provide support services to the frontline offices.

2.) **Organizational Functions –** This may involve assessing the relevance of the functions being performed by the various offices or units of the local government unit; whether they need some revisions or changes to make the performance of functions more responsive and relevant to the demands and concerns of the community.

3.) **Human Resources Management –** The local government unit may look into the quantity and quality of its workforce and may assess whether the employees are qualified and possess the competencies required by the jobs; and whether the number of the personnel is adequate to be able to effectively deliver the needed services. This may also involve an assessment of the HRM systems and procedures, whether they promote or not the productivity and efficiency of the workforce.

4.) **Financial Resources –** This may involve looking into the financial statements of the local government, its income and expenditures, and determine whether it has adequate resources to implement programs and projects at the community level. This may also bring about an assessment

of the problems and proposed solutions and recommendations concerning resource mobilization and generation.

5.) **Strategic and Development Plans –** If the local government does not have a strategic plan, then it may strive to come up with a strategic plan that would provide direction for the growth and development of the local unit. If it already has, then it may involve revisiting the said plan and determine whether it needs further revisions in accordance with the needs of the local government and the community. The local government may also assess its development plan and look into the relevance and responsiveness of the plan to the demands and problems of the community.   It may also look into the incorporation of the MDG goals and objectives into the development plan.

6.) **Programs and Projects –** The local government unit may assess the efficiency and effectiveness of the delivery of the programs and projects; may determine whether they respond to the community problems and concerns, and whether or not they address Medium Term Development Goals set by the national government.

Identification of Areas Where Support and Assistance are needed

After the conduct of an organizational assessment by both partners, the next logical thing to do is to identify the areas where support and assistance are needed. On the part of the local government unit, it may identify the following areas where the school or university may provide technical assistance or expertise:

1.) **Capacity Building –** The school or university may conduct training needs assessment of the LGU employees. It may prepare a training plan for the development and enhancement of the capabilities of personnel for more productivity and efficiency of operations.

2.) **Conduct of Policy and Evaluation Research Studies –** The school or university may collaborate with the local government unit in the conduct of evaluation and policy researches. The policy research studies are needed for the formulation of policies that have impact on the community.   The evaluation research studies are needed to assess the effectiveness of the implementation of certain programs and projects, results of which could be used by the local government administration in deciding which programs should be continued, discontinued, or which should be revised for more positive impact on the community.

3.) **Preparation of Strategic and Development Plans –** The LGU may need the technical assistance of the school or university in the formulation of its strategic and development plans. It may invite participation from the school in the strategic planning exercise that may be conducted for the purpose of drawing up its vision and mission statement.   The school may even serve as a convener for the exercise where other sectors of the community may be invited to participate.   The faculty of the school or university may also serve

as part of the team that would identify the priority programs and projects that would be included in the development plan of the local unit.

4.) **Resource Mobilization and Generation –** The school or university may collaborate with the local government unit in mobilizing and generating financial resources for the implementation of programs and projects in the community, its assistance in the tax payment campaign may be of value to the local unit.

5.) **Establishment of Linkages and Networks –** The academe may assist the LGU in establishing linkages or networks with other community organizations, non-governmental organizations, people's organizations and other groups in the local community. It may serve as a resource linker in the local community where resources can be tapped from the other organizations and groups for developmental purposes.

Negotiation and Agreement upon Goals and Objectives

After knowing the areas for possible assistance, the collaborators would have to negotiate and agree on the goals and objectives of the partnership. It is very important that the goals and objectives of the partnership should be clearly defined and agreed upon by the partners. The negotiation of partnership goals may include the discussion on the process- how would decisions be arrived at how would responsibilities be assigned? Part of the negotiation would have to deal with a formal agreement that would have to be prepared to include the goals of the project, timeframes and investments. Following are some questions raised to serve as guides in the formulation of the agreement (Legaspi, p.15).

- Are goals and objectives articulated adequately?
- Are goals and objectives agreeable to partners? Do they benefit the partners? Do goals accommodate the needs of each partner?
- Are goals compatible with the organizations mandate?

It would be to the advantage of both partners if the agreed upon partnership would be formalized into a memorandum of agreement (MOA). The MOA would be able to stipulate all the terms and conditions necessary for the partnership undertaking. This would provide for mandatory compliance of all the terms and conditions and would provide good faith in undertaking the partnership.

The MOA should also clearly indicate the source of funding for the programs or projects to be undertaken and the mechanisms for the disbursement of funds should be clearly stipulated.

Mechanisms for Partnerships/Collaboration

Having agreed upon the articulated goals and objectives of the partnership, the next step is to identify the implementing structure and systems and processes of the partnership. The partners should agree on the kind of structural arrangements for the implementation of goals and objectives of the partnership. Should the partnership create a new structure or should it assign the implementation to an existing organization or structure in the local government unit or in the academe?

Structural Models

There are several structural models in the implementation of the partnership agreement. Some of these are reflected in the following alternative models.

1.) **Project Management Unit** - The partnership may create a project management unit to take charge of the implementation of the agreed upon goals and objectives of the collaboration. This kind of a structural arrangement is usually established if the project that would be implemented has a long life span, more than one year of implementation. With the agreement of the partners, a project manager is appointed to head the unit, and a number of technical staff to assist the manager. The personnel complement and appointment of the manager and staff would be dependent on the agreement by both parties.

The partnership may appoint personnel from the outside, or it may appoint insiders who are employees of either the local government unit or the school. There are advantages and disadvantages to appointing outsiders. In terms of advantages, the partnership can select the best qualified personnel to staff the unit. Besides, the outsiders can devote their full time and energy to the project without being hampered by bureaucratic rules and regulations. However, a disadvantage would be in regard to the payment of compensation. To attract highly competent personnel, the salary level would have to be more than the regular salary level being offered by the LGU and the academe. Further, the insiders have the advantage of knowing more about the operations of the local government unit or the school. In this regard, the learning curve is shorter than that of the outsiders which, in the long run is financially and efficiently rewarding to the partnership. Below is a diagram of the PMU model.
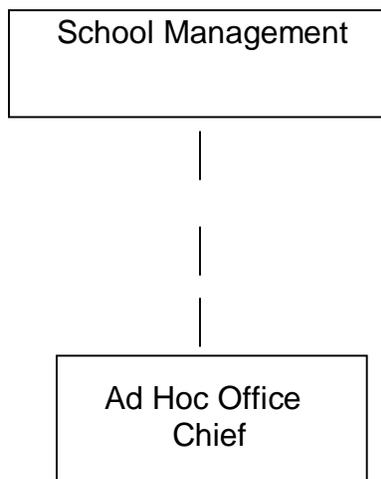
Figure 1
Project Management Unit Model
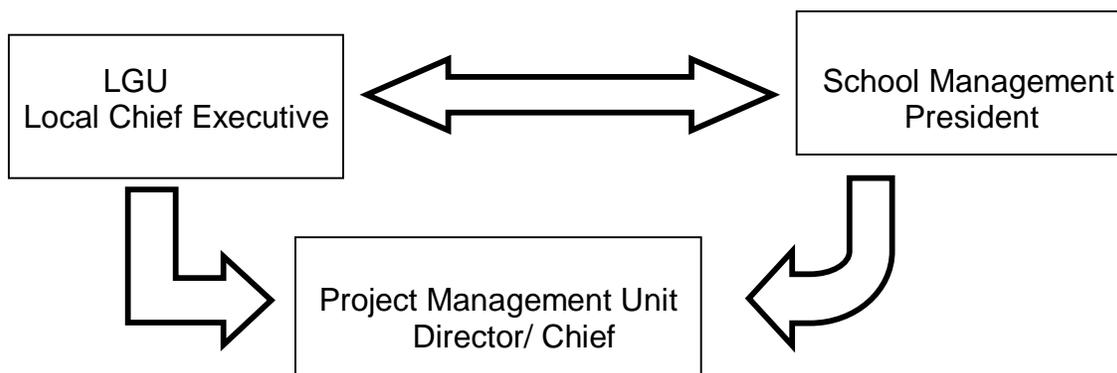
2.) **Ad Hoc Structure** - This kind of a structure has a short life span. It takes the form of a committee or a task force created for the purpose of the implementation of the partnership. The ad hoc committee or task force ceases to exist once the collaboration is finished. The staffing of the ad hoc structure would depend upon the agreement of the partners. Usually, the personnel from the organizations of the partners staff the ad hoc structure. The personnel requirements would depend on the partnership agreement. An advantage of this alternative model is that it would be cost efficient on the part of both partners considering the fact that they would not be creating another layer or unit in their organizational structures. Moreover, they would not be providing salaries for the staff for they would be drawn from their existing regular personnel. Below shows two alternative models of this kind of structure.

Figure 2
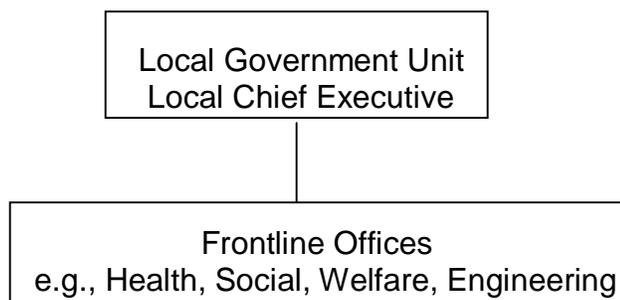**Structure A. Diagram of an Ad Hoc structure under the LGU**
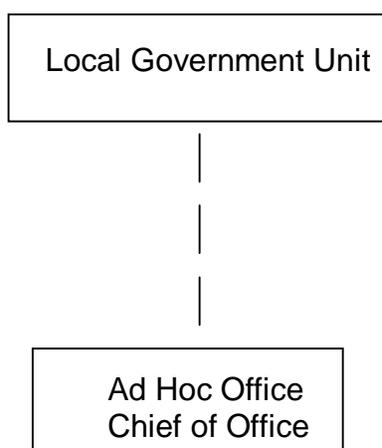
Figure 3
Structure B. Diagram of an Ad Hoc structure under school management
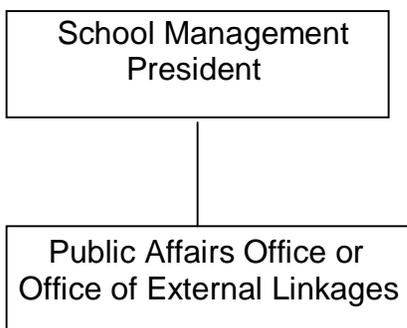
```
┌─────────────────────────────┐
│     School Management        │
│                              │
└─────────────────────────────┘
              │
              │
              │
              │
        ┌──────────────┐
        │ Ad Hoc Office │
        │    Chief      │
        │               │
        └──────────────┘
```

3.) **Existing Structural Unit of the Organization** – The implementing structure of the partnership could take the form of an existing structural unit within the organization of the LGU or the academe. This means that the partners, based on mutual agreement, can assign the implementation of the partnership goals and objectives to one of the designated units of the academe or LGU. For instance, if the partnership is on delivery of services, then one of the offices that implements frontline services could be the conduit of the partnership. One of the offices concerned with frontline services in the school could also serve as the conduit for such a project, depending on what is agreed upon by the partnership. An advantage of this kind of set-up is that the staff in the designated organizational unit would not have to "learn the ropes" of the operations in as much as they are already involved in the said operations. This would be very cost efficient to the partnership. Following are diagrams of two models of this kind of structure.

Figure 4
Structure A. Diagram of an existing structure in the LGU

```
┌─────────────────────────────┐
│   Local Government Unit      │
│   Local Chief Executive      │
└─────────────────────────────┘
              │
    ┌────────────────────────────────────┐
    │         Frontline Offices           │
    │ e.g., Health, Social, Welfare, Engineering │
    └────────────────────────────────────┘
```

Figure 5
Structure B. Diagram of an existing structure in the academe

```
┌─────────────────────────────┐
│     School Management        │
│         President            │
└─────────────────────────────┘
              │
┌─────────────────────────────┐
│    Public Affairs Office or  │
│  Office of External Linkages │
└─────────────────────────────┘
```

Systems or Procedures

Once the structure has been defined and agreed upon by the partners, it is also very important to spell out the systems or procedures to be followed and applied during the implementation of the partnership. These include the following:

1.) **Shared Obligations, Rules and Responsibilities** – It is said that shared obligation is one of the key features of partnership. The partners are obliged to invest in the partnership whether these investments are monetary or non-monetary. In this regard, it is important for the partnership to define and explain the system or procedure to be involved in securing or contributing investments for the partnerships. For instance, if the school commits or contributes expertise and knowledge to the partnership, how does it commit such resources or investments? On the part of the local government unit, what kind of resources does it share and commit to the partnership? What system or procedure is followed?

   Establish roles and responsibilities for each partner. What is the specific role of each partner in the collaboration? What are the specific responsibilities of each partner? In determining the roles and responsibilities of each partner, the procedures in the exercise of such responsibilities are established by the partnership.

2.) **Decision-Making** – In line with identifying the roles and responsibilities of each partner, the partnership should be able to determine who makes certain kinds of decisions in the partnership. Although, it is presumed that the head of the implementing structure has to supervise and manage the operations of

the established partnership, there are certain decisions that have to be elevated to the level of the local chief executive of the local government unit and the president of the academic unit. It is thus important for the partnership to clarify and identify the kinds of decisions to be made, the procedures to be followed in making and sharing the decisions, and who should be responsible for making such decisions.

3.) **Communication** – Partnership creates relationships as it tries to achieve the agreed upon goals of the collaboration. As such, good communication should be emphasized inside and outside the partnership.

There are three levels of communication that should be considered (Legaspi, 2005:20).

   * Within the partnership group
    * From the partnership group to the community
   * From the community to the partnership group

The diagram below shows the flow of communication from the partnership group to the community and vice-versa.

Figure 6
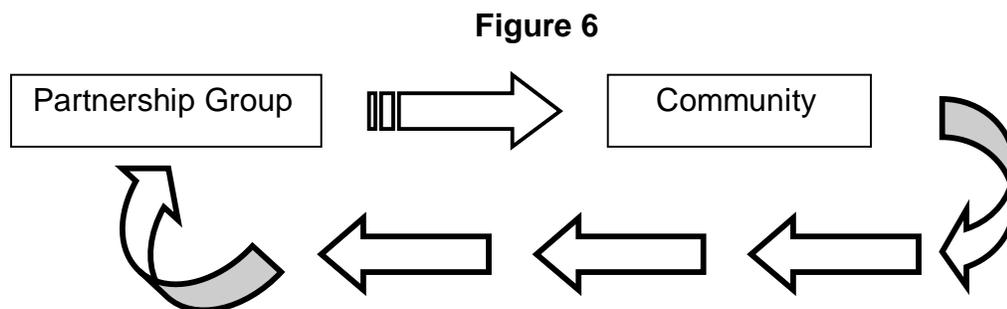
For each level of communication, procedures should be established to be able to determine the flow of information to and from each level. It must be emphasized that communication should be clear, concise, timely and relevant. Likewise, a communication strategy should be formulated. This would provide some guidelines in organizing the information to be provided, as well as in identifying somebody to take charge of the communication. Such strategy would include:

- The day-to-day information for the partnership group
- Overview information for interested other groups – e.g. brochure or handout
- Specific information as required, for media or for funding sources
- Very focused information for support and lobbying purposes
- Information for the public or community at large

Implementation Arrangements

After establishing the mechanisms for the partnership, the arrangements for the implementation of the partnership follow. As pointed our earlier, the partnership may take a more formal form of agreement or a less formal one. However, in a more formal agreement, the partnership can be provided with an opportunity to clarify goals, roles, responsibilities, obligations, timeframes and investments. This would hold the partnership through difficult times.

What is important at this stage is to come up with an action plan where the detailed steps are spelled out in reaching the goals agreed upon by the partnership. In other words, an outline of what is to be done, by whom, by what method and when, as well as the monitoring and evaluation requirements.

Steps or Tips in Making an Action Plan (Legaspi, 2005:21)

1.) **Assess the current situation** – What is the current situation in the local government or school? What problems and concerns are besetting the local government or school? What can be done? Does the local government have the necessary resources to be able to respond to the problems and concerns? Can the school help in addressing the problems and concerns? In what ways can it help? Does it have the sufficient resources – knowledge and expertise – to address the problems and concerns?

2.) **Compare the current situation to the goals –** Define the gap between where you are now and where you want to be based on the goals. What goals have the local government and the school identified in undertaking the partnership? The identified goals are the "ends" of the undertaking and thus, provide the direction for the activities to be undertaken.

3.) **Determine how to get from where you are to where you want to be –** With the identification of the goals, the next logical thing to do is to determine the activities, programs and projects to be undertaken by the partnership in order to reach the goals. For instance, if the goal is to capacitate the local government officials and employees, then the partnership would have to come up with a series of training activities or courses to be conducted for the said officials and employees.

4.) **Assess the current strengths, weaknesses, opportunities and threats (SWOT) or barriers –** Apply SWOT analysis. Each partner should be able to analyze its own strengths and weakness by taking cognizance of its existing resources (material and non-material). Given their current strengths and weaknesses, how would they be able to reach their set goals? If the partnership is to implement a development program, then it has to determine the opportunities that would arise from the program implementation. For instance, in implementing an immunization program for the infant population in the barangay, the partnership can network with the regional office of the Department of Health for the supply of vaccines. The presence of the regional health office is seen as an opportunity for the partnership

undertaking. The threats to the implementation would be the lack of technical competence on the part of the implementing staff as well as the lack of resources to backstop the resources to be provided by the regional health office.

5.) Gather Input – Search out the information or data needed. In preparing for the partnership undertaking, research activities should be conducted where the sources of data or information are identified and how these data are to be gathered.

6.) Prepare an action plan or plans for things that have to be done and place them in a logical order. Determine who could best do them, how, and when. Action plans are designed to break the goals down into manageable pieces. Below is a template of an action plan.

Table 1
Action Plan

Goals	Objectives	Projects/Programs Activities	Responsible Unit/Person (s)	Time Frame
1. 2. 3. 4. 5.				

7.) Write down the action plan and get an agreement on it.

Resource Plan

A resource plan should address the physical, financial, and human resource requirements of the partnership. For instance, how many staff members are needed to be involved in the implementation of the partnership? If the partnership decides to establish a task force, who and how many should be involved in the task force? If the partnership decides to establish an office for the partnership, then where would it be located? What office equipment or supplies and materials are needed for affective operations?

In terms of financial resources, how much is needed to manage the operations? How much should one collaborator contribute to the partnership? As indicated earlier, there may be resource sharing between partners. For instance, the school may not necessarily have the financial resources to share but it could contribute its knowledge, technical competence, and expertise to the partnership. These are considered to be of non-monetary value to the collaboration. Following, is a template for a resource plan.

Table 2
Resource Plan

Office Requirements	Human Resource Requirements	Financial Resources
Location Equipment Supplies Materials	How many staff needed?	How much resource available?

* The diagram below illustrates how each approach to forging partnerships leads to the formulation of an action and resource plan. Both plans should be guided by the tables provided above. The approaches serve as a guide in identifying objectives and goals and a means to identify how to formulate an action and resource plan to fit into Case study 1 and 2.

Figure 7
Summary Diagram of the Approaches to Partnership
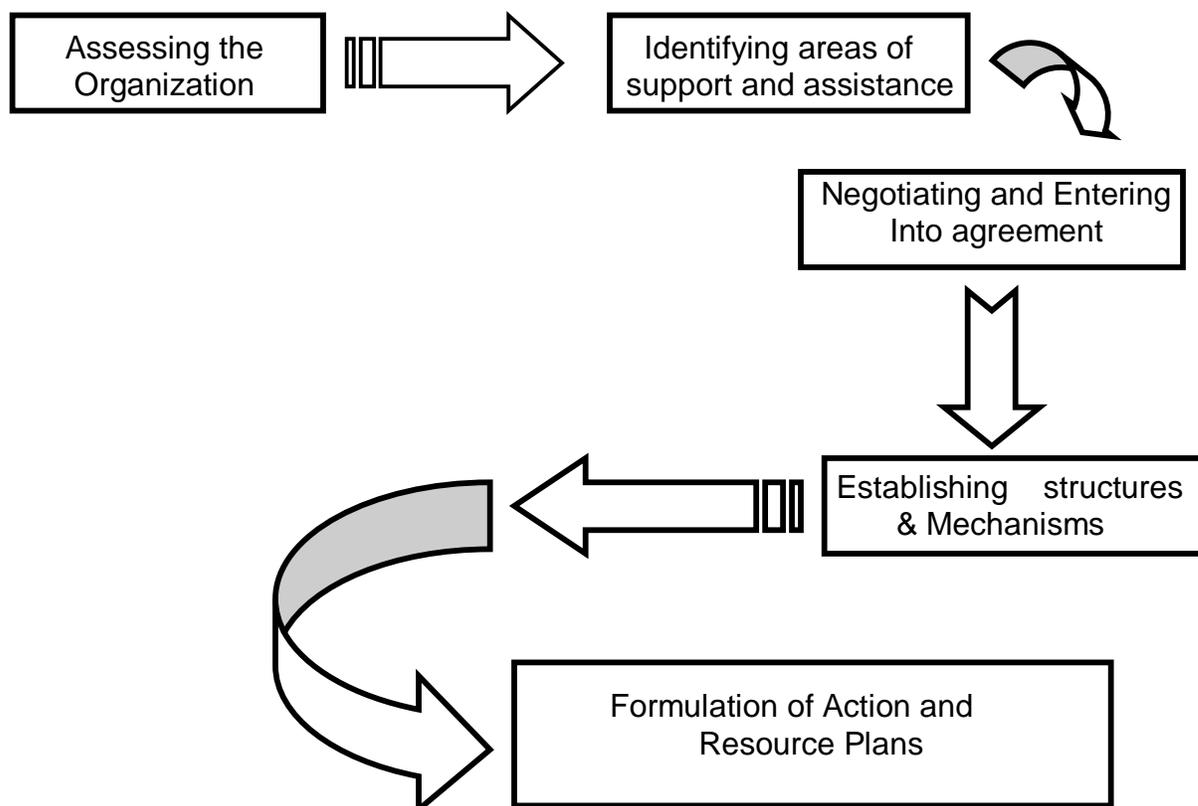
Case Study 1 LGU Development Plans and the Millennium Development Goals

The following steps are to be taken:
- 1.) Using the steps previously discussed, learners are to formulate an Action and Resource plan for the assessment of the local development plan of a chosen LGU using the MDG's as a benchmark.
- 2.) This Action and Resource is to be approved by the teacher in charge before its implementation and shall be guided by him/her all through out.
- 3.) Using the table guide below, the groups are to report in class their findings, it is up to the teacher how to group the learners.

Table 3
Case Table A

City/Municipal Development Plans	Aspects of the Millennium Declaration Reflected	MDG Goal Reflected	Comments on why your group believes this aspect of the development plan is congruent with or reflects the Millennium Declaration and the MDG's
1.) 2.) ↓	1.) 2.) ↓	1.) 2.) ↓	> > ↓

Table 4
Case Table B

Aspects of the Millennium Declaration **NOT** Reflected in the local development plan	MDG goal **NOT** reflected in the local development plan	Comments on why your group believes the Millennium Declaration and the MDG's are not reflected in the development plan of the city/municipality
1.) 2.)	1.) 2.)	> >

Case Study 2 - The Use of the Quality of Life Index (QLI) for Monitoring and Measuring MDG Targets

The Quality of Life Index (QLI)
(Adapted from the Social Watch Philippines Monitoring Report, 2003)

The QLI is a pure capability-based measure that is similar to the UNDP's Human Development Index (HDI). As developed by the Action for Economic Reforms (AER), the indicator measures achievements in three dimensions of human capabilities: the capability to be well nourished; the capability for healthy safe reproduction; and the capability to be educated and to be knowledgeable. The index is computed by assigning equal weights to the corresponding component indicators: under-five nutrition, attended births, and elementary cohort survival rate. The QLI is a cost effective indicator that can be generated easily using available administrative data and applied at both national and local levels. The index serves as an effective advocacy tool to promote human development as priority concern in local planning resource allocation.

Table 5
Pathways Linking Early Child Development-Human Development-Millennium Development Goals

Benefits of ECD	Education	Health	Social Capital	Equality	MDG Targeted

For Children (Immediate)	Higher intelligence, improved practical reasoning, eye/ hand coordination, hearing and speech, reading readiness, improved school performance, less grade repetition and dropout, increased schooling	Less morbidity, mortality, malnutrition, stunting, child abuse, better hygiene, and health care	Higher self concept, more socially adjusted, less aggressive, more cooperative, better behavior in groups, increased acceptance of instructions	Reduced disadvantages of poverty, improved nutritional status, cognitive and social development, and health	Goals 1-8
For Adults (Long-term)	Higher productivity, increased success (better jobs, higher incomes), improved child care and family health, greater economic well-being	Improved height and weight,enhanced cognitive development, less infections and chronic diseases	Higher self-esteem, improved social competence, motivation, acceptance of norms and values, less delinquency and criminal behavior	Equality of opportunity, education, health, and income	Goals 1-8
For Society	Greater social cohesion, less poverty and crime, lower fertility rates, increased adoption of new technologies,	Higher productivity, less absenteeism, higher incomes	Improved utilization of social capital, enhanced social values	Reduced poverty and crime, better societal health, increased social justice, higher sustainable economic growth	Goals 1-8

	improved democratic process, higher economic growth				

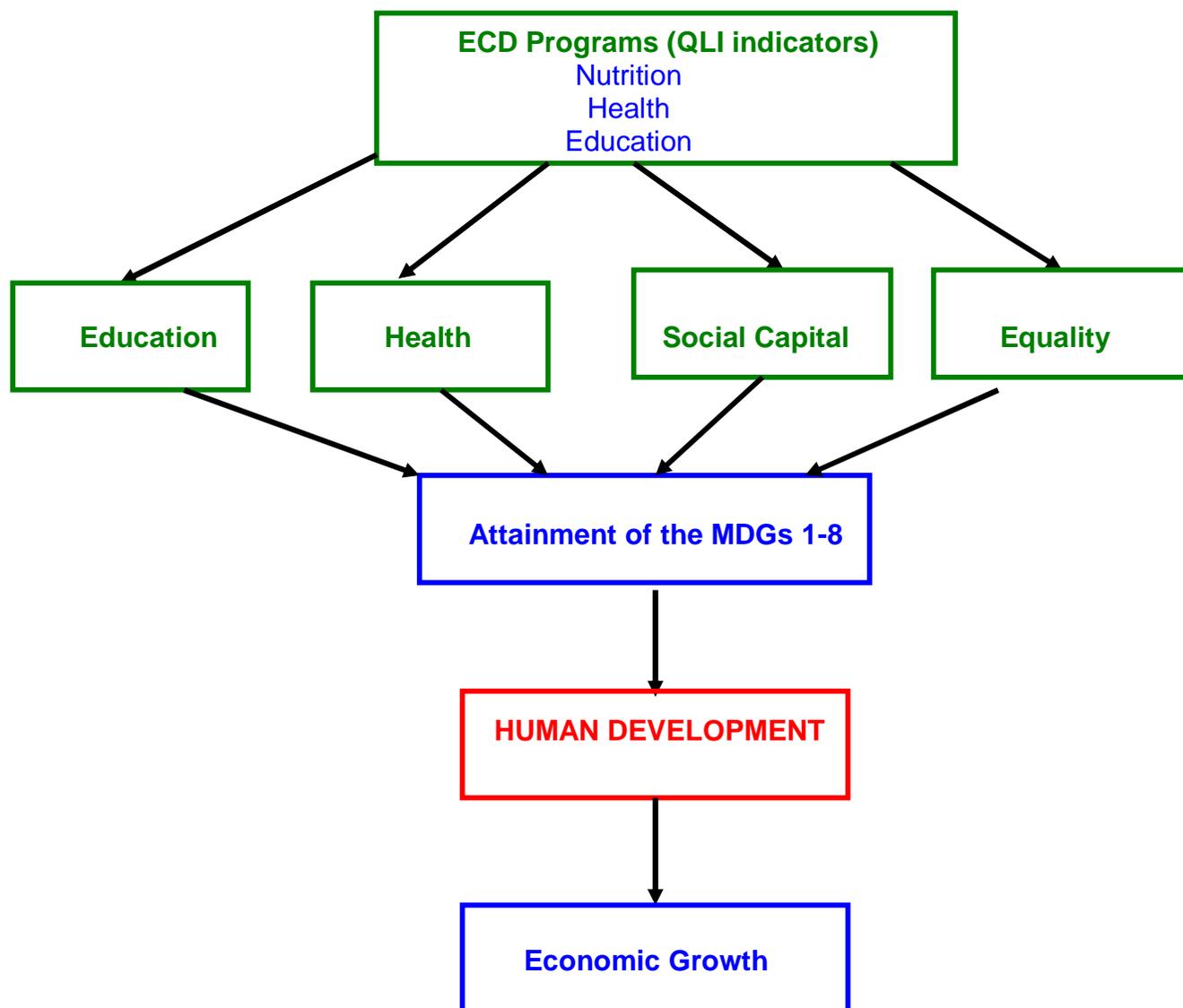## The Quality of Life Index and Human Development

As discussed in Lesson 1 of Module II, development is about people and the kind of life they live. How people live is an important factor in measuring the quality of development they have through the services provided for them by government. To extend this understanding further, economic growth is dependent upon human development. The main guidelines of the QLI survey instrument—under-five nutrition, attended births, and the elementary cohort survival rate are classified within the services provided that affect early child development (ECD)[22], which is a vital factor to consider with total human development (HD). By looking at ECD benefits for children, adults, and society these can be better understood and measured with the QLI. Since people are the center point of the MDGs it is crucial to understand how services provided affect the kind and rate of development at the earliest stages of life.

The table below summarizes the benefits of ECD --- better education, improved health, increased social capital, and greater equality. All of these outcomes are of value in themselves, and the benefits are immediately tangible at the time of intervention during the child's early years. ECD programs are most often justified by the immediate benefits to a child's social and cognitive development, health, and nutritional status. These outcomes have positive, long-term consequences for the children as they mature into adults and for the nation as a whole. Except for education, in the case of the Philippines, government officials and policy makers often ignore these long-term benefits. Thus, there is now a clear link between ECD and HD that also relates to the MDGs.

Education, health, social capital, and equality are important contributors to economic growth. Together with economic growth, they constitute the mutually reinforcing elements of a comprehensive framework for HD. Well-executed and well-targeted ECD programs are initiators of HD. They stimulate the benefits of ECD that have immediate and long-term benefits for the children participating in the programs. Investments in ECD programs are, in many ways, investments in the future of a nation.

---

[22] The concepts of Early Child Development (ECD) used in this module are those found in the book of Mary E. Young, ed. *From Early Child Development to Human Development.* The World Bank, Washington, D.C., 2002.

Table 6
Links of Early Child Development (ECD) to Human and Economic Development

```
┌─────────────────────────────────────┐
│     ECD Programs (QLI indicators)    │
│              Nutrition               │
│               Health                 │
│              Education               │
└─────────────────────────────────────┘
```

Education	Health	Social Capital	Equality

```
┌─────────────────────────────────────┐
│      Attainment of the MDGs 1-8      │
└─────────────────────────────────────┘
                    │
                    ▼
┌─────────────────────────────────────┐
│          HUMAN DEVELOPMENT           │
└─────────────────────────────────────┘
                    │
                    ▼
┌─────────────────────────────────────┐
│           Economic Growth            │
└─────────────────────────────────────┘
```

A. Guidelines for Survey Instrument

Three component indicators will be used to generate the QLI, namely:
   1.) Under-five nutrition
   2.) Attended births
   3.) Elementary cohort survival rate

A five to ten-year time series of the index will be generated using 1990 as the base year. This is to establish the benchmark for 1990 which has been agreed upon as the reference year for the MDGs. At the municipal level, health statistics are available usually with breakdown by barangays. For education, the breakdown is not necessarily by barangays, but by school. In this case, there is a need to identify the barangays where schools are located. It is also unlikely that the data will go back to 1990. In this case data will be gathered based on the available years.

To simplify the historical trending, QLI will be generated at five-year intervals and for the last two years, thus—1990, 1995, 2000, and 2001. Therefore, it is not necessary to fill up the grid for all the years indicated. Concerned agencies may have already computed the required indicators. In such cases, there is no need to fill up the grid for raw data as long as the computational procedure is clear and consistent with the QLI computational procedure.

B. Data Source and Computational Procedure

Under-Five Nutrition
<u>Source of Data</u>: Provincial Health Office/Municipal Health Office of Rural Health Unit

<u>Raw Data Format:</u> The data on nutrition are based on weight for age standard for Filipino children. The system categorizes under-five children according to the following:

	Number	**Per Cent of Total**
Normal (NO)		
Mildly Malnourished (MI)		
Moderately Malnourished (MO)		
Severely Malnourished (SE)		
Overweight (OW)		

$$\text{Rate of Malnutrition} = \frac{MO + SE}{\text{Total Under-Five Children Weighed}}$$

Nutrition Index = 1-Rate of Malnutrition

Attended Births
<u>Source of Data:</u> Provincial Health Office / Municipal Health Office of Rural Health Unit
<u>Raw Data Format</u>: The data on attended birth categorize deliveries by type of health personnel assisting, thus:

	Number	**Percent of Total**
Doctors		
Nurses		
Midwives		
Trained *Hilot*		
Untrained *Hilot*		
Not Specified		

Safe Reproduction Index = <u>No. of Deliveries Assisted by Doctors, Nurses, & Midwives</u>
Total Live Births – Not Specified

Elementary Cohort Survival Rate

<u>Source of Data:</u> DepEd Division; District Supervisor or High School Principal.

- Cohort survival rate based on the number of children who entered Grade One and survived up to Grade Six after the prescribed number of years.

Cohort Survival Rate = <u> Number of entrants in Grade One (base year) </u>
Number surviving to Grade Six (base year + 5)

C. Computing the QLI

The QLI for a particular LGU is obtained by taking the simple average of the three component indices: the Nutrition Index, the Safe Reproduction Index, and the Elementary Cohort Survival Rate. Results are to be compared to other QLI in regions as well as the national figures. **<u>The closer the figure is to 1.00, the higher the QLI</u>**[23]**.**

QLI = 1/3 (I1 + I2 + I3)

Where, I1 = Nutrition Index
I2 = Safe Reproduction Index
I3 = Elementary Cohort Survival Rate

Monitoring and evaluation offer valuable learning opportunities that can be used to strengthen stakeholder accountability[24]. The QLI is actually a rights-based evaluation that is not just a technical exercise in data collection and analysis. It is a dialogue and a democratic process to learn from each other, to strengthen accountability and to shift power from duty bearers to rights holders.

---

[23] Please refer to the Reader Volume, *Statistical Annex* Table A18 and A19, to compare Provincial QLI figures all over the country.

[24] The aforementioned concepts on monitoring on page 57 was taken for the PowerPoint presentation of Atty. Anita M. Chauhan, PhD delivered on July 15, 2005 during the ASPAP conference held at NCPAG, UP Diliman. Its link to QLI was provided by the module writer.

In using monitoring and evaluation tools to strengthen accountability, it is important to involve all relevant stakeholder groups (e.g., children, adults, community leaders, government officials) in the process. Stakeholders need to have real opportunities to influence the judgments reached. Their priorities and experiences should have an equal part in the process. Stakeholder involvement is not optional. It is the responsibility of a rights-based organization towards its stakeholders.

Also important to remember is that every human right article represents a broad minimum standard that generally cannot be measured with just one single indicator. Human rights are also interdependent and interconnected. Changes in people's lives are brought about as a result of changes in government policies, legislation and programs, institutional practices and of changes in individual attitudes and behaviors. It generally takes a long time for changes in policies and practices to translate into measurable changes in the lives of children and adults. This is one of the major reasons why the QLI is used, looking at how it can tell about services that affect early child development which in turn can affect further needs of people as grow older within the context of the MDGs.

Evaluation

Essay

1.) How does the use of the QLI serve as a measuring tool for social development?
2.) How and why do ECD programs lead to the attainment of the 8 MDGs?
3.) What rights are being reflected and what MDG is targeted upon using the QLI as a measuring tool for social development?
4.) What are the factors that permitted a high or low QLI in the area of your study? Explain each.

Material Output

1.) Print out of Action/Resource plan of case study one and two to be submitted to the faculty in charge.
2.) Student-sponsored forum on the nature and scope of the MDGs to be held at the chosen LGU and attended by its officials.
3.) Submission to local officials of the assessments of the LGU development plan in the context of the MDGs.

4.) Submission to the LGU of the findings of the state and condition of social conditions reflected and related to the QLI.

- **Note to the faculty:** these suggested case studies may be modified to fit certain logistical limitations in certain LGU areas. However, it is crucial that the main essence the activity be maintained, that is --- both the academe through its students, and the LGU is providing a service for each other and that both are expected to learn from the partnership experience for the promotion of good governance that would result to community development.

Please refer to the interactive CD and the Reader Volume for more discussion materials for each Module. It is important that the faculty should familiarize themselves first with these materials before using this learning tool.

References

Legaspi, Perla, *Handbook on Local Government Unit and Schools of Public Administration Partnership*, National College of Public Administration and Governance, University of the Philippines, unpublished material, 2005.

Social Watch Philippines. *Tracking Progress Accomplishments and Shortfalls in Local Social Development*. 2003 Monitoring Report, Philippines, 2003.

Young, Mary E., ed. *From Early Child Development to Human Development.* The World Bank, Washington, D.C., 2002.