

STUDIES □ Dr. Raul P. de Guzman

But are we development-oriented?

SINCE the attainment of political independence, the Philippines has accepted the commitment to achieve development goals and objectives, i.e., economic and social progress and the general improvement of the quality of life of the people. These goals and objectives have guided the efforts of the Philippine government and served as the bases for the formulation and implementation of development programs and projects to eliminate or minimize problems of malnutrition, unemployment, poverty and inequality in the country. It was in this context that the Four-Year Development Plan (FY 1974-FY 1977) of the Philippine government was formulated. The objectives of the plan include: 1) the promotion of social development; 2) the expansion of employment opportunities; 3) the attainment of a more equitable distribution of income and wealth; 4) the acceleration of economic growth; 5) the promotion of regional development and industrialization; and 6) the maintenance of price stability.

It may be pointed out in this connection that goal determination, plan formulation, and plan implementation are done through the political and administrative system in the country. It is through this system that demands and interests are expressed and combined in the form of alternative courses of action which later are transformed into authoritative decisions and are implemented in actuality. A number of questions are raised. Who determines these goals, objectives, priorities? How are they translated into plans and programs? How are they implemented? What motivates the policy-makers and administrators in arriving at these decisions? Are these officials indeed committed to the development goals of the country? Are they committed to change, economic growth, social justice, and popular participation?

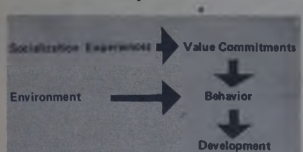
These nagging questions prompted this research—knowing that at this point in our history, our country is in dire need of policy-makers, administrators and technical personnel who are deeply committed to the ideology of development. We need government leaders and workers who are not only knowledgeable and skilled in certain technical fields but who have a sense of mission to promote and translate into reality the development goals and objectives of the country.

This study is an inquiry into the dynamics of development. Development is a complex process, involving the interplay of various forces. From these different forces, this study concentrates on the value commitments of the administrator, operationalizes the concept, and analyzes its role in the development process.

The rationale of a study of value commitments is Spengler's contention that "the state of a people's politico-economic development together with its rate and direction depends largely upon what is in the mind of its members."¹ Furthermore, as Simon argued, decision-making involves not only facts but also values.

A DEVELOPMENT MODEL

TO define the relationship between value commitments and development, the study works out the following model that incorporates these variables—socialization experiences, value commitments, environment, behavior, and development.



MODEL OF SELECTED VARIABLES IN RELATION TO DEVELOPMENT

The above model makes the following propositions:

1. The socialization experiences of administrators influence their value commitments.
2. The value commitments of administrators influence their behavior.
3. The behavior of administrators influence development.

The linkage between value commitments and development is analyzed in terms of development-orientedness defined as a set of value commitments. This set classified into four categories is composed of the following:

I. Acceptability of Change



Decision-making involves not only facts but also values.

1. Change orientation or the acceptance of newer ways and desirability of new ways regardless of their contributions;
2. Action propensity, or acceptance of risk taking.

II. Economic Values: Objective (Goals) for Change

1. Commitment to economic development or working for a rising standard of living and the role of economic development in progress;
2. Concern for economic equality or working for income and salary limiting measures.

III. Process Values: Leader-Group Interactions

1. Concern for public participation or working for participation of the people pitted against expert participation;
2. Concern for conflict avoidance or espousal of implementation of programs in spite of conflicts introduced.

IV. Identification Values: Object of Commitment and Loyalty

1. Concern for the nation or working for national over local interests;
2. Selflessness or espousal of the value as a quality of leaders and the value's role in community development.

HOW THE STUDY WAS CONDUCTED

DEVELOPMENT-ORIENTEDNESS is operationalized in terms of value commitment scales. The interview schedule constructed for this study was administered to a non-probability sample of Filipino administrators at the national and local levels—national administrators, local administrators from two Central Luzon provinces and leaders in Lanoed Sur.

Case studies on selected administrators were also conducted. The focus of the case studies was on the effect of administrators' value commitments on their behavior and, consequently, on their contribution to development defined as role effectiveness.

FINDINGS

THE concept of development-orientedness is not found to be applicable. Its temporary nature is demonstrated in how the value commitments are perceived as dimensions, as objects of acceptance or rejection and as interrelationships. It is also demonstrated as the different aspects of value commitments are explored. The following findings support the observation that a concept of development-orientedness as a fixed set of value commitments does not obtain in reality.

When viewed in the perspective of averages, respondents in their commitments can be described in terms of the following:

- 1) Are the administrators development-oriented in terms of the value commitments on the acceptability of change? The Central Luzon and the Muslim samples accept newer ways of doing things to old ways even if these two conflict. The Central Luzon sample, however, scores higher than the Muslim sample. Both samples are not risk-takers; they are not also action prone. Their position with regard to accepting change regardless of its contribution is not clear.

The national group is committed to change but this is not accompanied by the same enthusiasm for action propensity.

- 2) Are the administrators development-oriented in terms of the value commitments on the objectives of change? The Central Luzon and Muslim samples decisively endorse Economic Priority, Standard of Living, and Economic Role in that order. Accepting salary-reducing measures, they, however, reject income-limiting measures.

In contrast with the local group, the national group displays a more intense concern for economic equality than economic development. The difference may be explained by the fact that national executives are more economically well-off than the local administrators. The local group seems to be preoccupied

not so much with reducing income gaps but with being mobile in the social ladder. Increasing incomes seem to be an indicator for success in achieving the social mobility goal.

- 3) Are the administrators development-oriented in terms of the process values? The Muslim and Central Luzon samples are ambivalent with regard to CP and CA. Likewise, CA only elicits ambivalence from national administrators. It is in this value commitment that the national administrators score the lowest. Thus, administrators, whether local or national, do not have a decisive position on an issue such as implementing programs that disrupt community harmony or that introduce conflicts.

4) Are the administrators development-oriented in terms of the identification values? The Central Luzon and Muslim samples are locally rather than nationally oriented, the Muslims being less nationally oriented than the Christian administrators. The Muslims are ambivalent with regard to selflessness, a value that incorporates the role of the value in community development and stipulates it as quality of leaders. For the Central Luzon sample where selflessness is two-dimensional, selflessness is endorsed as necessary in community development but insofar as requiring a sacrifice of self. Hence, the CL sample's position is not as decisive.

Even national administrators are not decisive on working for national rather than local interests in cases where these conflict. The score is only little above the upper limit for ambivalent scores. They have a more intense commitment to selflessness. The results show that the respondents do not share a constant mean score for the value commitments. This suggests that the value commitments are not considered equally important; while some are endorsed, others are rejected or only elicit ambivalence. Furthermore, for those endorsed, the degrees of endorsement are not constant. So with those rejected and those that elicit ambivalence.

The mean scores in decision premises, Not all situations require an unvarying set of value commitments as frames of reference.

Another reason why a fixed set of value commitments does not obtain lies in the fact that administrators have different demographic and career backgrounds. With different backgrounds, administrators in their role as development agents do not employ a set of constant "modern," equally important and consistent value commitments.

CONCLUSION

THESE findings constitute empirical support to the thesis that the development process is multi-dimensional. They also support the observation that there are no fixed value commitments which administrators use as frames of reference or decision premises in effecting the development process. Given development goals set by the authoritative structures of their society, a sample of Filipino administrators employ value commitments that differ from those conceived in other societies as promoting the effectiveness of administrators. The concept of development-orientedness based largely on a Western model of development is not applicable to the sample of Filipino administrators.

The case reports also show that the concept of development-orientedness is not applicable. So-called "development-oriented" value commitments do not coincide with actual behavior. Behavior is defined by the opportunities offered and constraints imposed by the environment. A behavioral equivalence of a value commitment is modified, altered or changed in response to environmental pressures. These environmental factors include other individuals who may serve as superiors or subordinates of the administrator, the administrator's legal framework within which he operates, the quality of his personnel and the adequacy of fiscal resources available to him.

From this exploratory study of the dynamics of development, we can identify the variables affecting the rate and direction of the development process. There is a mixture of value commitments and environment. Which of these is the more critical can be more systematically examined by future researches. This is a strategic area of research. Its policy implications with regard to scarce resource allocation to such development needs as training programs to inculcate "appropriate" value commitments and administrative reforms are very important.

This is a version of the research paper entitled "Development-Orientedness of Filipino Administrators" by Raul P. de Guzman, Professor and Dean, College of Public Administration, University of the Philippines, and Aurora A. Carbonell, Research Associate/Instructor of the same College.