PART II – PREPARING THE COMPREHENSIVE DEVELOPMENT PLAN

Chapter 5 – Transforming Goals into Actions

Once the sectoral objective and targets are formulated, the identification of policy responses will also be clear – cut and uncomplicated. It is the next step in the planning process where the means by which the desired results are achieved will be identified.

3.1   What are policies?

Policies are guide to actions to carry out the objectives or achieve the targets. Policies can take the form of:

a.   regulatory measures (legislation) or
b.   programs, projects, activities and
c.   services

Programs and projects, complemented by appropriate regulatory measures complete the array of government interventions that effect or affect development in the LGU.

3.2   What are regulatory measures?

Regulatory measures may take the form of resolutions or ordinances enacted by the Sanggunian or executive and administrative orders issued by the Local Chief Executive. They should be taken in both their positive and negative dimension.

a.   *Positive regulation* involves giving encouragement and rewards for acts that are socially desirable and those that help promote the general welfare.

   Example:
   - Private investments
   - Taxation - positive to the general populace to whom the benefits of improved services accrue

b.   *Negative regulation* entails prohibiting and penalizing some acts deemed inimical to public interest.

   Example:
   - Taxation – negative to those whom the assessment falls due.

3.3   What are programs and projects?

A **program** is a cluster of projects. It comprises the operational components of a long-term plan. It defines a particular clientele and their priority needs and breaks down the strategic decisions in a plan into different components or projects which are tactical or short-term in nature. (See Figure 11 - Hierarchy of Actions) sometimes synonymous with project, it may cover a period of three (3) to six (6) years.

A **project** is a cluster of activities. It is a specific but complex effort consisting of interrelated activities performed by various functional units and specialists. Sometimes synonymous with program, a project has a well-defined objective, a definite schedule, and a set budget. It may cover a period of one (1) to three (3) years.

Figure 11 - HIERARCHY OF ACTIONS

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                          ┌──────────┐
                          │   PLAN   │
                          └──────────┘
              ┌──────────────┼──────────────┐
        ┌───────────┐  ┌───────────┐  ┌───────────┐
        │ PROGRAM 1 │  │ PROGRAM 2 │  │ PROGRAM 3 │
        └───────────┘  └───────────┘  └───────────┘
     ┌──────────┬──────────┬──────────┬──────────┐
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 │PROJECT 1││PROJECT 2││PROJECT 3││PROJECT 4││PROJECT 5│
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 │ACTIVITY 1││ACTIVITY 2││ACTIVITY 3││ACTIVITY 4││ACTIVITY 5│
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 │ TASK 1 ││ TASK 2 ││ TASK 3 ││ TASK 4 ││ TASK 5 │
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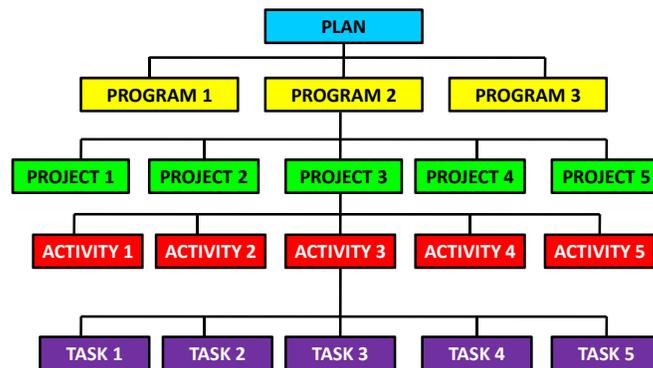
An **activity** is a cluster of tasks. It is a very short-term effort performed by one or several members of a project team or of an office or organization.

Some activities must be completed before the project can move on; other activities can either be done simultaneously or lie in wait as other tasks go on.

An activity may last from one week to one year.

Programs and projects are the bases for determining the level of public investments needed to be appropriated for in the LGU's annual budget.

The outputs and outcomes of implemented programs and projects will:

1. Improve the quantity and quality of public services.
2. Increase the stock of physical infrastructures.
3. Directly or indirectly, attract or leverage desired private investments.

A **task** is a purposive combination of psychomotor actions or motions leading to the accomplishment of an activity. A task may take a few minutes to a few months to complete.

What is a service or "non-project"?

Services or "non – projects" are interventions that can be included among the regular functions of a given office to be performed by the regular stag of that office using its existing facilities and budget. These interventions need not be included in the LDIP but are carried out through the maintenance and other operating expenditures (MOEE) of the relevant offices or departments.

There are, however, possibilities under which a service or "non – project" may be upgraded into a project as shown in the figure below:

Figure 12 – Upgrading a Non-Project" into a Project

Is there a definite output to be produced?	Is time of the essence in producing the output?	Is the activity likely to be repeated in the next 3 years?	
YES	YES	YES	→ UPGRADE
YES	YES	NO	→ UPGRADE
NO	NO	YES	RETAIN AS REGULAR SERVICE

Break down into activities ←

Match with available office MOOE
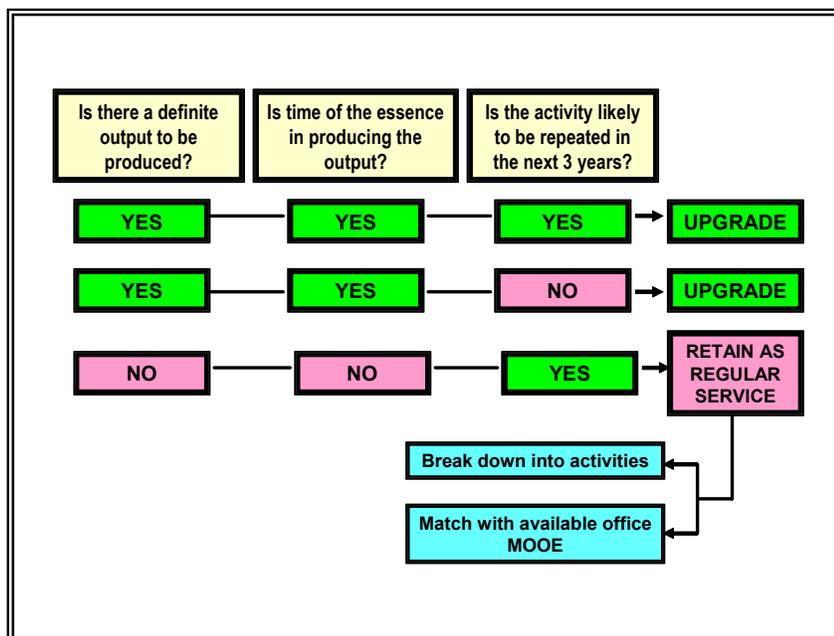
Table 20 shows the conceptual difference between programs/projects and service /"non – projects".

Table 20 - PROGRAMS / PROJECTS VS. SERVICES / NON-PROJECTS

PROGRAMS / PROJECTS	NON-PROJECTS / SERVICES
1. Specific life cycle.	1. Continuous life from year to year.
2. Definite start and completion points, with calendar dates.	2. No specific event tied to calendar dates other than fiscal year budgets.
3. Can be abruptly terminated if goals are not met, always terminated when program/ project is completed.	3. Assurance of continued function, even in a major reorganization.
4. Often unique, not done before, not repeated when completed.	4. Usually involves performance of well-established functions and tasks are only slightly different from past efforts.
5. Total effort must be completed within fixed budget and schedule.	5. Maximum work is performed within the annual budget ceiling.
6. Prediction of ultimate time and cost is difficult.	6. Prediction of annual expenditures is relatively simple.
7. Involves multi-disciplinary skills from different departments or organizations which may change from one life cycle to the next.	7. Involves one or a few closely-related skills and disciplines within one well-defined and stable organization.
8. Rate and type of expenditures constantly changing.	8. Relatively constant rate and type of expenditure.
9. Basically dynamic in nature.	9. Basically steady-state in nature.

3.4 Where can programs/ projects, services and legislations be derived?

One good source of programs / projects/ services and legislation is an objective or policy tree that had been transformed from a problem tree. (See Figure13)

In this example, which addresses the Millennium Development Goal 1 (Eradicate extreme poverty and hunger), it is obvious that once households, particularly farming households, have adequate incomes, effects like higher educational attainment, reduction in malnutrition, access to safe water and sanitation will be assured. But how to increase household incomes is the subject of program / project intervention.

Figure ___SAMPLE OBJECTIVE TREE
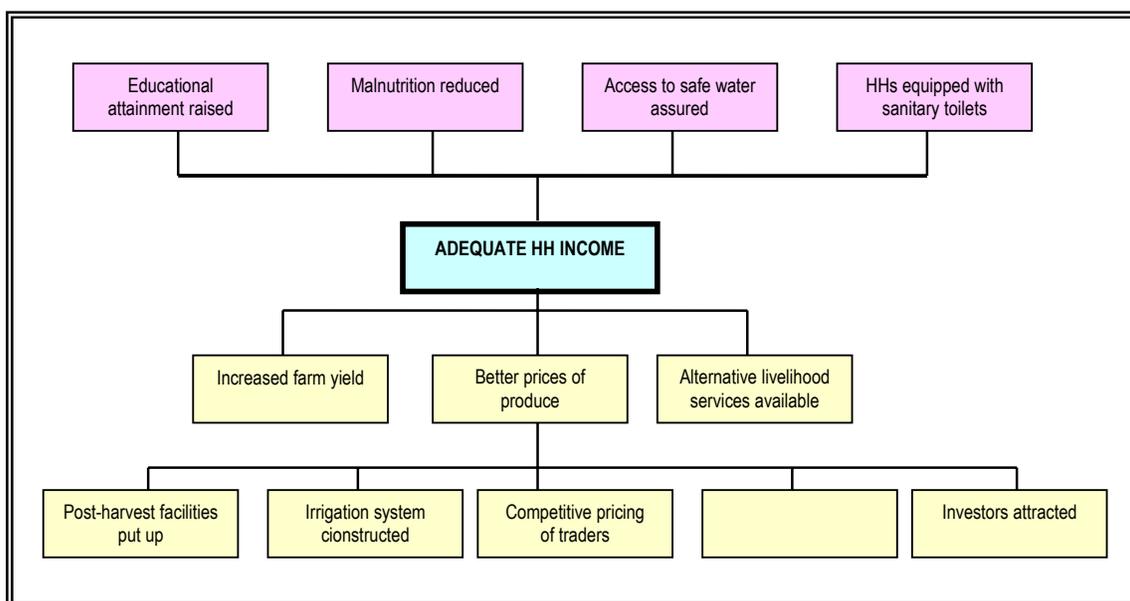
Note that there are at least three approaches or strategies to increasing farming household incomes:

1. increasing farm yields;

2. ensuring better prices of farm produce; and

3. providing alternative livelihood services.

Each strategy has its own set of program components and for each program any number of project and services components can be identified. (See table below.)

Table 21 – Sample Strategy, Program/Projects, Services and Legislations

Strategy		Program		Projects/Services	
1.	Increased farm yield	1.1	Put up post-harvest facilities	1.1.1	Construct mechanical dryers
				1.1.2	Install solar dryers
				1.1.3	Put up storage facilities
				1.1.4	*Encourage investments in processing plants*
		1.2	Install irrigation systems	1.2.1	Gravity irrigation
				1.2.2	Communal irrigation
				1.2.3	Improve market infrastructure
2.	Better prices of farm produce	2.1	Competitive pricing by traders	2.1.1	*Encourage competition*
				2.1.2	*Regulate prices*
				2.1.3	Improve market infrastructure
3.	Alternative livelihood services available	3.1	Higher educational attainment	3.1.1	Offer short courses on entrepreneurship
				3.1.2	Skills training on non-farm trades and crafts
				3.1.3	Adult education project
		3.2	Attract investors into the local area	3.2.1	*Encourage formation of cooperatives*
				3.2.2	*Offer local tax breaks*
				3.2.3	Improve transport and communication facilities

Note: Items in *italics* are either services/non-projects or require regulatory measures.

Table 22 - DISTINGUISHING PROJECT FROM NON-PROJECTS AND LEGISLATIONS: An Example				
	Projects/Services/Legislation	PROJECT	SERVICE	LEGISLATION
1.1.1	Develop gravity irrigation	█		
1.1.2	Install communal pump irrigation	█		
1.1.3	Increase water yield of aquifer	█		
1.1.4	Promote use of certified seeds		█	
1.2.1	Construct mechanical dryers		█	
1.2.2	Regulate use of streets as solar dryers			█
1.2.3	Put up storage facilities	█		
1.2.4	Encourage investments in processing plants			█
2.1.1	Encourage competition			█
2.1.2	Regulate prices			█
2.1.3	Improve market infrastructure	█		
2.2.1	Install internet-based access to commodities market	█		

3.5 What other tools can be used for identifying policies, programs and projects?

The CBMS and LGPMS-generated analysis of the community and LGU's situation can provide the bases for identifying programs, projects, policies and strategies for development.

CBMS-suggested tools in diagnosing and locating poverty may be used in identifying appropriate interventions to address certain poverty issues in specific areas for specific target beneficiaries.

The data generated from CBMS can also be used in developing evidence-based policy and similar interventions. Programs and projects as well as legislative measures can constitute a significant component of the CDP or the ELA of the LGU.

The LGPMS information are useful in guiding the incumbent elective local officials and other stakeholders in the process of prioritizing programs and projects including legislative measures, and in getting their commitment to support the implementation of these priorities. The results from the latest cycle of the LGPMS, for example, can be used as a point of reference in the prioritization of issues, formulation of objectives, firming up of targets.