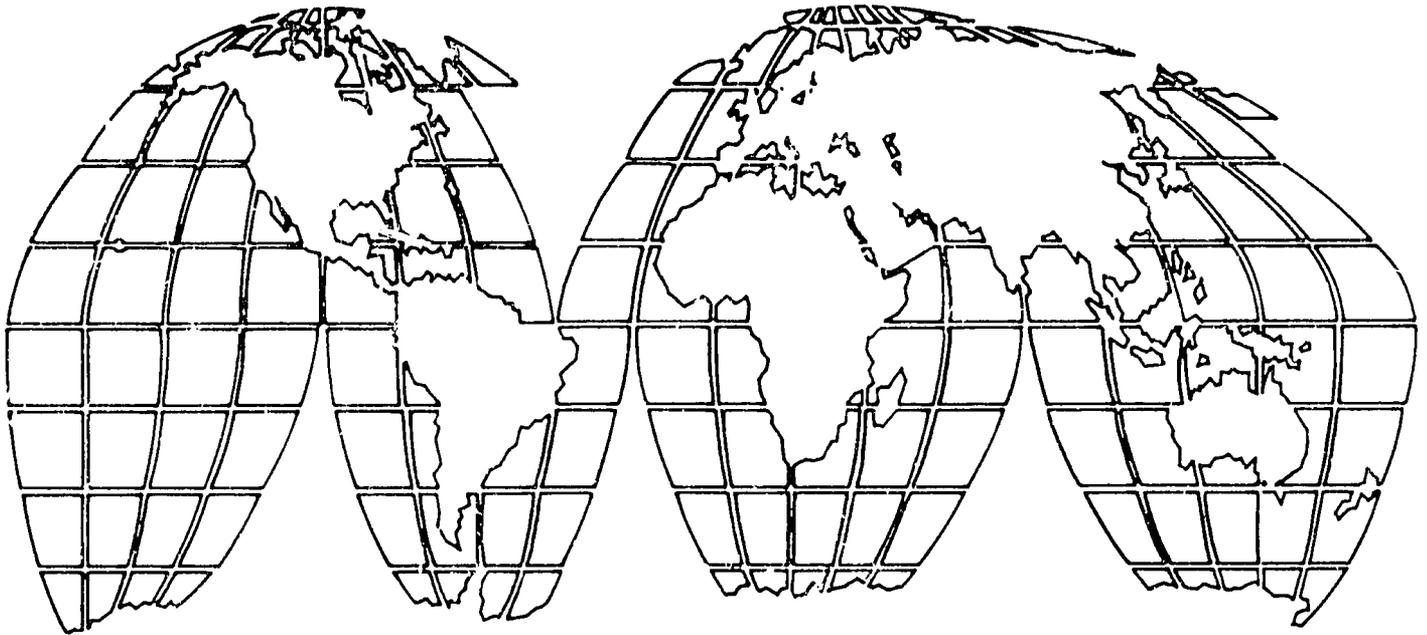

A STUDY OF PLAN'S FAMILY AND COMMUNITY DEVELOPMENT PROGRAM IN THE PHILIPPINES SUMMARY REPORT ON INITIAL FINDINGS



Anthony J. DiBella
Assistant Program Director
for Evaluation and Research
International Headquarters
Foster Parents Plan International
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ACKNOWLEDGMENTS

The process of conducting field research on a social service program can be a demanding one. The research team assembled for this project worked under difficult physical conditions and were constantly faced with meeting deadlines. They responded extremely well to the tasks and demands placed upon them. Special acknowledgment should be given to our field-workers - Isabel Quirino Baquairin, Cecilia Barcena-Binuya, Joanna Carino, and Rachel Mandia - and to our principal investigator Dr. Jules DeRaedt.¹ We would like to thank the staff of PLAN Philippines, in particular the social workers in those locations that were selected for this study. Without the commitment and hard work of these individuals, this report would not be possible. We also thank all those who participated in numerous interviews with the research team. This group included current and former PLAN clients, local officials, and PLAN supervisory staff.

The cover for this report was adapted from the Evaluation Paper Series of the U. S. Agency for International Development.

I. INTRODUCTION

During the last several years PLAN has incorporated goal-setting in its program operations. To be approved, each project proposal must contain specific goals and objectives. PLAN's new project design system has emphasized this focus and facilitated staff reorientation.

Program staff have also been interested in applying goal-setting concepts to the development of client families and communities. PLAN's traditional program approach of providing direct financial assistance to families without formalizing their development goals has been questioned. Field Directors have expressed great interest in orienting services to families using a goal-setting strategy. The concern is to provide families a framework within which PLAN's assistance can be directed.

Several years ago a particular program named the Family and Community Development Program (FCDP) was established to integrate various elements of goal-setting for PLAN clients and communities. Although some aspects of goal-setting and the FCDP have been adopted in other PLAN field posts, the program in the Philippines is an historical outgrowth of the original program design. Initially, PLAN Philippines maintained a large urban program in Metropolitan Manila. When the decision to decentralize was made, staff followed the FCDP design to set up programs in rural locations. During the tenure of three Field Directors the FCDP has expanded into more than seventy-five locations serving over 20,000 clients.

Since many PLAN Field Directors are interested in using either the entire program or selected aspects of it, International Headquarters decided to conduct a study of the FCDP. The underlying concern was that we should try to learn from the experiences of FCDP program already

operating to determine their value and relevance to other field locations. Since the program of PLAN Philippines is the largest and oldest FCDP currently existing, it was determined that this study would be conducted there.

Many development programs are based on an approach that involves the doing for people. PLAN is concerned in doing with and by people and at the same time is concerned with integrating efforts to assist both individuals and their communities. The FCDP was designed to require families to identify through their own efforts their needs, priorities, and developmental objectives. It is intended as a means for families to participate directly in their own progress and to do so in a framework that provides direction and encouragement. To accomplish this and to diminish the possibility of dependence on PLAN, the FCDP was designed so that each family would have a limited time period within which to achieve its stated objectives. PLAN has believed that the use of a specific time-frame for family assistance will prevent client dependency, hasten family development, and provide an objective means for a fair cancellation policy. The ultimate goal of the FCDP is the development of independent and self-sufficient families.

The policies and procedures of the Philippines FCDP have been described in a series of PLAN documents. These materials were included in the training manual distributed to the fieldworkers on the research team. They provide an understanding on how the FCDP process is supposed to work.

The purpose of this report is to present the major findings and to discuss them with reference to the goals of the FCDP. This research project generated a large amount of data and written reports. It would not be feasible to circulate all these materials to the interested reader.

Consequently, this report only highlights the major findings and presents specific recommendations to PLAN executive staff. A listing of additional materials available at IH is included in Attachment 1. Any questions about these documents or this report should be directed to the Assistant Program Director for Evaluation and Research.

II. METHOD

The goal of this research project is to study the FCDP program model and to compare how it is designed with how it works in reality. Our concern has been to specify how the program functions in light of the Philippine experience and why it works the way it does. We have focused on the impacts the program has made on the welfare of PLAN clients and their communities. However, besides trying to identify the characteristics of program impact and hence answering the question "What?", we have also been interested in the "How?" and "Why?". Some of the questions we have sought to answer are:

1. What impact occurs on PLAN affiliated individuals, families and communities when services are provided by the FCDP?
2. How and why do FCDP impacts occur?
3. What factors are critical to the success and/or failure of the FCDP?
4. What FCDP policies should be changed to make the program more effective?
5. Under what operational conditions should FCDPs be established and supported?

In any social welfare program there are many variables that determine program impact. To guide our efforts in data collection a list of

important research hypotheses was developed.² However, since this was our first effort in examining the FCDP, our focus included program process as well as impact. To accomplish our objectives required an open-ended research design that could incorporate as many specific findings as possible.

As of the spring of 1980 PLAN Philippines operated in seventy-eight different rural locations. Each location reflects the FCDP in microcosm. They have specific bounds, are serviced by different social workers and must follow all the stated FCDP policies and procedures. The locations provide a natural and representative framework within which a fieldworker can assess how the program functions. Thus, it was decided that this initial inquiry into the FCDP would be based on a set of structured case studies of FCDP locations. Sites would be selected to represent geographical distribution and provide a time dimension to the impacts of the program.

Often case studies can be prepared so differently that little comparison can be made between locations. To prevent this, procedures were developed to provide some structure to the case studies and the on-site research. The case studies were designed to be completed through the use of four types of data including: (1) a review of secondary data available in the local PLAN office, (2) the completion of structured data worksheets for approximately twenty families in each location, (3) formal and informal interviews with social workers, PLAN and non-PLAN families, PLAN association officials and local leaders, and (4) participant observation in the locations.

During the spring and summer of 1980 the research team was recruited and trained and the fieldwork completed. Using the data collected on-site, the fieldworkers wrote case studies for each location.³ Besides

supervising the placement of the fieldworkers, Dr. DeRaedt conducted interviews with PLAN administrative staff, including the social work supervisors. On the basis of these interviews and his discussions of each case study with the fieldworkers, Dr. DeRaedt prepared his own report.

The case studies, Dr. DeRaedt's report, and the data worksheets were received at IH at the end of July. During the next two months the written reports were reviewed and the data on the worksheets coded and analyzed using SPSS.⁴ This report is based on the contents of the case studies, Dr. DeRaedt's report, and the analysis of the data worksheets. Section III of this report discusses the major findings in four areas. These findings are followed by a list of specific recommendations.

III. FINDINGS

A. Profile of PLAN Clients and FCDP Locations

PLAN Clients

A typical PLAN family lives in a three room bamboo, thatched hut on land being rented. Because of flooding during the monsoon season, many homes are elevated a few feet above the ground on posts. Water is obtained from nearby wells.

The principal sources of income, farming and fishing, are seasonal occupations. The parents of a PLAN Foster Child often work either as laborers or tenant farmers on agricultural land owned by absentee landowners. Sometimes they receive compensation on a cash basis, but more frequently there are non-cash rewards for their efforts. Usually, the amount is determined by a certain percentage of the harvest or a specific amount of rice. Most tenant farmers pay from one quarter up to one half of their entire harvest to the landowner for use of the land. The

specific arrangements vary within the Philippines and depends upon the historical relationship between the landowner and the tenant farmer.⁵ In some cases they must pay a specific fee, such as 20 sacks of rice, regardless of the harvest size.

Those who do not have tenancy agreements with a landowner are forced to hire themselves out as day laborers. The rate for unskilled labor may be as low as 5 pesos per day (\$.68) and up to 20 pesos per day (\$2.72) for skilled labor. Analogous arrangements are made with fishermen who must either rent or borrow fishing boats and fishing nets to secure their catch. A third source of periodic income is handicrafts, including basket making, mat weaving, and sewing. Some families have small vending operations. In more urbanized locations there is a wider diversity of occupations including auto mechanic, radio technician, and insurance agent. Most families combine several sources and types of employment in order to make their livelihood. The seasonal availability of income sources also determines how a family will seek to maximize its gain.

The fieldworkers completed data worksheets for 146 families in the eight locations researched. Some characteristics of this sample which includes 123 currently enrolled and 23 formerly enrolled clients now follow. These plus other statistics indicate that PLAN is working with a client group that is very much at the lower end of the economic scale in the Philippines. A significant problem for this group is the differential between gross and net income. The lack of sufficient cash flow to pay for expenses requires that many families borrow funds to pay for agricultural or fishing supplies. Then at harvest time these debts must be paid off. Due to their unfamiliarity with concepts of saving and investing, families tend to spend their income quickly and then borrow again. This creates an on-going debt relationship and is detrimental to

the achievement of improved economic status.

TABLE 1
HOUSEHOLD CHARACTERISTICS OF RESEARCH SAMPLE

Variables	Mean Score	Code
Monthly Income	316.9 (\$43.12)	Pesos
No. in Household	7.2	Includes children and adults
Housing Condition	1.9	1 = poor 2 = fair 3 = good
Condition of Water Supply	2.3	1 = poor 2 = fair 3 = good
Degree of Economic Need	3.8	1 = lowest 2 = low 3 = middle 4 = high 5 = highest
Use Electricity	51%	Percentage of families using electricity

While the amount of direct support that PLAN makes available to its clients is relatively small given their needs, PLAN clients are most receptive and appreciative of PLAN support. Oftentimes this support means the difference between a child attending school or not. A universal finding in this study was that PLAN clients place a high value on their enrollment in PLAN. Many view their children's education, made

possible through PLAN's assistance, as their only long-term hope.

Of the 23 former clients interviewed, 21 had been canceled due to "improved family conditions". The general feeling in this group was again one of appreciation for PLAN assistance. However, many complained that it was unfair of PLAN to have canceled them.

In the eight locations researched a total of 189 families had been canceled since the program had been initiated. Approximately 28% of this group had been canceled due to "improved family conditions". However, closer investigation revealed that this cancellation classification was not used solely for clients who had significantly improved their economic status as a result of PLAN. It was also used for those who should not have been enrolled in the first place, because they did not meet eligibility criteria.

PLAN clients hold different views on why PLAN is working with them. There are those families that view PLAN as strictly a dole-out agency that provides financial and material assistance to those in need. In the Philippines it is not shameful to be poor; and being poor, it is expected that those better off will help. Consequently, few PLAN clients feel any stigma attached to the assistance they receive. On the contrary, membership in PLAN provides families with an increased status as they are part of an active group with resources to finance community projects.

Some clients view their participation in PLAN as an opportunity to plan and to establish priorities. Previously, they lacked a structure to achieve specific objectives. With their participation in the FCDP, clients are trained to think in a way that makes their progress less open to chance.

Much of rural Philippine society is oriented around a system of economic exchange and reciprocity that functions outside a cash economy.

Enrollment in PLAN requires families to work with banks to receive cash funds and to establish savings accounts. This experience can encourage families to participate more directly in a market economy.

FCDP Locations

The objective of PLAN's intervention in a host country is to improve the well-being of children, their families, and communities. While the importance of the individual is recognized, there is a similar recognition to assist the community at large. The Community Development Plan (CDP) is the community counterpart of the Family Development Plan (FDP) which together comprise the FCDP.

Efforts to improve an individual's well-being must be coordinated with similar efforts to improve the surrounding environment. Indeed there is a direct correlation between a community's economic needs and those of its inhabitants. This fact is readily apparent in the areas where PLAN works.

The poor living conditions in those areas served by PLAN are apparent to any observer. PLAN location sites are all characterized by high rates of seasonal unemployment or under-employment, low levels of per capita income, and the lack of adequate housing, water, education, and health facilities and services. Families reside on land that is marginally productive and where the ownership of principal resources is in the hands of a small minority. Economic opportunities are severely limited and there are few social and economic options. The problems are basic, extensive, and representative of the problems which social welfare agencies have tried to solve in many areas of the world for a long time.

The following table provides some characteristics of PLAN's programs in the eight locations researched.

TABLE 2

PROGRAM CHARACTERISTICS BY LOCATION

	Location 1	Location 2	Location 3	Location 4	Location 5	Location 6	Location 7	Location 8
Date PLAN Established	11-77	09-75	06-75	08-75	07-77	12-77	08-75	12-78
# of PLAN Families	250	237	243	250	244	246	246	248
# Families Canceled	6	55	46	30	17	21	9	5
# Families Canceled Improved Conditions	2	N/R	22	12	N/R	4	2	0
# of Barangay where PLAN Families live	5	4	4	4	7	3	7	6
% of Families in Barangay Enrolled in PLAN	38.4	25.4	***	28.4	27.8	38.6	37.4	23.0
# of Community Projects	18	27	26	41	19	23	17	18
Average Cost (Resource used) per Community Projects	₱ 3350	₱ 4015	₱ 3397	₱ 2678	₱ 4641	₱ 2157	₱4674	₱ 2057
Total Expenditures by PLAN in/for Community Projects Since Location Opened (in Philippine pesos)	≈ 60,312.00	≈108,407.00	≈ 88,347.00	≈109,833.00	≈ 88,185.00	≈49,615.00	≈ 79,468.00	≈ 37,037.00

***No data obtained for number of household in this location.
 ≈ Approximate figure.

NB: 7.35 ₱ = 1\$ U.S.

B. Family Development Plan

Each client family has a record of the specific projects they wish to undertake as part of their Family Development Plan. Projects are recorded on a form that is kept in a client folder. Space on this form is reserved for families to write their objectives in the areas of health, housing, income-production, savings, vocational education, recreation, education, and cultural activities. The form is also designed so that the social worker may record the results achieved on a given project. The information on this record is supplemented by specific notes taken by the social worker on an annual recording sheet.

The fieldworkers in this study reviewed the case folders for each family selected in the research sample. This was followed by visits to the client's home to verify the projects undertaken and to record their status. Table 3 presents aggregated data for the research sample.

The average number of projects undertaken by a family is 7.3. In most cases this represents the number of projects that families wish to undertake within a given year. Some clients did not distinguish projects selected for one year to the next nor did the information in some client folder clarify this distinction. While some families annually prepare a new Family Development Plan, others simply continue to use the plan from the previous year.

Another problem in interpreting Table 3 is that the definition of what was classified as a family development project differed from one location to another. In some locations, activities, such as attending association meetings or participating in a musical group, were considered projects. In other locations only projects funded by PLAN's annual FDP allowance were included in the Family Development Plans. This disparity in number of projects reported is shown in Table 4.

TABLE 3

PROJECT DISTRIBUTION IN FAMILY DEVELOPMENT

PLANS OF 146 CLIENTS

Project Type	No. of Projects	%	Includes
1. Home Improvement	326	30.2	Building new house; Fixing existing houses; Additions to existing house; Electrification; Toilet facilities; Water well; Sewage; Gardening
2. Income Generating	233	21.6	Handicrafts; Retailing; Fishing and agricultural supplies; Livestock; Land use
3. Household items/ Consumer goods	129	11.9	Utensils; Furniture; Clothing; Sewing machines (home use only)
4. Health	122	11.3	Nutrition Education; Medical and dental check-ups; Hospitalization; Medical and dental supplies
5. Education	93	8.6	Adult vocational training; Adult literacy; School fees, books and clothes; Special training
6. Savings	84	7.8	Bank Account Savings
7. Social	57	5.3	Civic participation in school and community activities
8. Recreation	37	3.4	Field trips; Parties; Sports; Camping
Total	1,081	100	

TABLE 4

Location No.	AVERAGE NUMBER OF FDP PROJECTS							
	1	2	3	4	5	6	7	8
Ave. No. of Projects in Family Development Plans	9.7	3.9	16.8	9.8	6.5	8.9	3.4	2.2
Ave. Annual No. of FDP Projects as Adjusted for No. of FDPs	4.8	1.9	5.6	3.3	3.3	4.5	1.7	1.1

Many important and distinguishing features of the program can be deduced from the project distribution data. Perhaps the most important of these is that income generating projects compose only 21.6% of all family development projects. Given that the principal objective of the FCDP is to develop independent and self-sufficient families, one must question how this can be achieved when so small an emphasis is placed on income-producing activities. The major focus of the FDPs is on basic needs projects, including home improvement, consumer goods purchased, health, and recreational/social activities. This group comprised 62.1% of the projects for our client sample. Tables 5 & 6 show an additional breakdown of project data by project status and utility.

One interesting feature of Table 5 is that 67% of all family projects have either been completed or partially completed. This is a large percentage and indicates that families for the most part are able to complete and achieve the objectives they have set out in their FDPs. Perhaps no other fact could demonstrate that PLAN's approach is successful in getting families to conceive and implement their own projects and to use PLAN and non-PLAN resources to accomplish those priorities.

TABLE 5
 DISTRIBUTION OF PROJECT TYPES BY PROJECT STATUS
 IN FAMILY DEVELOPMENT
 PLANS OF 146 CLIENTS

Project Types	PROJECT STATUS (%)							N
	Completed	Partially Completed	Postponed	Incomplete due to lack of funds	Incomplete no reason available	Abandoned	Purchased	
1. Home Improvement	69.3 (224)	12.4 (40)	2.5 (8)	7.7 (25)	3.4 (11)	4.3 (14)	.3 (1)	(323)
2. Income Generating	63.0 (143)	10.1 (23)	4.0 (9)	4.0 (9)	2.6 (6)	12.3 (28)	4.0 (9)	(227)
3. Household Items/ Consumer Goods	4.0 (5)	0 (0)	.8 (1)	.8 (1)	.8 (1)	0 (0)	93.6 (117)	(125)
4. Health	47.5 (58)	18.0 (22)	1.6 (2)	4.1 (5)	7.4 (9)	6.6 (8)	14.8 (18)	(122)
5. Education	39.6 (36)	0 (0)	6.6 (6)	5.5 (5)	12.1 (11)	31.9 (29)	4.4 (4)	(91)
6. Savings	72.5 (58)	25 (20)	0 (0)	0 (0)	0 (0)	2.5 (2)	0 (0)	(80)
7. Social	82.1 (46)	12.5 (7)	1.8 (1)	0 (0)	0 (0)	3.6 (2)	0 (0)	(56)
8. Recreation	70.3 (26)	8.1 (3)	0 (0)	2.7 (1)	5.4 (2)	13.5 (5)	0 (0)	(37)
Total % N	56.2 (596)	10.8 (115)	2.5 (27)	4.3 (46)	3.8 (40)	8.3 (88)	14.0 (149)	(1061)

TABLE 6
 DISTRIBUTION OF PROJECT TYPES BY PROJECT UTILITY
 IN FAMILY DEVELOPMENT
 PLANS OF 146 CLIENTS

PROJECT UTILITY (%)

Project Types	Not Being Used	Irregular Use	On-Going Use	N
1. Home Improvement	17.4 (56)	11.5 (37)	71.1 (229)	(322)
2. Income Generating	29.3 (67)	9.2 (21)	61.6 (141)	(229)
3. Household Items/ Consumer Goods	4.1 (5)	1.6 (2)	94.2 (114)	(121)
4. Health	21.2 (25)	61.0 (72)	17.8 (21)	(118)
5. Education	60.5 (52)	29.1 (25)	10.5 (9)	(86)
6. Savings	7.5 (6)	80 (64)	12.5 (10)	(80)
7. Social	9.1 (5)	76.4 (42)	14.5 (8)	(55)
8. Recreation	35.1 (13)	59.5 (22)	5.4 (2)	(37)
Total %	21.9 (229)	27.2 (285)	50.9 (534)	(1048)

If only this program and social reality were that simple. Observations made by the fieldworkers call into question the entire process whereby projects are identified by families. There are indications in the case studies that clients perceived the FDP as an application for PLAN assistance. Rather than the FDP being a delineation of projects that clients can accomplish within a specific timeframe, it has for some become a list of what they want from PLAN. Some clients even expressed the perception that it was best for them to put down as many project ideas on their FDPs as possible. In the event that extra PLAN funds became available or a self-help project was designated for their location, then they would qualify to receive that assistance since they had already specified it on their FDPs. A second problem is the different perspectives held by clients and social workers regarding what constitutes the Family Development Plan. Some clients view it only as the project funded by their FDP allotment.

Another fieldwork observation is the great similarity in FDPs which is also reflected in the statistical data. Evidence from the case studies indicates that many clients were left on their own to prepare their FDPs. Often project ideas are shared between families. Families also use their more educated and literate neighbors to develop ideas on what they should put in their FDP. It is quite difficult to ascertain the extent to which the sharing or copying of FDPs has actually occurred.

What is particularly significant given the overall conceptualization of the FCDP is the marked similarity between client FDPs. This is especially the case for FDPs within a given location where clients hold similar views regarding what a project is or else have received similar instructions and procedures from their social worker. A major function

of the FCDP was to enable families to present development plans in an individualized manner. The idea was to allow families with different interests and different capabilities to express those varying priorities to PLAN and to use resources to achieve those different objectives. While the FDP process allows each family to express their individual goals, there is less utility for this approach if the goals are all the same.

Another probable reason for the similarity in FDPs is that PLAN families share many common problems. Inadequate housing, low levels and irregular sources of income, little access to proper education and health facilities, and a tradition of being poor are characteristics which PLAN clients share. Consequently, although families do have some varying degree of capabilities, interests, and differences when they enter PLAN, for the most part their starting point is more or less the same. This is compounded by the fact that these clients live in closed communities and thus share the same lack of resources and outlets characterized by those areas where PLAN works. Given a common starting point and the sharing of similar environmental limitations, one should expect only a slight variation in the particular strategies employed by the families to become "independent and self-reliant". This finding is a direct challenge to the validity of the FCDP concept and design.

The Philippines FCDP program provides each client family with a small monthly stipend of 35 pesos (\$4.76). This is supplemented by a Family Development Project Fund of 270 pesos a year (\$36.73). What can be said regarding program impact on the economic status of PLAN clients? In particular, to what extent has it facilitated the development of independent and self-reliant families?

Almost all PLAN families have improved to some degree their well-being as a result of PLAN's assistance, most especially in the area of

housing. Some families have been able to achieve significant improvements through their own initiatives and the support of PLAN. At the same time we must consider that no PLAN family in the Philippines has participated in the FCDP for more than three years. However, research findings indicate that PLAN's support to families is used in two distinct, though related areas. One of these is projects that will achieve immediate objectives and provide families with basic comforts to improve their standard of living. A second type of project focuses on income generation and employment activities. Most families seem to focus on the first type of project. Income-generating projects are typically not sustained due to a lack of technical expertise and the habit of converting "investments" to meet immediate needs.

Most income-generating projects lie in the area of livestock production. However, livestock projects are not perceived by PLAN clients as income-producing but rather as a savings device to store income until it is needed to meet immediate demands for cash. When these occur, livestock is converted into cash and that is the end of the project. Some families have been able to build upon their livestock projects and reinvest their capital. However, these are exceptional cases. On the basis of this and other evidence it would not appear that PLAN is paving the way for independence and self-sufficiency. This is not due to any lack of good intentions or level of effort. On the contrary PLAN staff is committed and concerned.

There are components of the FCDP that do not function as conceived. The design of the FDP is based upon the impact which goal-setting can make on human behavior. It is based on the general recognition that rational human action is goal-directed. E.A. Locke is a developer of a

psychological theory from which is derived some of the basic assumptions and perspectives regarding the processs of goal-setting and its effect on behavior. His theory states that human behavior is regulated by specific goals of the individual. Among the corollaries to this theory are that hard goals and specific goals lead to higher output than abstract generalized goals or conditions in which goals are absent altogether.⁶

Research conducted to assess the validity of Locke's theory has shown it to be a valid one.⁷ Groups with goals perform much better than groups without goals. However, the goal-setting process works more effectively where there is a limited number of well-defined goals that are to be achieved within a given timeframe. A problem with PLAN's FDP as currently structured is that it encourages families to identify more projects than can reasonably be accomplished.

Another problem in assessing the degree of FCDP impact is that nowhere is its goal specified in operational terms so that program performance can be effectively reviewed. The need for and the direction of economic and social development are culturally defined concepts. Development is a set of circumstances that is or is not a problem depending on one's point of view. The basic goal of the FCDP to develop independent and self-reliant families presents a monumental task. In the description of the FCDP, family independence and self-reliance is equated with "family stability, improved earning power, free of major problems, a productive participant in the community, and a sound basis for children's and family's future". It has been difficult to apply these generalized characteristics.

Given the way in which cancellation due to "improved family condition" is determined, it would appear that program staff use income as the main indicator for determining family self-sufficiency. There is an implication that income reflects a higher standard of living and that such a standard is relative to the conditions of the family at point of intake and the community at large. This seems like a relatively narrow definition of the FCDP goal. Perhaps this reflects the limitations on how much impact the program really can have on the problem it's attacking. Rather than broad statements about program goals, there needs to be specific and operational definitions of what the program intends to do and what is achievable. Otherwise it will not be properly understood by clients or staff.

Although many aspects of the FCDP have been documented and specified in writing, there remain differences of opinion among senior staff as to how it actually works. Conflicting views were expressed to the research team from current and former field directors who have used the FCDP strategy. This indicates a lack of consensus and agreement on the goals and processes of this program strategy. If senior staff do not agree on what the FCDP is, then it is doubtful that local staff or the clients themselves will be given proper orientation in the program.

What is needed is a delineation of PLAN's expectations in terms of the clients it's serving. To operate and evaluate programs requires a precise description of expectations. Otherwise, a program is left with only a vague direction which can be interpreted in diverse ways by personnel at various levels of the program.

The PLAN Philippines FCDP program is guided by a procedure manual that details many administrative aspects of the program. It provides

direction to the social workers on how the program is run. It appears that there has been a great emphasis on procedures with a resultant neglect of focusing on program goals.

C. Community Development Plan

In each location PLAN clients are members of an Association. This organization is intended to serve as a work group and as a focal point for PLAN's community activities. Oftentimes there are links made between the PLAN Association and other local groups. Depending upon the distribution of the clients, the Association may draw its membership from as few as three and as many as seven barangays.⁸ The Associations not only provide a shared identity among PLAN clients but act as support groups and as a learning experience, particularly to the officers. It also serves as a forum to disseminate and discuss information regarding PLAN policy and procedures, a decision-making body to develop funding priorities, and a structure to implement projects.

The research conducted in eight FCDP locations represent a sample of approximately ten percent of the areas in which PLAN Philippines works. In these areas PLAN is very well received and its assistance much appreciated. PLAN has a relatively high degree of visibility due to the nature of its program and the reliability of its support.

PLAN is often the most active organization in the areas it serves. Unlike local agencies that also intend to provide services, PLAN families can count upon receiving the assistance due to them. Community leaders appreciate the contributions that the PLAN Associations have made, particularly in the areas of education and community development. This recognition of PLAN's contributions provides a certain status to individual members. In some sense the Association is viewed as a mutual support group and club through which a variety of benefits accrue to its members.

TABLE 7

LISTINGS OF COMMUNITY PROJECT TYPES, EXPENDITURES, AND RATINGS FOR EIGHT FCDP LOCATIONS

Project Type	PLAN funds* expended	Percent of total expenditure	N	Percent of all Projects	Scale Rating of projects			Selected Project Examples
					+1	0	-1	
1. Construction "success" rate "completion" rate	177,495	28.5	36	19.0	33 91.5	2 97.2	1	School Building, School Classrooms, Stages, School Improvements, Community Building Repair Electrification of Streets and Dwellings, Road Improvements, Construction of Bridges.
2. Health Maintenance "success" rate "completion" rate	138,027	22.2	35	18.5	27 77.1	7 97.1	1	Toilet Facilities, Installation of portable water facilities (pumps and wells), Nutrition classes, Supply of vitamin supplement, Dental hygiene, First Aid instruction and supplies, trash cans.
3. Vocational "success" rate "completion" rate	112,182	18.0	29	15.3	16 55.1	10 89.6	3	Automotive repair, Stenotyping, Dressmaking, Sewing, Tailoring classes, Cosmetology, Scientific farming, Handicrafts, Sewing Machines, Co-operatives, Typing classes.
4. Recreational "success" rate "completion" rate	99,399	16.0	44	23.3	25 56.8	17 95.4	2	Field Trips, Musical instruments and Supplies, Monthly birthday parties, Christmas parties, Basketball courts, Playground equipment.
5. Education "success" rate "completion" rate	62,902	10.3	35	18.5	22 62.8	10 91.4	3	Nursery classes, Reading materials, Adult educational classes, Literacy classes, Tuition grants, Educational Scholarships.
6. Fishing, Livestock Agriculture "success" rate "completion" rate	31,179	5.0	10	5.3	5 50.0	3 80.0	2	Fishing boats, Fishing nets and supplies Poultry, Pigs, Goats, Seeds, Fertilizer, Pest Control equipment and supplies.
Totals	621,204	100	189	100	128 67.7	49 93.6	12	

RATING SYSTEM

*Amount in Pesos
7.35 ₱ = 1\$ U.S.

- +1 = Project successfully completed, remains ongoing in terms of use and was mentioned as successful by field reviewer.
- 0 = Project was completed but is no longer useful or a one time only affair and/or mentioned by field reviewer as "iffy".
- 1 = Project abandoned or deemed unsuccessful by field reviewer.

In several locations fieldworkers observed a high degree of cooperation among PLAN clients in the activities of the Association. All Associations have officers including representatives from the barangays where PLAN clients reside. Some Associations have specific bylaws and/or a constitution to guide their activities. Regular meetings are held among the officers which may include the PLAN social worker. In some locations a general monthly meeting of all clients is held, whereas in others a monthly meeting is only held for representatives from each barangay.

Annually the Association must develop a plan which outlines its objectives and priorities. Each location is given a community development fund to use in supporting projects. Frequently this sum is supplemented by non-MA&S contributions, such as self-help projects funds or government grants. The projects noted in Tables 5 & 6 include all those funded from various PLAN resources. Table 7 provides an overview of some of the important features of the aggregated community development plans for the locations researched.

There are several important findings that should be noted from the above table. First, 93.6% of all community projects obtained either a zero or plus one rating. Second, the largest number of projects (23.3%) are in the "recreational" category. Another distinguishing note is that only 5% of total community project expenditures were directed to either fishing, livestock, or agricultural projects. There is an average of six community projects per year in each location.

In some ways these data are analogous to those observed for family development projects. There is a large number of projects and a high degree of project success and completion. However, allocation of funds shows little input directly into areas that focus on income producing

activities. One significant difference between the impacts of family development projects as opposed to community development projects is the spread effect. Many community projects sponsored by PLAN benefit the community at large, including those not affiliated with PLAN.

The case studies present evidence of both successful and unsuccessful community projects. There are indications of the initiative of individual clients in making projects succeed. At the same time there are significant problems in several locations due to a lack of cohesion among Association members. Specific incidences are cited wherein Association affairs have been dominated by the politically strong.

There is one interesting characteristic of the PLAN supported Association that differs from other community development approaches. Traditionally, communities have been organized on the basis of locally defined areas to which people have an identity and commitment. Some PLAN locations cover a great deal of area and are spread out in as many as seven barangay. The distribution of PLAN clients in these areas often differs, so that there may be a higher concentration of clients in certain areas than others. Also there are rivalries and historical frictions between these barangay. Somehow PLAN brings them together in an attempt to establish a democratic process to assist the areas served. One might think that the PLAN Association could work effectively only if it was located within a single barangay. Fortunately, this is not the case as membership in PLAN provides each family with a certain status regardless of the barangay or the origin. This serves as a uniting factor and facilitates their working together.

On the other hand it would appear that PLAN clients have little choice but than to participate in their Association. Otherwise, their lack of participation is often interpreted by the social worker as a

lack of interest and commitment to the program and this is often reason enough for cancellation. Families learn to participate in Association activities to avoid adverse consequences. Still in some locations there is substantial friction between the social worker and Association officials. There is a certain rivalry between these parties over control of the PLAN program. Usually, however, the social worker functions as the final arbiter and respect is accorded to him/her in that role. Unfortunately, this sometimes creates feelings of tension between the parties as Association officials recognize that the social worker can have the last say.

One must question the permanency of the Association's role in community activities once PLAN terminates its program. While PLAN is working in the area the Association appears as a healthy vehicle to encourage client participation in community projects and to complete projects over an extended area. However, when direct financial assistance from PLAN has terminated and clients are no longer obliged to participate, it is questionable if there will be any remnants of the community development efforts initiated by the Association. Of course, the projects such as school construction and so on will remain, but the continuity of a mechanism for residents to work together on common problems will be in jeopardy.

Another interesting aspect of the case studies was the report by the fieldworkers that some locations did not have definite ideas for new projects. This was especially the case in the older locations. Only so much can be done in a location in the areas of school construction, pump wells, road improvement and other areas of community development. Still locations are allocated a certain amount of community project funds per year.

Perhaps a stumbling block to the development of new project ideas is that Associations lack any long-term development plan. The Community Development Plan currently referred to is nothing more than an Association's listing of individual projects, funded by their budgeted allocation. There is a noted absence of any overall plan.

This should not be due to the unfamiliarity of PLAN clients in developing goals since they do develop Family Development Plans. Rather it is symptomatic of the fact that the PLAN Association functions only peripherally as a community development organization. Also social workers stated that to meet the deadlines for submitting community project proposals, they often must submit projects to the Regional Office without the prior review and approval of the Association. It is difficult to perceive how the Association under these circumstances can perform its intended role.

D. Procedures and Policies Relating to the FCDP

Role of the Social Worker

Of critical importance to the FCDP is the role of the social worker. Most often female, they are front line workers for Foster Parents Plan. While they are supported by a community aid and an administrative structure that includes a regional supervisor, they are usually on their own in managing and servicing their locations. In some areas locations are grouped in closer proximity so that they are less isolated. However, for the most part social workers must work independently and keep control of an entire PLAN program.

For a single Philippine girl living away from home this is sometimes not an easy task. There have been occasions in which budget allocations and program decisions made by the social worker created hostilities and made the social worker's life a bit uneasy. On top of these difficulties

are the demands placed upon the social worker by PLAN. In their locations the social workers must function as accountants to keep track of the expenditure of funds in petty cash, as managers to administer project activities, as reporters to keep the regional headquarters informed of location activities, as coordinators to regulate PLAN activities with those of other public and private agencies, and as counselors for PLAN clients to guide them in their social and economic progress. With caseloads of up to 250 clients there is just so much that a social worker can do in each of these areas.⁹

PLAN's staff in the Philippines recognizes that there are basically two dimensions to the work of a social worker: administration and social work. Unfortunately, emphasis is often placed on the former function which results in a decreased emphasis on the latter. This is not meant intentionally but results when specific administrative responsibilities are assigned that must be completed on time. These include the completion of annual progress reports, application forms for SSF and RLF funds, project reports, budgetary information, and status reports. In the view of many social workers these tasks are priority items in order to maintain themselves in their positions, but to perform this many duties they have to cut corners. Unfortunately, what suffers is the social work aspect of the position.

One of the expectations of the FCDP is that the social worker will meet with the client at least once a month to discuss family welfare and how they have progressed on their projects. What was observed in the field was that the interaction between client and social worker can easily become little more than a ritual. This results when there is insufficient time to discuss anything beyond the most superficial or immediate. This is especially the case in locations that are spread out over several

barangay, where it may take a four hour round-trip walk for a social worker to visit a client home. Interviews at the PLAN office tend to be superficial as there is little privacy nor time to thoroughly discuss a client's situation.

In order to accomplish the many tasks assigned to the social worker specific policies and procedures have been developed to regulate the flow of information and to allow the social worker to meet deadlines for the completion of reports. For example, social workers budget their time so that certain monthly requirements, such as annual progress reports, can be completed. There is little time for innovative thinking or objectively viewing the progress of their clients or communities.

Intake Procedures

Like other PLAN programs, PLAN Philippines has specific intake and cancellation criteria. For the most part family conditions are assessed on the basis of income relative to family size. However, given that many PLAN clients receive services in kind and that much of their livelihood is hidden from a cash based economy, it is questionable how practical and reliable is the use of income data alone in assessing PLAN clients needs. There are many ways in which income is not readily perceived by the outsider. This creates a problem not only for cancellation but at intake as well.

Another difficulty is that there are variations within the Philippine economy. An individual with a particular income in one area may be better or worse off economically than another family with the same income in a different area. When PLAN does review the possibilities of setting up a new location, the major concerns are if there is a sufficient number of families clustered together to complete the enrollment, and whether there is access to some services including banking facilities.

For the most part PLAN has enrolled families who meet the eligibility criteria. Yet the material from the case studies indicates that there are some problems with the selection of families as PLAN clients. There are a variety of stories regarding the processes whereby certain local political leaders use their contact with PLAN to arrange for their friends, families, and political allies to be enrolled in the program. The involvement of these local leaders in the intake process often leads to difficulties in client cooperation and participation. There are further reports that families selected for PLAN assistance did not actually qualify nor meet the criteria of the program. Of course, these reports may have come from jealous or envious individuals who resent that certain people are getting or have received PLAN assistance.

The selection process is done within a short timeframe necessitating PLAN's use of local political leaders to direct them to potential PLAN clients. Currently, intake workers must enroll an average of 8 clients per day. This involves identifying eligible families, explaining PLAN's program to them, and collecting information for the case history. All this is done so that by the end of a given week each of the five intake workers have completed intake for 40 families (this was recently lowered from a quota of 50 families per week) for a total of 200 families.^{10,11}

Another aspect of the intake procedure that should be reviewed is the amount of coverage that PLAN provides in a particular location. For example, if PLAN's objective is to enroll 200 families within a particular location, how large a percentage of that area's total population should these 200 families represent? The issue here is the degree to which PLAN wants to be an integral part of the community. In rural locations particularly there is not much significant activity that is ongoing

which provides families the type of support available to PLAN clients. Consequently, even in those areas in which PLAN enrolls ten percent of the population, PLAN has significant visibility. When considering the CDP activity that PLAN supports, one would anticipate that perhaps 50% of all area residents participate or are affected by PLAN's operations in some way or another. Currently, in those barangay served by PLAN enrolled families comprise from 23-38% of the population. Should PLAN narrow its focus so that a much larger percentage of families are affected?

The Term of Service Concept and PLAN's Cancellation Policy

The concept of Term of Service refers to a PLAN policy that limits enrollment to a specific number of years. In the materials describing the FCDP process this particular policy is considered an integral part of the program. Families are encouraged to develop their own objectives and to achieve them within a limited timeframe since PLAN assistance is time-restricted.

This aspect of PLAN's program differs substantially from PLAN's traditional form of assistance to families. Under those circumstances PLAN's support to families is not limited to a particular timeframe. As a result, families may receive assistance for an exceptionally long time, in some cases up to fifteen years. Consequently, the Term of Service (TOS) policy was developed to restrict the amount of support that PLAN provides any one family by limiting the number of eligible years of assistance.

In discussions between field staff in the Philippines and at IH, it was apparent that there are differences of opinion on this policy issue. Some individuals view the two concepts (TOS and FCDP) as not necessarily interdependent.

That is, one could have families that receive PLAN's support through the FCDP but are not restricted in terms of a particular length of PLAN service. On the other hand, families could be restricted to the amount of support they would receive yet be involved in a PLAN assistance program other than the FCDP.

The original design of the FCDP was based on the use of the TOS policy. In the Philippines up to five years was designated as the time in which families could receive services from PLAN. It was anticipated that within five years families could be on their way to self-sufficiency and that the use of the timeframe would encourage families to better utilize PLAN services. However, during the last fiscal year this policy was changed. Families are not now automatically canceled simply because they have been enrolled for five years. Rather it has been replaced by a policy requiring social workers to cancel five clients per month. This policy has been put into effect only in those locations in operation more than five years. These clients are identified through the social worker's application of PLAN's cancellation criteria.

The reason for this change of policy is two-fold. On one hand many families who have been involved for up to five years of assistance from PLAN are not yet "ready" for cancellation. Although they have shown progress during their affiliation with PLAN, they still have substantial socio-economic needs and do not yet meet PLAN's cancellation criteria. The other reason for postponing this policy has been the fear on the part of the national companies that too many cancellations within a short period of time would be particularly disruptive. This problem would also create havoc at the field level as well, as it would be necessary to replace (at least in the case of the Philippines) at least 4,000

clients every year.

In examining the history of PLAN's involvement in the FCDP locations that were the focus of this research, it was apparent that some of the locations had been in operation before the implementation of the FCDP. In other words, some locations, although they celebrated their fifth anniversary with PLAN in 1980, are only in their third year of the FCDP. This brought up the question as to whether or not the five year Term of Service referred to client enrollment in PLAN or participation in the FCDP program. There remains a difference of opinion among IH and field staff on this policy.¹²

One of the basic assumptions of the TOS policy is that PLAN families, in knowing that their assistance will be limited to a specified timeframe, will take better advantage of their affiliation with PLAN. A corollary to this assumption is that, in knowing that their assistance is limited, clients will not become dependent on PLAN. Another assumption is that it would provide a fair basis for cancellation. The fieldworkers' interviews with PLAN families indicate that PLAN families do not become expectant or dependent on PLAN. When asked what they would do without PLAN, clients expressed the view that they got along before PLAN and that they will get along after it leaves.¹³

In the FCDP, cancellation is intended to be an event that is mutually agreed upon by PLAN staff and the families. It marks a phase in the development of a family when they no longer need PLAN's assistance to facilitate their own development. Under these circumstances PLAN has helped the family to get on the road to self-improvement. Problems occur in the FCDP when clients and staff do not mutually agree upon cancellation. There have been occasions in which social workers have been threatened

due to disagreements over cancellation.

The justification for obtaining that agreement is based on the critical premise of the FCDP approach that families will come to a point in their development when they recognize that they are able to handle their problems themselves. This marks the development of a family's confidence in its own abilities and reflects a certain characteristic of self-sufficiency. This is not to be equated with the expectation that the family will no longer have problems or difficulties ahead, but that it has developed a capacity to handle these matters as they occur. Since people's interpretation of improved family condition vary, it is not surprising that there is often substantial disagreement over a family's readiness to be canceled. A more fundamental cause of the difficulty in obtaining families' agreement on cancellation are the procedures that PLAN currently follows.

Families that do not show improvement may be canceled due to lack of cooperation. Families showing improvement may be canceled due to improved family conditions. The existence of these cancellation policies - lack of cooperation and improved family condition - requires that families tread a fine line between too much progress and too little progress. Families do not want to improve themselves too quickly or too substantially as to justify their termination from the program. At the same time they must show some improvement so as to indicate the positive benefits that accrue as a result of their participation in PLAN.

This dilemma acts as a negative reinforcement to family development. This is due to the procedure whereby families that do show significant progress and recognize that fact are canceled from the program. There are no immediate or apparent benefits to the family from cancellation. The

stigma that is attached to "welfare programs", as viewed in developed countries, does not exist in the Philippines. One might suspect that it also does not exist in other poor countries where people adapt to their poverty yet recognize their right to obtain assistance.

A common problem in each of the locations researched is the present arbitrariness, from the point of view of the clients, as to how cancellation from the program is determined by the social workers. Clients are aware of the cancellation criteria but it is not clear to many how these criteria are applied. Canceled clients did not understand why families who were better off than themselves had not been canceled instead of them. Many such statements were corroborated by individuals in the community who felt that there are indeed families who are more needy than those families currently enrolled in the program. (This also gets back to the intake process.)

There is a great probability that families, especially those who function on a non-cash basis, camouflage their sources and amount of income. Because PLAN is such a welcome resource to the clients and provides them with a certain amount of status in the community, cancellation is seen as a negative phenomenon. Some families stated to the fieldworkers that cancellation reflects improprieties of which they were not actually guilty.

PLAN Philippine staff are well aware of the problems of cancellation. Most of the burden falls on social workers who must deal with disagreeable clients and who are requested by their superiors to cancel a certain number of families each month.¹⁴ How PLAN addresses this issue will be important in assessing the intention of staff to improve the conditions under which the social workers must function and to guarantee that the FCDDP process functions in the best possible manner.

Basic Needs, Development, and the Goal of the FCDP

In the Philippines the FCDP has been in operation for three years. Consequently, client families have developed a maximum of three Family Development Plans. A critical issue in this study has been the impact of the FCDP on developing independent and self-sufficient families.

Data from our sample of 146 clients was examined to search for correlations between the amount of time clients were enrolled with various characteristics of improved status, such as housing and income. There was insufficient evidence to support the hypothesis that the FCDP hastens family development. This may be due to the fact that the FCDP has been in operation for only three years. The findings on family projects shown in Tables 3,4, and 5, indicate that many families have a long way to go in achieving self-sufficiency.

There have been a number of interesting cases documented regarding PLAN families who have used PLAN resources constructively and turned them into improved livelihood. There are also cases of community projects that have been used to improve a community's well-being and the income of individual families. However, these cases seem to be the exceptions to the general rule in which PLAN clients use funds primarily to serve basic needs and to meet day-to-day expenses. PLAN assistance does substantially contribute to the improvement of family welfare. However, the achievement of self-sufficiency is another matter. There needs to be a balance between project thrusts in basic needs versus income and employment-generating activities.¹⁵ While basic needs projects in health and education may lead and contribute to development, they are not sufficient by themselves. Likewise, too great a focus on development may neglect the many basic human problems that must also be addressed.

Perhaps a better way to make the distinction between basic needs versus development objectives is to think in terms of a means and ends continuum. A current problem is that many clients view PLAN support primarily as an end and not as a means to facilitate their development. The research team strongly recommended that additional efforts be made by PLAN to focus on development and income-generating projects, since current policies have not stimulated the development of self-sufficient families to the degree anticipated.

One of the difficulties in discussing the FCDP in light of its major goal is that nowhere is the concept of self-sufficiency and independent families defined. A major concern for PLAN should be in interpreting the meaning of the concept given Filipino values and PLAN's level of expectations in promoting development. Staff attention on the FCDP has been directed primarily towards specific administrative procedures and policies. The linkage between these concerns and the overall FCDP goal is vague. It is also not clear how funding decisions can be made without greater delineation of what PLAN intends to accomplish with/for its clients.

In terms of educational goals, clients perceive educational opportunities for their children as a major long-term benefit of PLAN enrollment. Yet with the current intention to turn the PLAN caseload over within a timeframe of five years or so, it is doubtful that this specific objective can be achieved.

In the area of capital development, the research indicated that there have been a significant number of projects, such as livestock production, agricultural supplies, etc. However, many of them are not continued due to a lack of technical knowledge, the need to convert capital

for immediate needs and a lack of motivation and proper orientation to the FCDP.¹⁶ Finally, the income-generating projects undertaken by families and communities are not of sufficient magnitude to make basic changes in the living conditions of most families. Yet for the FCDP and PLAN to achieve its stated (although not clearly defined) goal, significant change must occur.¹⁷

Client Understanding of FCDP Procedures and Goals

Clients are knowledgeable of PLAN's administrative policies and procedures. However, the need, as specified in the design of the FCDP, to continually educate clients and staff in the FDP process has not been met. Consequently, clients are unsure of PLAN's expectations.

Many families currently use the FDP not as a list of what can reasonably be accomplished within a year, or as a structure for achieving self-sufficiency, but rather as a list of the things they want from PLAN. FDPs appear more like applications for support than as succinct statements of family goals. The current forms used by families to prepare their FDPs may encourage this. There are many areas to be covered in the plans and many empty spaces for families to fill in their list of wants. Some families use the FDP as a means to receive PLAN's support and not as a means to direct their activities.

The FDP is based on proven psychological work that the presence of goals facilitates behavioral change in individuals and families. Also it provides direction to families and stimulates their participation in their well-being. Unfortunately, the fact that PLAN is good to its clients and can be relied upon to provide support works against the need for clients to seriously involve themselves in their development and to take advantage of PLAN services. Many families have the attitude that they will use PLAN while it is available and that when it is gone, they will remember it as part of the "good times". Perhaps the difficulty

here is that PLAN is too successful in helping.

E. Some Final Remarks

In this report we have discussed a variety of issues that one might not associate directly with the FCDP. This may especially be the case when we have touched upon such topics as rural development, PLAN's intake policy, eligibility criteria, intake procedures, cancellation criteria, and other policies. The problem has been that as we have tried to look at the operation of the FCDP as it actually functions, we have noted that there are a variety of considerations that affect the program. Our initial thinking had been that we would contrast the workings of the FCDP in reality to how they are presented on paper and in theory. It seemed that there would be a simple transformation from the presentation of the program to how it operates in the field. However, we have learned that the FCDP does not operate in isolation. Rather it is subsumed within the larger PLAN program structure and policies. It is for this reason that we have touched upon a variety of program issues and concerns that are not specific or endemic to the FCDP. Rather these are more general concerns that are also applicable to other field and program locations and are derived from PLAN overall program policies and philosophy.

Not only then is the FCDP shaped by the personnel and the specific conditions within the Philippines, but it is also shaped by the policies that PLAN works by in all its PLAN field posts. However, these considerations have to be reviewed as much as the concerns that are specific to the Philippines. For either way, they still have an impact on the program and affect performance and effectiveness.

The next step in our examination of the Family Community Development Program has not yet been designed. Much will depend upon the response

to this report by PLAN staff. The major issues and concerns of the program have been identified through this initial step. It seems appropriate that Phase 2 of this study project would include an examination of programs similar to the FCDP in the Philippines and in other PLAN countries. This might indicate how socio-economic and geo-political considerations affect program structure and impact.

The last section of this report contains a series of recommendations generated from the field research. The specific recommendations are first presented followed by a final discussion of them. The concluding portion of Dr. DeRaedt's report is provided as Attachment 2 to this document. It contains his summary comments and recommendations.

IV. RECOMMENDATIONS

List of Major Recommendations

A. Program Direction

- PLAN must develop more precise goal statements for the Family and Community Development Program. Such statements should explain PLAN's expectations towards what can realistically be achieved. Goals should be conceived in light of the economic and socio-cultural environment in which the FCDP functions.

B. The Family Development Plan

- Family Development Plans should be limited to no more than four objectives per year.

- Each program region should have a Human Resource Specialist to hold monthly meetings with staff and clients in each location to continually orient and educate them in the FCDP philosophy.

- Families should sign an agreement with PLAN that limits their enrollment to five year intervals. At the expiration of this agreement, families who have not shown significant progress or who fail to have additional needs should be canceled.

- Cancellation responsibilities should be given to senior social workers or supervisors.

C. Project Funding

- Constructive and positive activities undertaken by clients and their communities must be reinforced.

- Decisions regarding funding for family and community projects should be made on the basis of need, capabilities, interest and merit.

PDOs and budgets should be prepared on a regional basis only.

D. FCDP Location Organization

- PLAN locations and personnel should be re-organized so that they are teamed and work more closely together.
- There should be at least three different job levels for social workers to reflect increased responsibility and seniority.
- FCDP locations should be concentrated to serve a small number of barangay.
- The time for handling intake at new locations should be increased to at least four weeks.

E. Pursuing Economic Development

- PLAN should encourage the support and development of employment generating projects such as small business development, small-scale factories and food processing facilities, land and boat ownership strategies, woodworking shops, clothing and pottery manufacturing, and irrigation systems.
- Each Regional Office should have a Technical Projects Coordinator to provide technical assistance to clients so that they may be more confident about pursuing income-generating projects. The coordinator would also provide clients with seminars on financial management and on methods for accumulating and investing excess capital.
- The PLAN Association should prepare a long-range development plan that incorporates employment generating projects. Such projects could build upon already existing local industry provided that benefits accrue to PLAN members.
- PLAN should direct its program to those locations and clients that will use PLAN's assistance to generate increased levels of income and employment rather than focusing primarily on basic human needs.

Recommendations with Discussion

A. Program Direction

● PLAN must develop more precise goal statements for the Family and Community Development Program. Such statements should explain PLAN's expectations towards what can realistically be achieved. Goals should be conceived in light of the economic and socio-cultural environment in which the FCDP functions.

Discussion:

The major goal of the FCDP, to assist client families to achieve independence and self-reliance, is very broad. There are distinct differences of opinion among PLAN staff and its clients regarding what this goal means in operational terms. There seems to have been an emphasis on administrative procedures and details to the extent that both clients and staff are more concerned with them, than they are with the overall direction of the PLAN program. While it may be that PLAN's "development" philosophy is purposely intended as broad, this does create difficulties in interpretation for field staff. The identification of more specific goals, a necessary preliminary step prior to the specification of procedures, is lacking. Without them it becomes unclear whether PLAN support is a means and/or an end; whether PLAN wishes to focus on basic human needs or "development". Without a clear direction and delineation of program philosophy it is difficult to know how and why relative priorities are given to income generating projects versus more basic needs projects. Also it becomes impossible to evaluate program impact when goals are stated so generally. The lack of consensus among staff as to FCDP goals filters down through the social workers to PLAN clients.

B. The Family Development Plan

- Family Development Plans should be limited to no more than four objectives per year.
- Each program region should have a Human Resource Specialist to hold monthly meetings with staff and clients in each location to continually orient and educate them in the FCDP philosophy.
- Families should sign an agreement with PLAN that limits their enrollment to five year intervals. At the expiration of this agreement, families who have not shown significant progress or who fail to have additional needs should be canceled.
- Cancellation responsibilities should be given to senior social workers or supervisors.

Discussion:

PLAN clients have developed FDPs with many project goals.¹⁸ Clients need to focus themselves and their resources on a limited number of achievable projects. Clients are not sufficiently oriented towards the FCDP concept. The lack of understanding about the FCDP weakens the overall impact of the program. The responsibility for client education should be given to a staff member from the Regional Office. Efforts must be made to inform clients of the distinction between what is desired and what can realistically be achieved in light of the emphasis of the program. By removing the Term of Service policy from the program, PLAN has allowed cancellation to be handled in a way that seems arbitrary to clients. PLAN must recognize that significant and "permanent" family change takes time and that education is one long-term investment that families are willing to make. Efforts must be made to provide clients with positive reinforcement to family progress. By providing a specific timeframe, PLAN will

make known to its clients that there is a definite and logically presented end to its support. At the end of the five year period re-evaluation of a family's needs and situation could be undertaken so that families who merit additional PLAN assistance could be enrolled for an additional five years.

C. Project Funding

- Constructive and positive activities undertaken by clients and their communities must be reinforced.
- Decisions regarding funding for family and community projects should be made on the basis of need, capabilities, interest and merit. PDOs and budgets should be prepared on a regional basis only.

Discussion:

Currently, budgets are designed to provide clients and communities an equal amount of MA&S support, regardless of their needs, interests capabilities. This procedure does not maximize program impact. Some PLAN Associations working less constructively than others receive the same amount of funds. Budget allocations must reflect the differences between client families and locations.¹⁹ Also, while the FDP allows each client family to develop its own plan, most plans are quite similar. Support for more collective projects should be considered to address common problems.

D. FCDP Location Organization

- PLAN locations and personnel should be re-organized so that they are teamed and work more closely together.
- There should be at least three different job levels for social workers to reflect increased responsibility and seniority.
- FCDP locations should be concentrated to serve a small number of barangay.

- The time for handling intake at new locations should be increased to at least four weeks.

Discussion:

If PLAN wishes to make significant impact on the socio-economic conditions in those areas in which it serves, then additional resources will need to be directed at the problems. While the current structure of separate FCDP locations provide clients with a specific identity and spreads PLAN's benefits out among a larger number of people, it also divides into small pieces the amount of resources that PLAN is able to put into its attack on poverty. Also it is very difficult for social workers to work in remote areas without more backup support. Consequently, it is suggested that locations be combined or increased so that the program is managed by more than one social work staff member.²⁰ Another effort to focus PLAN's support and to maximize impact is to concentrate the Community Development Plan efforts in a smaller number of barangay. PLAN should only work in areas in which there is potential for development. Consequently, additional time should be given to the intake process in selecting specific locations and in identifying families who have the capability and interest to effectively use PLAN's services.

E. Pursuing Economic Development

- PLAN should encourage the support and development of employment-generating projects that are culturally appropriate to the areas served. This might include small business development, small-scale factories and food processing facilities, land and boat ownership strategies, woodworking shops, clothing and pottery manufacturing, and irrigation systems.
- Each Regional Office should have a Technical Projects Coordinator

to provide technical assistance to clients so that they may be more confident about pursuing income-generating projects. The coordinator would also provide clients with seminars on financial management and on methods for accumulating and investing excess capital.

- The PLAN Association should prepare a long-range development plan that incorporates employment-generating projects. Such projects could build upon already existing local industry provided that benefits accrue to PLAN members.

- PLAN should direct its program to those locations and clients that will use PLAN's assistance to generate increased levels of income and employment rather than focusing primarily on basic human needs.

Discussion:

The above recommendation is based on an assumption that PLAN is interested in fostering economic development, rather than meeting the immediate needs of its clients. Although it is awkward to have to make this distinction and establish priorities between these types of project supports, it is essential to do so if PLAN's interest is stimulating long-term gain to its client families. If this is the case, then additional assistance must be given to the social workers and their clients to successfully implement income-generating projects. It is also essential that through the PLAN Association more collective and cooperative technical projects be undertaken among PLAN clients. Resources when pooled can serve a much larger goal and can address problems that are shared by all. Finally, PLAN needs to be more careful about enrolling clients who have the motivation and basic resources so that PLAN's assistance can provide outlets to new economic options.

NOTES

1. A resident of the Philippines for over twenty-five years, Dr. DeRaedt has a doctorate in Anthropology from the University of Chicago and is on the faculty at the University of the Philippines at Baguio. Each fieldworker is a native Filipina fluent in English and Tagalog. They are social science graduates of the University of the Philippines and are also knowledgeable of several regional languages, including those spoken by PLAN clients.
2. On the basis of the written materials developed on the FCDP and discussions held at IH a paper was written to provide an overview to the focus of this study. It included the major research questions and objectives, the research hypotheses, the variables to be explored, and procedures and steps for implementing the study. This material was developed prior to any direct observation of the program in the field. It served as a guide to the particular problems to be addressed and to set some limits around the research study. A research design was developed that included the possibilities for an experimental and quasi-experimental approach. Since the findings from studies using experimental approaches are customarily more valid than those using other methods, it was initially considered feasible, nay optimal, that such approaches also be used for this study.

An initial trip to the Philippines was made in January, 1980 to briefly examine the FCDP in operation, to assess the feasibility of the preliminary research design, and to investigate the capabilities of Philippine research personnel who could participate in the study. Visits were made to several FCDP locations in Central and Northern Luzon and various discussions were held about the program and the study with PLAN personnel. This included a presentation to senior staff to welcome their input.

On the basis of that trip a final decision was reached regarding the research design and was presented to IH staff. Due to the nature of the program and the logistical difficulties that could be expected, it was not feasible to pursue an experimental approach.

3. To facilitate their introduction to the research, the fieldworkers participated in a week-long training session held at Baguio regional headquarters. The training sessions included an introduction to PLAN, history of PLAN activities in the Philippines and an overview of this research study. Other topics included the planned schedule for research tasks, supervision, expenses, research techniques and ethics, and an intensive orientation into the policies and procedures of the FCDP.

The training period included a half-day visit to a nearby FCDP location to allow the fieldworkers to pretest the research instruments. This also served to orient them to the structure of a location and to get a sense of their responsibilities as fieldworkers. The last day of the training session included discussions on the field trip and allowed time to revise the research instruments. Final instructions were given and the fieldworkers departed for their locations. The fieldworkers retained the training manuals

that had been distributed to them for use in the field.

While case studies provide a great deal of program information, there is frequently a problem that they cannot easily be compared or are too much a reflection of the fieldworkers own biases and concerns. In order to avoid such difficulties, a specific case study outline was developed for the fieldworkers to use in the preparation of the case studies. Also, as part of the data collection process, specific forms were given to the fieldworkers for their use.

Three specific forms were designed for the fieldworkers to use. First was the FCDP Location Description Worksheet. This included several characteristics of an FCDP location and was to have been completed by the fieldworkers within a day or two after their arrival at the locations. The second form was the FDP Projects Worksheet. For each family interviewed, fieldworkers were to collect a limited number of discrete data items from each family. This was supplemented by a review of the specific projects that families had identified as part of their FDP. The status of these projects, as well as the resources used to achieve these projects, were also included on these forms. Another form, entitled CDP Projects Worksheet, was to accomplish the same thing except that it would focus on community projects. A fourth form, Guide to Informal Interviews, was later dropped from the fieldwork requirements as it was more of an orientation form than something required to conduct a case study.

Each fieldworker traveled independently to the location assigned to them. In most cases it required a minimum of a full day's travel for locations in Northern Luzon and two days travel to Southern Luzon. Upon arrival they met with the PLAN social worker and were shown their residential quarters for their stay on-site. The fieldworkers were left up to their own scheduling to complete the Location Description Worksheet, FDP Projects Worksheet for fifteen currently enrolled families and four families that had been canceled due to improved family condition, the CDP Projects Worksheet and key informant interviews with the social worker, PLAN clients, association officials, and local leaders. The families selected for formal completion of the FDP Projects Worksheets were selected at random from office files using a skipping pattern. In some cases sampled families were replaced due to the difficulty in either reaching those families on account of their geographical location, unavailability or uncooperativeness. In that case the next adjacent file was selected.

Each fieldworker prepared case studies for two locations. At the first location the fieldworkers stayed on-site eleven days to collect the required data. During this time they were visited twice, once by Dr. DeRaedt and Mr. DiBella and once by either Dr. DeRaedt or Mr. DiBella. At their second locations fieldworkers were seen only once and that was by Dr. DeRaedt. These visits were intended to provide supervision to the fieldworkers' efforts and to provide some back-up support and direction to their work. Particular problems encountered by the fieldworkers were worked out during these visits.

Due to the amount of material available in each location, the fieldworkers time on-site was extended to two weeks at the second location researched.

After completion of fieldwork in the first set of locations, the research team reassembled in Baguio to review the work that had been completed and to prepare the case studies. Several meetings were conducted to discuss the draft material and to suggest refinement and reworking. After their second set of field research, the fieldworkers met with Dr. DeRaedt to develop an agenda for their preparation of all the materials that would be sent to International Headquarters. This included the review of both final case studies and the completion of the FDP and CDP worksheets.

It was also decided that each case study would be sent to the social workers in the locations researched for their review and comment. If Dr. DeRaedt considered their remarks appropriate, they were incorporated in the field case study report.

4. The FDP worksheets completed by the fieldworkers represent a sample of approximately 6% of PLAN's total current enrollment. Data were also collected for a smaller percentage of families that had been canceled due to improved family condition. The exact number vary for each location due to the size of the current enrollment and the frequency with which families had been canceled. The Statistical Package for the Social Sciences (SPSS) was used.
5. The cost for purchasing land varies depending upon the fertility of the soil and the availability of adequate rain or irrigation facilities. In South Luzon the average price for non-irrigated land is ₱6,000 per hectare (\$330 per acre); the price for irrigated land is ₱11,000 per hectare (\$606 per acre).
6. Refer to: Locke E.A. "Toward a Theory of Task Motivation and Incentives", Organizational Behavior and Human Performance, Vol. 3, 1963, pgs. 157-189.
7. Various articles commenting on Locke's theory include:
Campbell, Donald J. and Daniel R. Ilgen "Additive Effects of Task Difficulty and Goal Setting on Subsequent Task Performance", Journal of Applied Psychology, Vol. 61, 1976, pgs. 319-324.

Lathorn, Gary P. and J. James Baldes "The 'Practical Significance' of Locke's Theory of Goal Setting", Journal of Applied Psychology, Vol. 60, 1975, pgs. 122-124.
8. A barangay is a locally defined area within the jurisdiction of a town or municipality. It is comparable to a political ward or district. The singular form of "barangay" may denote more than one unit.
9. Intake at new PLAN locations is being limited to 200 families. This decision was made to try to ease the workload of the social workers.

10. Although the intake procedures were not a major focus of this study, it was apparent that family selection procedures have a definite impact on the quality of a program. For this reason these procedures are touched upon here.

The procedure for setting up locations is a process that usually lasts for several months. First PLAN senior staff will discuss possible location sites with the Philippine Ministry of Social Services and Development (MSSD). This national agency is charged with the responsibility of assisting in the development of poverty areas throughout the Philippines. MSSD is supposed to have significant information to indicate where the poorest areas are. When PLAN mentions to MSSD that it has an idea of working in a particular province or in particular municipalities, the MSSD will inform PLAN regarding the socio-economic status of people in that area. PLAN will meanwhile have conducted walk-through surveys of the locations to assess the conditions there and to determine whether or not it would be appropriate to establish a location there. A senior supervisor then contacts local officials and leaders to inform them of PLAN's interest and to solicit feedback.

Once a decision is made to open a location in a particular area, then an intake team is assembled and sent in. This team usually consists of a supervisor and five intake workers. The team spends a week in a location to find and enroll families in PLAN. This process is actually the taking of applications from families and the collection of certain information that will go into the case history. Following the collection of two hundred case histories (prior to 1980, location start-up involved intake of 250 families), the intake team will either spend a week writing up their reports and case histories or may be asked to conduct intake in another location nearby.

Given the time constraints on the intake team, it would seem only possible for them to complete their work if they were less than careful in completing it. The intake team as presently structured needs additional support, time, or resources to complete the work satisfactorily. One means for doing this would be to assign interns to the intake teams thereby enlarging the team and providing additional support. Another possibility would be to require that the intake team be on location for at least four weeks. The first week would provide an opportunity for the intake team to disseminate information about PLAN's program and to carefully consider the nature of the political and social structure within the location. Although the manifest function of this team is simply to collect information on potential PLAN clients, its latent function is to determine the interaction among the future FCDP participants. Consequently, these intake workers should have skills in identifying political processes underway in a location that may or may not jeopardize the type of activity that PLAN is involved in. More time is needed in the intake process to give families an opportunity to learn more about PLAN and its programs and at the same time to provide intake staff with the opportunity to learn about families.

11. There is another intake policy that may create difficulties. There is an IH policy that, to qualify for intake, families must have at

least one Foster Child and two siblings. Some families informed the fieldworkers that the social workers had not enrolled them in PLAN's program because they did not meet this criteria. They interpreted this as a suggestion or encouragement that they have more children. In one case in particular a family who did not qualify for PLAN assistance due to an insufficient number of children in the family, later returned to the social worker after the birth of an additional child. Unfortunately, intake had by then been completed and the family was not enrolled. This is of course not to say that the possibility of being enrolled in PLAN was the family's main concern in having an additional child. However, it does raise the question whether it unintentionally encourages people to have larger families.

12. In selecting the research sites for the study, the research team looked carefully at the older locations that had been established five years ago. It was anticipated that, since those locations had been in operation for the entire designated timeframe, there would be a great deal of evidence there to determine how effective the program has been. It was also upon this assumption, that certain locations had been five years old, that PLAN Philippine staff completely reviewed the use of timeframes. The research team learned in studying the older locations that, while they had been open for five years, in fact the FCDP had only been in place for three years. Consequently, it was apparent that PLAN staff have different views on how the FCDP should be applied to field circumstances.
13. The level of expectation of people in the Philippines is much lower than is the case in developed countries. Consequently, when they are assisted from an outside source, they do not see that assistance as something they come to expect and that is owed them. Rather, it is regarded as a gift or something that is nice but not something over which they have control or can stipulate and demand. The people in the developing world do not have the level of expectations inherent in people from the Western world. Consequently, one could argue quite strongly that the assumptions underlying the TOS concept are rooted in cultural biases that are not valid for establishing human service programs in the developing world.
14. At the Northern Luzon Regional Office conference in May 1980, PLAN management requested that the social workers come up with specific recommendations and solutions to the cancellation problem. The following are some specific recommendations made by social workers that were presented at the conference for consideration by headquarters staff. These included: changing the term from cancellation to graduation, reducing the number of mandated cancellations, conducting group discussions among PLAN families due for cancellation, providing canceled families with a certificate of appreciation from PLAN, changing the status of PLAN families subject to cancellation to "emeritus status" so that they will be viewed as success models, permit canceled families to continue to be involved in PLAN association activities, revising and rewording cancellation criteria so that they appear less negative, increasing income cancellation criteria, and assigning a floating social worker to handle uncooperative families.

15. For a recent discussion on the linkage between Basic Needs and Development see: "An International Perspective on Basic Needs", Mahbub ul Hag, Finance and Development, Vol. 17:3, 1980, pgs. 11-14
16. In the Philippines there is a saying among the poor that roughly translates into "We are eating our capital".
17. Small capital inputs may improve family well-being up to a certain point. This would include better housing, consumer goods, and access to potable water. To make these changes permanent requires a significant jump in net income. This is most often provided by a change in occupational status: from tenant farmer to landowning peasant, from weaver paid by piece-work to self-employed artisan. Specially focused development projects are necessary to stimulate these changes.
18. One of the difficulties with the current goal-setting system and format is that it encourages clients to develop wishing lists of intended projects. The goal development process should not be focused on goals that should be accomplished, rather it should address those goals that should and can be achieved within a specified timeframe. The findings of the case studies indicate that families use the goal development process as an opportunity to list all of the things they want to do. The reason for this is their expectation that by having these projects down on paper they become eligible for additional project funds if available.

Interviews with PLAN clients also indicated that families did not perceive the FCDP as a total program system but rather as a source of financial support. The fact that social workers in their monitoring efforts review the expenditure of FDP funds reinforces this viewpoint. The emphasis becomes the review of individual family projects rather than the overall progress that a family demonstrates.

The term "misuse of funds" is used by social workers whenever FDP funds are used for purposes other than those specified in the FDP. This is even the case when funds are used for a purpose that is more productive than the objective stated in the FDP. This policy reinforces the habit of PLAN members to put everything in their plans which allows them to be flexible in how they will use their funds at some later date. PLAN should encourage procedures that allow some flexibility in the use of funds so that families can take advantage of opportunities that present themselves. Certainly, in those cases in which families use funds for projects that are not appropriate or essential to their development, then the use of the term "misuse of funds" would still be most relevant and appropriate.

The development of goals is an integral aspect of PLAN's program strategy. The need for this strategy rests upon an assumption that PLAN clients are too poor to have allowed themselves the opportunity to see beyond their immediate basic needs. PLAN's effort is to get people to develop horizons beyond their customary thinking, to give them time and resources to plan for a better future. While this perspective seems reasonable and constructive, it does assume that people in the Third World don't have objectives. The problem is not

a lack of goals but a lack of resources and the access to resources, skills, and income essential to the realization of goals.

The FCDP is structured so that it tries to encourage families to use PLAN resources in collaboration with their own resources and those of their neighbors and their communities. The assumption here is that families do not already try to maximize from whatever sources exist. Much research conducted on the economic condition of the poor in the Third World indicates that this is not the case. Peasant farmers, fishermen, and other small scale entrepreneurs do demonstrate that they are willing to take risks and to maximize the output from available resources. They do think in terms of goals (although perhaps not as explicitly as in the FCDP) and of progress. However, they do not clearly perceive development strategies, and the resources to further improve conditions are limited.

19. It has been suggested that one way in which to increase the impact of PLAN's FDP would be to issue these funds on a biennial basis. Instead of giving all PLAN families the same amount of money for the FDP each year, this strategy would provide families with an FDP that is twice the current amount but given to them every other year. It is believed that this would provide a large amount of funds at one point for a family to invest and use. The current FDP is considered by many families too small to invest in significant income-producing projects. Whether a biennial disbursement of funds would result in a larger number of substantive income-producing projects remains to be seen. However, it might be worth the effort to try this and other approaches on a trial basis.
20. While it is Philippine government policy that private voluntary organizations work in rural areas, it might be advisable for PLAN to consider setting up multiple locations within the same municipality. This could be done in the smaller provincial towns and municipality capitals. This effort would try to double-up or perhaps triple-up the enrollment within a relatively narrow and well-defined area so that PLAN could have much more significant impact in that area and at the same time facilitate program support and administration. Also it would allow teams of social workers to work together in close proximity. Not only would this accomplish the goal of providing PLAN families greater resources, but it would also alleviate a problem in which social workers must work isolated from others.

There are already certain specific requirements or area characteristics that must be maintained in order to have a workable FCDP location. Families must be clustered together. There must be a significant number of families who have the proper attitude toward development and are receptive to PLAN services. The area must be politically stable. Lastly, centralized banking services must be available to PLAN clients to facilitate the disbursement of funds.

An important concept that needs to be addressed in assessing the workload and scale of operations of PLAN Philippines is the degree to which PLAN is interested in stimulating and fostering rural development. While PLAN is committed to being a child sponsorship agency,

it has learned that its activities provide developmental support to communities and to fostering economic welfare. Depending upon the focus and emphasis that PLAN wishes to take in this area, there may be additional considerations to be made in assessing optimal PLAN operations. For example, if PLAN is concerned with stimulating development activities, then it should differentiate poor areas into those with and without development potential. There are certain areas in the Philippines that have more developmental resources and more potential that has gone unrealized. It is those areas that pose the greatest promise for growth and socio-economic improvement. PLAN can work as a catalyst in those areas. This is not to say that PLAN should not also assist areas with fewer resources, it is simply that the important contribution PLAN can make is to work with individuals whose efforts at development have not yet begun but where the potential does exist.

ADDITIONAL STUDY MATERIALS
AT INTERNATIONAL HEADQUARTERS

- A. Materials Describing the Family and Community Development Program
- B. Research Overview
- C. Training Manual for Research Team
- D. Case Study Reports
 - Albay 5
 - Cagayan 2
 - Camarines Norte 11
 - Camarines Sur 9
 - Ilocos Sur 1
 - Nueva Vizcaya 1
 - Mindoro 1
 - Zambales 1
- E. Report by Dr. Jules DeRaedt, Senior Research Coordinator
- F. Worksheet Data and Analyses
- G. Commentary on Validity of Research Hypotheses

SUMMARY OF FINDINGS AND RECOMMENDATIONS

PRESENTED BY DR. JULES DERAEDT,

SENIOR RESEARCH COORDINATOR

1. The FCDP works with a double objective, basic comforts and improved productivity, the first of which has received at least 60% of the funds. There were suggestions from all sectors that this priority be reversed with the bulk going to income generation through both educational (orientation, management and technology) services and project funding. My own impulse is that it be pushed to 85% in order to assure impact, i.e., self-reliance for at least two thirds of the clients upon phase-out.
2. There is a need for formal training of the social workers with respect to the FCDP concept, and for more sustained re-orientation of the clients into the FCDP concept.
3. Contrary to expectations, a large sector of present clients are tentatively found to be unable to profit from PLAN (through the FCDP), if self-reliance is the ultimate aim.
4. The method of tailoring FDPs to the needs of each individual family is not very evident in practice. The bulk goes to housing, household belongings and other conveniences. It is suspected that this is partly due to the fact that the average family cannot engage in special projects outside its basic occupation.
5. FDP funding for income generation outside the clients' main occupation seems to concentrate on animal husbandry and handicraft with thus far mixed results. Only a minute percentage were able

to build it up into an enterprise that can support a family. CDP funding for new skills, mainly cosmetology and dress-making, had similar results.

6. Allocation of funds, per category, could be more flexible over the years of development of a single location. Funds are sometimes used for less than urgent needs, but must be expended.
7. Least attention went to existing occupations that could be developed for greater productivity. Funding for that sector of clients, mainly farmers and fisherman, concentrated on tools (sprayers, nets, fishing boats) and was light on technological (educational) help.
8. Training in management of funds was also marginal. In many locations, FDP and other funds for family projects were handled by a third person - the Association FDP Treasurer. There was no systematic training in financial planning and management for the clients.
9. The social workers, even with appropriate training, are tackling a job that is too big for them in mainly two ways: multiple, often conflicting roles, and a heavy responsibility at their young age. The average social workers, even with more training upon recruitment, may not be capable nor have the time for deeper involvement in the re-orientation of clients. Hence, perhaps there is a need to restructure the districts with more responsibility, beyond mere supervising as now practiced, given to the head of the team. Such a team leader should be one who is fully possessed by the spirit of the program and can act as an inspiration and back stop for the team members. PLAN Philippines has such personnel, but they do

not seem to be able to put their talent fully to work from their present positions as supervisors and senior social workers. Not all supervisors and senior social workers have that talent, however. The present organizational structure gives more weight to bureaucratic efficiency rather than the spirit of the program. Criteria for promotion seem to stress the former.

10. The Association is mainly CDP-project oriented. It could be fruitfully used, especially on the barangay level (i.e., in smaller groups) for re-orientation purposes. The strong dependency attitude and lack of experience in financial and production planning and management on the part of the clients is the core of the problem in the process of re-orientation.
11. A larger input of technological advice and experimentation is imperative if the bulk of the clients, especially the farmers, are to be helped toward increased production. Their current production is very low.
12. PLAN should not worry about the need to provide such basic comforts as better housing and household needs, including electricity, and could perhaps find means to minimize the reaction of Foster Parents towards this approach.
13. Impact results from the influence of multiple factors, not all of which are under PLAN's control. PLAN has to make the pragmatic decision to work where it has control over the factors that count.