

DEVELOPMENT ADMINISTRATION AND
DEVELOPMENT COOPERATION IN
SOUTHEAST ASIAN COUNTRIES
—WITH SPECIAL REFERENCE TO URBAN
AND REGIONAL DEVELOPMENT OF
THE PHILIPPINES—

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I. INTRODUCTION

According to the United Nation's report of the Second Development Decade in Developing Countries,²⁾ industrial development and investment promotion including international cooperation, will be, it is reported, rapidly increased for the next ten years. For, after a long period of agricultural dominance, the key-factor of development strategy would be industrialization policy, which will bring an increase in productivity and additional value of production.

The First International Investment Promotion Conference arranged by UNIDO-ECAFE which was held at Manila in September, 1970, was a first step toward transformation toward a new economic and industrial structure in developing countries.³⁾ In this Conference, the representatives from developed countries as well as from developing countries joined together, with the aim of attracting joint ventures and foreign investments to each country. Many proposals have been prepared for investment incentives from va-

rious viewpoints. This shows a new direction toward future development of each nation.

My main interest has been made in "Public Enterprise" and "Public Utilities", especially from the comparative viewpoints of the "Infrastructure Development Administration for Nation Building of Japan", because of my academic background.⁴⁾

Therefore, I wish to make a comparative study related to Development Administration of Asian countries. That is, to compare Asian countries, including Japan, with each other from the viewpoint of Urban and Regional Development Administration.⁵⁾

Especially, related with the Philippines, we were able to contact with affiliated government agencies and we maintained contact with these institution, since some Philippine Government officials have been in Japan for the purpose of participation in the activities of the Overseas Technical Cooperation Association (OTCA), as well as being affiliated with us.⁶⁾

II. Development Administration in the Philippines

(1) PREFACE

The Philippines is a new nation which was established as an independent state in 1946, and is rapidly growing country not only economically, but also socially and democratically. I obtained these impressions through inspection and some research concerning the Philippines. Generally speaking, I have heard that there is little unity because of many kinds of races, languages and other various social and political factors.

However, what is the real situation in the Philippines? Why is there little reliance on the Government as the Legal Body. Why are family relations so strong in the Philippines? We can raise

these kinds of doubts up, connecting the nation building of the Philippines.⁷⁹

Of course, we might not be able to understand fully the real situation, but we will have to seek and to analyze the facts in order to find the future direction of nation building. Therefore, we hope to write and explain our impression about nation building process of the Philippines.

(2) NATIONAL UNITY AND GOALS

It seems to us that some discrepancy exists between Government and some of the people, among languages of various races and tribes, between consciousness of family and Nation, etc. That is, although we can, of course, recognize a discrepancy between Government and its people in any country, there might be relatively less consciousness of national unity and national goals in the Philippines.⁸⁰

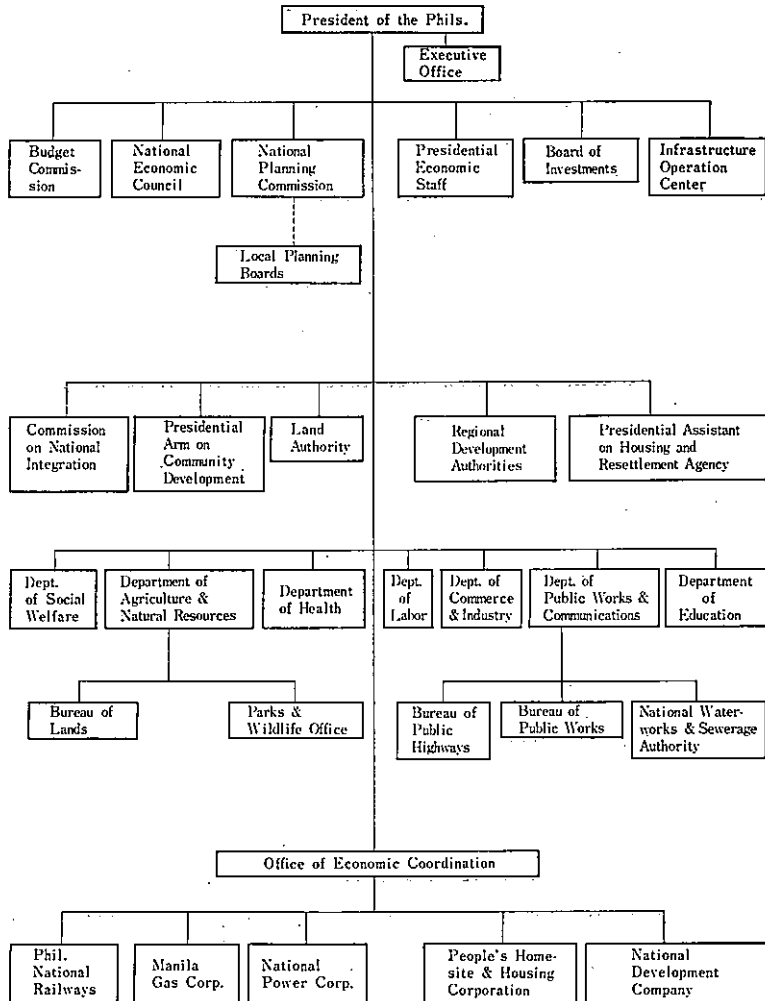
However, partially speaking, there is a strong tendency toward Nationalism and Filipinization especially among University students, which can be said not to be a general pattern of people's behavior but to be a special reaction of students towards Neo-Colonialism.⁸¹

Therefore, we may not be able to say that there is a lack of national unity and goals in the Philippines. We have to rather seek how to accomplish national unity of the people.

(3) ORGANIZATION OF DEVELOPMENT ADMINISTRATION

According to the explanation of Dr. L. A. Vitoria (Director of the Institute of Planning) and Mr. W. G. Faithful (Consultant to the Institute of Planning, University of the Philippines and United Nations Development Program), the organization of economic and social development in the Philippine Government is shown in the

DEVELOPMENT PLANNING ORGANIZATION IN THE PHILIPPINES



: Refer to Note ⑩

following chart.¹⁰⁾

The characteristics of Government Organization are centralization. The President has a Presidential Staff and Assistants in the Office of the President. These staff people and organization are used to control all kinds of policies of the President and Cabinet. This means that the tendency toward Sectionalism in each department is small, because of strong control by Presidential authority. This is one of the main characteristics of the Philippine Government.

The second is some confusion of planning organizations which are not well-prepared for division of functions among affiliated agencies, for example, the National Economic Council, National Planning Commission, Presidential Economic Staff, Board of Investments, Infrastructure Operation Center and so on. The National Economic Council formulates national economic policies and plans, the National Planning Commission prepares general plans and zoning, building and subdivision regulations, the Presidential Economic Staff executes economic development plans and programs, the Board of Investments prepares plans for investment priorities, the Infrastructure Operation Center monitors and integrates project implementation. Some recognition work is now being conducted for better coordination among these affiliated agencies.

On the other hand, there are several government agencies for local and regional levels. These are the Local Planning Board, which consults with the National Planning Commission, and Regional Development Authorities which are independent regional organs, for example, Mindanao Development Authority, Central Luzon-Cagayan Valley and so on.¹¹⁾

In addition, there are provincial governments in each Province

and City, Town and Barrio. However, the system can generally be said a very centralized system of government, because of the budgetary constraint.¹²³

(4) INFRASTRUCTURE DEVELOPMENT PLANNING OF THE PHILIPPINES

(a) Roads and Bridges

According to the state of the Nation Message, January, 26, 1970,¹²³ during the four-year Marcos Administration period, the Department of Public Works and Communications constructed some 8,560 kilometers of concrete, asphalt, feeder and development roads and 21,770 lineal meters of permanent bridges at a cost of almost \$ 100 million.

Next fiscal year 1971-72, President Marcos intends to step up the pace of road construction through the concrete-paving of 388 kilometers and asphaltting of 406 kilometers of developmental and feeder roads, and the erection of 7,500 lineal meters of permanent bridges.¹⁴³

The particular focal point in next year's program is the construction of the Philippine-Japan Highway Project stretching from Aparri, Cagayan to Davao City which is covered by a \$ 30 million loan from Japan.

Also two other trunk roads of great economic value to Mindanao are also scheduled to be started, the General Santos-Cotabato and Digos (Davao)-Cotabato City Road. The Asian Development Bank has recently approved a loan of \$ 10.6 million for the first project while the second project is now under study by the World Bank.

(b) Flood Control

For flood control, it constructed 26 kilometers of earth dikes,

4 678 lineal meters of revestments, and dredged about 3 274.000 cubic meters.¹⁵⁾

They feel that to minimize the destructive effects of recurrent floods in the Greater Manila area a long-range integrated and rational flood control program should be developed. Such a program was prepared, and it would include drainage mains, pumping stations and related facilities. Flood control works including river walls, revestments, flood gates, and the Marikina division channel and control facilities will also be undertaken. This long-range program will cost \$ 5 million and be spread out over a 15-year period.¹⁶⁾

(c) Mass Transport

In order to solve the transportation of Greater Manila Area, the Government has undertaken a study of the mass transportation system in the area. To relieve the traffic system and to promote the better development of Metropolitan Manila, Marcos proposes the creation of a Greater Manila Transport Authority which should be responsible for the integrated planning and regulation of transport investments and operations in the area.¹⁷⁾

(d) Electrification Policy

President Marcos embarked on a new program of electrification that would provide area coverage and ultimately improve the total productivity of the Philippine countryside.

For this program, the Government will spend \$ 100 million. Marcos has allocated the reparations program from Japan, peso proceeds from U. S. Public Law 480, and other sources of foreign financing.

Having identified this firm investment in rural electrification

system, he called upon Filipino entrepreneurs to help him sustain this program by manufacturing in the coming years the equipment and material requirements for this program.¹⁸⁾

(e) Portworks

In the last five years the Government completed 18 foreign and 78 domestic ships' berths, reclaimed 58 hectares of port area, built 77 632 square meters of cargo shed, dredged 38.5 million cubic meters, and constructed 7,500 lineal meters seawalls.

Among the major facilities completed are Pier 3, 15, and the Marginal Wharf of the Port which was financed by a loan from the World Bank.

Next fiscal year, Marcos Administration intends to construct or improve the Port of Manila and at least 43 other national ports as well as 107 marginal ports, including the Navotas Fisheries Port, the ports of Davao, Iligan, and Batangas.¹⁹⁾

(f) Airports

During the last five years, the Government spent about 27.8 million constructing or improving airports. Next fiscal year, the Government plans to pave 492 000 square meters of airport space and to improve the facilities of the Manila International Airport to make it adequate for jumbo. Also it plans to continue the installation of navigational facilities.²⁰⁾

(g) Telecommunications

The Bureau of Telecommunications has established 1,319 telegraph and radio-telegraph stations around the country. Microwave links are also being established, and 13 VHP/VHF radio stations have been established.²¹⁾

Next fiscal year the Government will put emphasis on the second

phase of the nation-wide telecommunications expansion and improvement project which will extend to other major cities and towns. Another important project is the expansion of the Government Telephone System.

Also in 1971, it plans to extend the PHILCOMSAT's capability by building another large disc antenna to permit operation with the satellite not only over the Pacific but also over the Indian Ocean, to link this country to Europe, Africa, the Middle East and several other Asian countries.²²⁾

(h) Irrigation

During a four year period, the Irrigation Service Unit installed 4,837 pump units benefitting an area of more than 128,000 hectares of riceland, capable of producing 10,000,000 cavans of palay per year.²³⁾

The target for the next fiscal year is to put 47,000 hectares of agricultural land under gravity and pump irrigation. The Upper Pampanga River Project, with an authorized loan of \$ 34 million from the World Bank, has been started. When completed, it will provide year-round irrigation to 76,000 hectares in Central Luzon, aside from providing power, fish conservation and recreation facilities. In Mindanao, preconstruction activities on the ADB-financed Cotabato River project are underway.

Some 9,430 hectares of land in Cotabato and South Cotabato stand to benefit from the completion of this project which includes a hydro-power plant.²⁴⁾

Then the Marcos Administration recommends the enactment of bills creating special funds for the programs involving flood control in the Greater Manila area, portworks expansion, irrigation expa-

nsion, modernization of airport facilities, nation-wide flood control and forest resources development. These special funds will provide steady sources of financing for the projects, thus ensuring their sustained implementation without depending too much on the General Fund which is also a source of financing other equally essential government service. Moreover, it is felt that special assessments levied on direct beneficiaries of projected improvements is directly related to the benefit principle of taxation.

Also the Marcos Administration proposes legislative action calling for the creation of a Telecommunications Commission to absorb the present regulatory function of the Radio Control Office, establishment of a Mass Transit Authority, amendment of certain provisions of Republic Act No. 917 and the passage of a synchronized Public Works bill for the implementation of the Four-Year Infrastructure Program.²⁵⁾

Related with urban regions development planning, we summarize and point out the following factors.

Firstly, in order to implement the elaborate urban policy, it will be necessary to consider several kinds of constraints and hypothesis which can be said to include historical or traditional value system, government organization, legal or institutional procedure, social customs and so on.

Secondly, Philippino-Japan Friendship Highway Project would be, generally speaking, a good plan for nation building in the Philippines. However, the existence of about 7,000 islands and needed links with urban regions development planning of big cities, especially in Visayan areas, the Friendship Highway, involving intra-island high speed transit system seems desirable.

And thirdly, it seems to me that the most important basic infrastructural project should be Flood Control and Irrigation, since damages by heavy rain in urban regions would create a bottleneck for the road transportation and transit system, since there are insufficient drainage facilities. The impact on health conditions would also be large.

Therefore, it can be said that the most basic infrastructural project will be Flood Control, Water Use Multi-purpose Development Project. However, for the efficient performance of this kind of development planning and implementation, it would be very advisable to have cooperation among various authoritative persons on an international basis.

III. Development Cooperation in South-East Asian Countries

Although there are some unique characteristics of cultural, social economic and political affairs in South-East countries, we can point out basically several common factors; these are, (a) Almost all countries are new nations, (b) All are seeking national unity. (c) There is a strong tendency for Nationalism. (d) These trends are seen also in the national language problem of old-colonial countries. (e) And also almost all are family-tribe-paternalistic societies.²⁶⁾

Except for some kinds of intelligent elite people, there is very little consciousness of nation building among nations. However, many college students, government officials and some top business executives have very promising minds and attitudes for economic and social development of these countries.

(1) Concept and Definition of Development Cooperation

If we hope to promote International Cooperation concerning national development of these developing countries, it will be very

necessary to live a definition of development cooperation.²⁷⁾

The most important problem is to find a historical origin of concepts and the real definition and meaning of development cooperation. For, there would be many misunderstandings or prejudices among Nations. Especially we will find different aspects and opinions from the both sides of developing and developed countries which can be described as a consciousness-gap between countries in the Southern and Northern hemispheres.

We can divide international cooperation into two types, the first of which is cooperation or assistance performed by United Nations Organizations and Special Agencies, and the second of which is by-lateral Cooperation or Assistance conducted by the agreement between two Nations.²⁸⁾

The former means multi-national cooperation which will serve the cause of Nation Building of Developing Countries, because of fairly objective influence of multi-nations, not influenced by only one nation specifically.

That is, because of the reason that many Developing Countries were under Colonialism before World War II, these Nations kept still watch against most Governments of Developed Countries.

The latter by-lateral Cooperation or Assistance will be for developing nations to take precautions, because of so-called economic invasion. Typical examples have been shown by Anti —American Nationalism movements of many developing countries which would be most miserable not only for the U. S. A., but also for those countries assisted by the U. S. A.²⁹⁾

Therefore, it would be necessary to reconsider prudently Development Cooperation or Assistance in order to achieve the real aim

of cooperation or assistance.

In the real meaning of cooperation, there are several principles of premises, (1) mutual respect of national Interest, (2) mutual understanding of stand points of each country, (3) exchange principle of give and take, (4) the equal-partnership principle and so on.³⁰⁾

However, at the same time we have to reflect on 20 years of experience of the United Nations and the aid Programs of the U. S. A. and other developed countries, as Mr. Lester B. Pearson said in "The crisis of Development, 1970".

Mr. Pearson emphasized the necessity for Cooperation in his address in the following sentence.

Complete utilization of all kinds of natural as well as human resources will be very usefull not only for developing countries, but also for developed countries, because of the increase in trade and market expansion.

If unutilized resources are to be fully developed, not only poor countries, but also rich countries would be made prosperous. In other words, unless rich people assist poor people, security and prosperity of rich people will be in peril also.³¹⁾

(2) Administrative Effectiveness of Cooperation

Next, one of most important factors is how to know the impact or reaction of Development Cooperation towards each nation including developed and developing countries, which cooperation will include economic, technical and cultural fields. The problem is what should be "Administrative Effectiveness of Cooperation?"³²⁾

Generally speaking, philosophy of Cooperation cannot be measurable or would be difficult to measure very concretely, because of

its qualitative nature. However, we can evaluate how poor people do feel and how rich people think of assistance. This kind of methodology derives from some census of public opinion in the internationally-wide sphere which means evaluation of quantitative factors or indirect measurement of public opinion and social-political factors, besides economic and statistical figures.⁸⁹⁾

Therefore, I mean, we should evaluate or measure indirectly such kinds of qualitative problem as development cooperation or assistance.

We think that development cooperation or assistance should be the most important strategy for Peace including South and North, East and West Nations. In any Nation, all peoples hope to develop peaceful prosperity which means peace-keeping and escape from poverty. If this desire of people in developing countries can be estimable and generally acceptable, it would be the best way to promote liberation from poverty and unhealthiness. Development cooperation or assistance can be directly tied with this liberation from poverty and unhealthiness as well as advantages of developed countries, which are just like advantages of regional development in underdeveloped and developed areas of each Nation.

We can say "Internationalization of Regional Development in Each Nation", which means promotion and implementation of regional development in international societies.

(3) Optimal Policy for Urban Regions Development

Finally, in thinking of an optimal policy for Urban-Regions Development in the Philippines, we have to consider carefully the present social, economic and political conditions which means respectively different traditional, historical and ecological backgrounds.

If we neglect these kinds of conditions, we will not be able to reach a policy or solution to urban regions development problems in developing countries.

We have to seek to the optimal policy most suitable for developing nations, respectively, from the viewpoint of Development Cooperation.

- (1) Dr. Tomoji Ichinose is Professor of Public Administration (Development Administration), Graduate School of Public Administration, International Christian University. He was Director, Japanese Studies Program, Ateneo de Manila University, Philippines, in 1970-1971.
- (2) Committee for Development Planning, Report on the Sixth Session, Economic and Social Council, United Nations, 1970.
- (3) Investment Promotion Meeting for the promotion of specific Asian industrial projects, ECAFE-UNIDO, September, 1970.
- (4) Tomoji Ichinose, Gendai Kokigyo Ron (Cotemporary Public Enterprise-Public Enterprise and Regional Development Administration in Japan), Toyo Keizai Shinposha, 1969. Also see, Education for Development Administration, International Institute of Administrative Science, Brussels.
- (5) See Inter-University Conference Report of Urban and Regional Administration between Yonsei University and International Christian University, in 1968.
- (6) Overseas Technical Cooperation Association (CTCA) is now performing technical cooperation and personnel exchange arrangements among developing countries and Japan, this established as an independent mixed agency cooperating with the public and private sector in Japan.
- (7) Tomoji Ichinose, Community Planning and National Development Planning of the Philippines, Asia Review, Asahi News Press, June, 1971.
- (8) "What is the most effective way for national unity of the Philippines?" has been asked for a long time since the Independence of the Philippines, because of discrepancy among various tribes of Luzon,

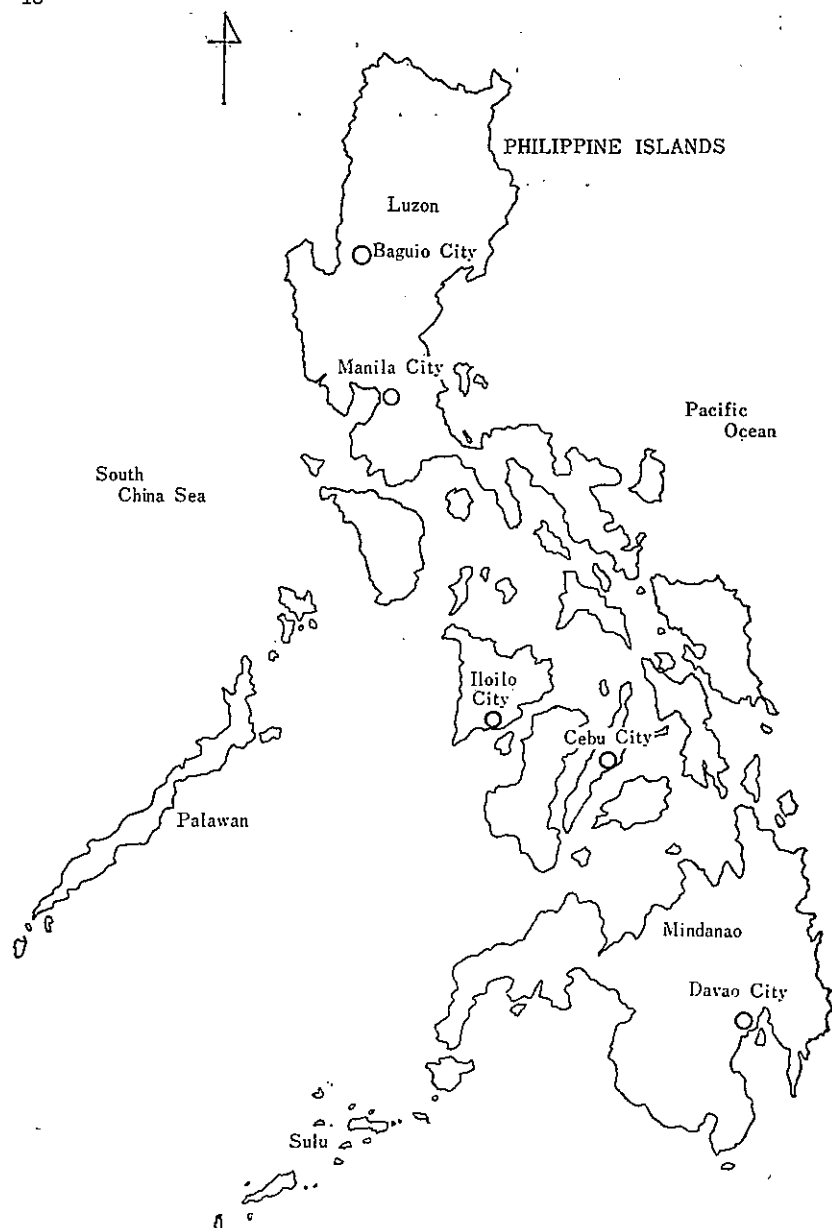
Visayans and Mindanao.

- (9) Brian Crozier, *Neo-Colonialism*, The Bodley Head, London, 1964, p. 21.
- (10) *The Philippine Experience*, by Dr. L. A. Vilorio and Mr. W. G. Faithful, Institute of Planning, University of the Philippines. The organization chart was some revised by Dr. Tomoji Ichinose.
- (11) See the Organization Chart of the Philippines, 1971.
- (12) See Tomoji Ichinose, *Community Planning*, a case of provincial level.
- (13) *National Discipline*, The key to our future, State of the Nation Message January 26, 1970, by Mr. F. E. Marcos, President of the Philippines, p. 14.
- (14) President Ferdinand E. Marcos, *The Democratic Revolution*, State of the Nation Message, January 25, 1971, p. 43.
- (15) See (13), op. cit. p. 15.
- (16) See (14), op. cit. d. 45.
- (17) *Ibid.*, p. 46.
- (18) *Ibid.*, p. 46, too.
- (19) *Ibid.*, p. 45.
- (20) *Ibid.*, p. 44.
- (21) *National Discipline*, op. cit. p. 15.
- (22) *The Democratic Revolution*, op. cit. p. 44.
- (23) See (21), op. cit. p. 15.
- (24) See (22), op. cit. pp. 44-45.
- (25) *Ibid.*, p. 47.
- (26) These common points are, it seems to me, specifically Asian patterns in South-East Asian countries, and especially the family-paternalistic nature and strong influence for social, economic and political life is one of the most distinguished characteristics.
- (27) Lester B. Pearson, *The Crisis of Development*, Council on Foreign Relations. Inc., 1970, Chapter 2.
- (28) *Ibid.*, Chapter 1.
- (29) *Ibid.*, Chapter 2. See also, Brian Crozier, *Neo-Colonialism*, Part 1.
- (30) L. B. Pearson, *The Crisis*, Chapter 3.
- (31) *Ibid.*, Chapter 3 and 2.
- (32) Austin Ranney, *Political Science and Public Policy*, Chapter 4. *The Political Economy of Efficiency: Cost-Benefit Analysis, Systems An-*

alysis, and Program Budgeting by A. Wildavsky. -

Chapter 9, Systematic Analysis, and the Scientific Consciousness in
Foreign Policy Research by J. N. Rosenau,

- (33) David Novick, Program Budgeting, Cambridge, Harvard University
Press, 1965, pp. v-vi.



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