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**AN EVALUATION  
OF THE  
BICOL RIVER BASIN DEVELOPMENT PROGRAM**

**Manila, Philippines**

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Joint GOP/AID Evaluation of Bicol River Basin Development Program

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The objectives of this review were stated as follows<sup>1/</sup> by joint agreement of the Government of the Philippines and the U.S. Agency for International Development:

- "1. The assessment of both the level of participation of all concerned agencies and groups and the level of accomplishment.
2. The recommendation of methodology for the more effective implementation of development objectives and, where necessary, the reorientation of goals to increase program effectiveness."

The suggested Scope of Work included a long list of rather detailed matters to be examined, and concluded with the following summary statement:

"To summarize, the general evaluation of the total integrated program effort will be undertaken with a view toward:

- assessing the strengths and weaknesses of the current Bicol Program and USAID support project.
- suggesting modifications in strategy, organization, management, and operations where deemed appropriate.
- establishing the utility of the integrated area approach and institutional forms for the Bicol River Basin program, spin-off effects to date, and the prospects for its application in other areas of the Philippines (and other developing countries).
- the overall thrust of the evaluation will be in terms of operational relationships across all participating entities including AID to bring about necessary integration, not the internal organization of the BRBDP."

The review has been conducted through a combination of examining program documents and by in-depth consultations with a large number of persons in the program itself, in agencies of the Government of the Philippines, and in USAID. Part of the process was to develop tentative

1/ See terms of contract AID/ASIA-C-1260 (Philippines)

hypotheses early in the review and then reexamine and revise these in several successive meetings, a week or two apart, attended by all members of the Evaluation Team, sometimes with the collaboration of additional persons.

Our Report consists of a General Statement covering our major conclusions about the Bicol Program. That is followed by five appendices. The first reports in detail our examination of many of the points raised in the Scope of Work, especially with respect to the program's success in achieving its stated purposes. That is followed by appendices on Data Collection in the Bicol, on Popular Participation in the Bicol River Basin Development Program, on comparison with other Area Development Programs, plus a chronology of events related to the Bicol Program.

### GENERAL STATEMENT

Our major observations about the Bicol Program can be stated in the form of answers to five questions:

- I What is the Bicol River Basin Development Program?
- II Have adequate organizational and institutional arrangements now been set up within which the Bicol River Basin Development Program (BRBDP) can be carried on, or is a further period of institution-building advisable before additional major projects are undertaken?
- III Have the activities being carried out as part of the Bicol River Basin Development Program been well chosen to serve the goal of raising per capita incomes in the program area, and especially the incomes of the poorer people?
- IV Did the initial AID Bicol River Basin Development Project generally achieve its purpose, and is the proposed new project appropriate to the present need?
- V Is the Bicol River Basin Development Program such that it could advantageously be replicated in other places?

In its first four years, the Bicol River Basin Development Program has made admirable progress. As the first effort of its kind in the Philippines, it has had to make its way without the benefit of historical precedent. It has had to devise new institutions and procedures to serve a new concept. Despite setbacks and delays, it has successfully accomplished its basic objectives. It has:

- succeeded in focusing national attention on the development needs of a specific geographic area;
- attracted to the area a range of analytical talent previously not available;
- encouraged the compilation of an unprecedented amount of information about the resources and the economic and social life of the area;
- identified a wide range of projects which need financing if the economic and social life of the area is to be improved;
- established a competent interagency planning apparatus and process which has set targets, and completed prefeasibility and feasibility studies on component projects;
- encouraged participation by all levels of the administrative structure, by the local political structure and by a wide range of private interests in the decision making process;
- provided forums for vital informal communication among concerned individuals and organizations. Efforts have been made to accommodate the formal institutions to the informal channels. As a result, planning information is widely dispersed among the concerned agencies;
- increased the spending of public (and possible private) funds to meet the needs of the program area;
- helped prepare a development plan for each sub-region, the costs and components of which are reflected in the Ten-Year Plan published in 1977.

Perhaps some of these things would have happened without the existence of the Bicol River Basin Development Program, but there is little question that the existence of the Program accelerated and accentuated their progress. The Bicol River Basin Development Program has systematized and institutionalized what would otherwise have been sporadic and limited.

We attribute these achievements to three factors. First, a considerable amount of groundwork had already been done when the program began: the old Bicol Development Council, the Bicol Development Authority, the Bicol Development Planning Board, and the Bicol Development Company pointed the way and stimulated local interest. Second, a group of dedicated and competent local people were willing to provide leadership to the effort. Third, the program received public backing both from national leaders and from international institutions.

Probably, the most serious organizational problem encountered to date has been that of making a sub-regional organization (the Bicol Program

Office) effective among line agencies which are Manila-oriented, and among governmental subdivisions which are locally oriented. This effort has not always worked smoothly, and some projects have been slow to get underway and others are now behind schedule. As such problems have emerged, strategies have changed and institutional arrangements have been altered to cope with them. For example, early clashes between the Bicol Program Office and others interested in Bicol development have been satisfactorily resolved and working relationships are now generally harmonious.

#### I. What is the Bicol River Basin Development Program?

The most important characteristic of the Program is that it seeks the overall development of a geographic region of the Philippines. In the case of the BRBDP, that region is the Bicol River Basin and its influence area which includes most of the Province of Camarines Sur and most of the Province of Albay. However, in developing their activities, the responsible authorities have recognized that development opportunities vary considerably in different parts of the Bicol River Basin and one step which has been taken is to identify those parts of the River Basin in which particular development needs and/or opportunities predominate at the present time. The program area has been divided into sub-regions called "Integrated Area Development" (IAD) areas, and one major activity of the Program Office of the BRBDP and participating agencies has been to plan separate programs appropriate for each IAD. (Since, as we explain below, not all activities in an IAD need to be "integrated"; these areas might better be called "Development Districts".)

It is the decision to seek the development of a defined geographic area, coupled with the specialized nature of governmental line agencies, that leads to repeated use of terms like "comprehensive" and "integrated" to describe the BRBDP and various of its activities. Those terms tend to be used interchangeably, but it would be helpful to use them more precisely and to add a third term--"simultaneous programs"--also with a precise meaning.

In the remainder of this report, the term "comprehensive program" will be used to mean one which contains all of the elements needed to achieve and maintain general development in the direction of rising per capita real incomes in a defined geographic area.

By an "integrated program" we shall mean a program of which the separate components are all combined under a single administrative head. An example is where an irrigation system is being installed or renovated. Here the irrigation design, planning for drainage and feeder roads to serve the area, and land-shaping to prepare the land for irrigation, all need to be closely integrated. Similarly, the implementation of land reform and the provision of feeder roads frequently need to be meshed with each other.

The cumbersomeness of totally integrated comprehensive programs, coupled with the genuine need for administrative integration of smaller constellations of program activities, lead to the usefulness of a third

concept: that of "simultaneous programs." This term we shall use to describe those situations where a number of different elements of a comprehensive program are carried on simultaneously in a given geographic area but without being administratively integrated in or by a single agency. An example of such a situation is where elementary schools are administered by a department of education, public health clinics by a department of health, road construction and maintenance by a province or a national department of public highways and the provisions of farm inputs by private merchants without any overt effort to coordinate all of them.

The optimum situation is usually one in which certain activities are simultaneously present but not integrated, while certain clusters of activities are integrated under single management, and that is precisely the nature of the BRBDP. It develops integrated projects in cases where those are needed. Meanwhile, it seeks to stimulate a number of simultaneous activities by various line agencies, largely through consultation in the Area Development Teams, of which there is one for each Development District. It also tries to encourage the private sector to undertake activities that can increase total production and employment in the area covered by the Program.

The Role of the Program Office. The distinguishing characteristic of the Program Office of the BRBDP is that it has a full-time staff to facilitate the development of a defined geographic area without having authority over governmental line agencies or administrative responsibility for implementing integrated projects.

All line agencies have programs in and for the Bicol. However, they have national responsibilities, limited resources, and, without the help of some facilitating agency like the Program Office, they have no organized arrangements particularly for planning integrated projects that need the collaboration of two or more line agencies.

Under these circumstances, the Program Office has three difficult, although very important, roles to play. First, either itself or by contracting, it collects and analyzes data related to development needs and to progress toward meeting those needs. Second, it devotes a considerable amount of the time of its staff to identifying potential capital and social projects for the area and arranging for their planning. Its staff participates in, but also enlists the cooperation of line agencies and consultants in that planning. Third, the Program Office fosters the formation of Area Development Teams and Advisory Councils to facilitate the on-going programs of line agencies in Development Districts and monitor the implementation of integrated projects.

In view of the foregoing, we view the BRBDP, and the role of the Program Office in particular, as an extraordinary arrangement, limited in time and space, and not competitive with the established arms of government. We are disturbed by the apparent implication in the Ten-Year Plan that the Program Office is about to begin a new role of project administration.

The Ten-Year Plan estimates total investment needs for the Basin at about six billion pesos, of which one billion would flow through the Program Office budget. If this means that the role of the Program Office is to change from that of planner, promoter and monitor to one of active project management, we believe it to be a mistake. We feel that the role of the Program Office should be as an organizer, planner, gad-fly, stimulator, conscience, and lobbyist. It should educate in the broadest sense. It should continue to build up information about the area as a basis for future projects and programs. It should stay lean and agile.

While some increase in the size of the staff of the Program Office will be needed in the next four years, we feel the size of the staff should not be doubled, as is contemplated in the Ten-Year Plan.

Furthermore, we doubt the wisdom of extending the domain of the BRBDP to encompass a wider geographic area. The present concept of covering the Bicol River Basin and its immediate influence areas seems to us to be logically and economically defensible.

II. Have adequate organizational arrangements now been set up within which development activities within the BRBDP area can be carried on?

Our answer is "Yes".

It has identified ten sub-regions (IAD's or Development Districts) and has set up an Area Development Team for each. Each Area Development Team both:

- a. provides local participation in the implementation of the local activities of line agencies; and
- b. contributes to planning through its discussion of local problems and of local line agency activities.

The Program Office of the BRBDP provides a planning capacity to translate local needs in different Development Districts into operational projects. The implementation of integrated projects is left to appropriate line agencies, with leadership in implementation being exercised by one designated line agency. The Program Office has a modest line item budget of its own, adequate for its own planning and information flow activities but not sufficient to finance the various integrated projects that may be undertaken. Funds for the latter purpose are included in the budgets of the line agencies involved in each integrated project.

Both program coordination and the maintenance of staff morale are achieved by a rather intricate pattern of consultation among and between

- 1) members of ADT's;
- 2) provincial governors and their staffs;
- 3) members of the Program Office;
- 4) regional representatives of line agencies; and
- 5) the Cabinet Coordinating Committee and staff in Manila

Good progress has been made in staffing and in staff development. These arrangements are working well. Plans have been made to obtain the limited number of additional staff personnel and the additional specialized training that actual work on the Basin has shown to be necessary. An important contributor to staff development has been the experience gained in actual project planning.

**III. Have the activities being carried out as part of the BRBDP been well chosen to serve the goal of raising per capita incomes in the program area, especially the incomes of the poorer people?**

Basically, there are four ways to raise per capita real incomes of farm families: (1) through increasing farm incomes; (2) through non-farm employment; (3) through increasing public services available free or subsidized; and (4) through transfer payments of one kind or another. The BRBDP utilizes the first three of those methods but the fourth can be used only by the GOP at the national level. Several Program activities strengthen or expand free or subsidized public services.

To seek to increase non-farm employment is within the purview of the BRBDP and a number of actions have been initiated to serve that end. These consist principally of an assortment of prefeasibility and commodity studies. As yet, no overall strategy has been articulated. This area needs further attention.

With respect to raising the incomes of families from their farming activities, our conclusion is that the activities of the Program have been well chosen. At the same time, we would caution that progress in this field is likely to be slower than the projections of the BRBDP assume.

For the next few (3 to 6) years, increases in the incomes of farm families from farming must come either from the land reform (which is progressing, but slowly) or from increases in rice production on lands that already have well-controlled irrigation and reasonable transportation access to the wider economy. The Basin area has already done reasonably well in exploiting available technologies for rice production; perhaps 75% of that potential has already been exploited. Hence, while modest increases in rice yields will continue, they cannot be expected, within the next few years, to be spectacular.

**The area served by the BRBDP has primarily a future, rather than an immediate potential for agricultural growth. That future potential is great but it cannot be expected to result in substantial gains before about 1982. That is because it depends on (1) bringing new irrigation**

facilities to completion, (2) successfully completing applied agricultural research for the area, much of which has not yet been begun, and (3) in some cases completing far more secondary and feeder roads than are contemplated in the A.I.D. financed project that is now begun but is still in an early stage. All three of these activities require considerable time before they can begin to affect per capita real income.

The major agricultural projects already undertaken by the BRBDP are well chosen in view of this "future" nature of the potential for agricultural growth in the Program area. They deal with water control and transportation, both of which, although their "gestation periods" are long, are essential to making more and more of the Program area highly productive. The important activity that has lagged is adaptive agricultural research, not for the valley floor alone but including much greater attention to the hilly areas.

It must be recognized that a great deal has been achieved and that the Program Office has been very busy. The time has now come, however, to make a much bigger push on agricultural research, and to give much more attention to the hilly lands. The latter is important partly because of the considerable production potential in the hills, and partly because appropriate management of the hills is critical for the future productivity of the valley floor. Soil erosion must be controlled, and the rate of surface water runoff must be controlled to reduce the incidence of flooding on the valley floor.

The question of whether the Program is oriented to meet the needs of small farmers is a minor issue on the valley floor because all farms there are already small. This issue will arise as problems of the hilly lands are tackled.

IV. Did the initial AID Bicol River Basin Development Project generally achieve its purpose, and is the proposed new project appropriate to the present need?

The USAID Mission, working closely with key GOP technicians, developed the first formal documentation on the Bicol River Basin Project in May 1973.

That proposal was substantially redesigned before it was finally approved. In the review process, references to indicators related to the general level of economic achievement in the succeeding years were largely eliminated from the purpose level and established at the longer range goal level. The approved Statement of Purpose was as follows:

"Create an organizational structure and institutional capability to formulate, plan, manage, monitor, and evaluate an integrated program of development for the Bicol River Basin, including establishment of a feasibility and data base to permit identification of projects/programs which can be implemented through loan or grant financing from external donors and/or with Philippine Government resources."

The purpose indicators (Conditions Expected at the End of Project) focused on objective evidence that the structural and organizational institutions were working and producing, e.g., that the macro and project level planning process was going forward, that feasibility studies were being completed, that valid baseline data was in fact being generated, and that projects were being financed, etc. The rationale for the grant project was that a whole new set of institutions, procedures and relationships was to be created, and that, until these were functioning effectively and accepted as a part of the administrative structure, special support for them would be required. This process was expected to last up to six years.

In 1974, 1975, and 1976, the AID Mission provided some technical expertise, a moderate level of participant training and certain essential commodities. The technical expertise was designed both to help train Program Office and participating agency staff and to fill gaps and bolster weak spots. Prior to 1977, a total of 30 technical specialists were attached to the Program Office or associated technical agencies, mostly for short periods, and contracts were underwritten with five institutions for specific studies. The bulk of the specialists and studies were in the field of water resources; others were in agribusiness, agricultural credit, agricultural education, transportation, land consolidation, and surveys and research.

An item-by-item review of the Conditions Expected at End of Project (FY 1979) listed in the approved project document is contained in Appendix 1. The review indicates that many of the "Conditions Expected" were achieved by mid-1977, that some had been made irrelevant by changes in the GOP strategy and organizational arrangements, and that some progress had been made in connection with all activities which remained relevant. The result is generally positive; it suggests that the AID project purpose and indicators were properly drawn, and that project inputs were appropriate to fulfill that purpose. Other evidence presented in this evaluation also supports this conclusion. The organizational and procedural arrangements that were established to tackle the problems of the Bicol River basin were operating effectively in mid-1977, and the consensus was that USAID support had played a role in bringing this about.

In October 1976, after an exchange of cables with AID/W, the USAID Mission prepared a new project paper entitled Bicol Integrated Rural Development Project. This was to cover an additional five years of grant funding, beginning in FY 1977.

The new project was conditionally approved by AID Washington for the four-year period 1978-1981, and the Mission was asked to revise the 1974 PROP to cover FY 1977.

The new project proposes higher obligation levels and different purposes than the initial project. The purpose shifts from support for institutional development to the packaging of capital projects, facilitating private sector investment and evaluating the impact of the program on the poor majority. Briefly, the new project is designed to:

1. Provide the USAID Mission with the capacity to track and evaluate, together with the GOP, a substantial level of A.I.D. loans and grant projects in the Bicol,
2. Provide the Bicol Program Office with funds with which to hire external and domestic technicians that GOP determines to be needed under host country contracting procedures to help insure that project proposals for capital financing meet the standards of the institutions providing the funds,
3. Provide a moderate level of training of Program Office and participating agency technical personnel, and
4. Provide essential commodities not available from GOP sources for Bicol program operations and management.

Each of those inputs is considered to be essential to the successful operation of the accelerated Bicol Program. Project funds could be reduced if U.S. direct-hire personnel were paid from non-project funds, and a shift in this direction would be desirable. In any case, however, adequate monitoring and evaluating are essential.

The USAID economist now assigned to the project provides the economic analysis for USAID-assisted projects and serves as a friendly critic of the planning process and of documents developed by the Program Office. The USAID engineer is working with the Bicol Program Office and follows the work of the increasing number of contractors involved in infrastructure projects. A water management specialist is tracking the large number of irrigation projects which are being undertaken to help insure that adequate attention is given to the need for the water user to improve his water management and cropping practices.

The second major AID input of the project is to provide short-term consultants, if requested by GOP, to fill in the gaps in project identification, design, technical feasibility analysis and documentation, with a view to developing high quality investment-grade project proposals. Some assistance may be needed to help develop a Bicol agribusiness and rural industry strategy and to work on selected pre-feasibility studies. However, hard investments in the private sector will depend mostly on feasibility studies made by the investors themselves.

Public financing institutions--both domestic and international--will require that high quality feasibility studies be made available before they consider financing. The Bicol Program Office should be able to draw on both domestic and external sources to supplement Bicol and line agency staff or to fill gaps where specialization is required. Grant funding for host country contracting of local experts as determined by GOP will provide the flexibility and speed needed to meet this need.

A third input of the project is to finance some staff training, primarily at regional institutions, and a fourth is the procurement of special commodities which are either not available locally or for which local funds are not available.

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Although it is not possible to anticipate with precision exactly what consultants will be needed, the general categories have been identified in the new Project Paper and program documents. The number of USAID personnel assigned to the project is being reduced from four to two with a proposed reduction in the total project cost.

FY 1978-1979 is viewed as the peak period for project preparation and packaging. At this stage, we have no basis for recommending changes in the proposed funding levels for technicians, training or commodities. Any reduction would run the risk of hobbling the project at a time when the need for project packaging is reaching its peak. However, the need for U.S. grant funds might well decline in the final two years of the project.

During the next joint biennial evaluation (1979), it should be possible to have a clearer idea of the need for technical assistance during those two years. We recommend that a review of the requirements for AID inputs be made at that time. We would also propose an updating of the Project Paper mid-way through the four-year project.

V. Is the BRBDP such that it could advantageously be replicated in other places?

Four features of the BRBDP are clearly replicable:

First, developing a program that concentrates on developing a defined geographic area instead of on a particular sector of an economy is clearly replicable. The BRBDP has demonstrated that it can be done.

Second, the division of a defined-area program into smaller geographic sub-areas (Development Districts) for operational efficiency has been demonstrated by the BRBDP to be feasible, and is replicable. Having the boundaries to these areas identical with those of governmental administrative units is important in implementing and coordinating both simultaneous and integrated activities. In the BRBDP, it was decided that the barangay is always too small and the municipality is sometimes too small for this purpose. Consequently, the BRBDP established its own subdivisions each of which embraces one or more municipalities.

In the BRBDP, each Development District faces somewhat different current development problems. In any replication of the program, where there is more homogeneity of existing conditions, several Development Districts might call for almost identical programs. The dominant consideration in establishing the boundaries of Development Districts should always be to establish areas of optimum size from the standpoint of operational effectiveness rather than the geographic extent of development problems. It appears that the BRBDP has acted sensibly in this matter, and the principle is clearly replicable.

Third, organizing an Area Development Team for each Development District has proven to be effective, and is replicable. As mentioned previously, the role of each ADT is two-fold. It is to expedite implementation by promoting interaction among both simultaneous and integrated activities. It also can strengthen planning by a constant review of what is actually happening and by drawing attention to current needs that are not being adequately served. In both of those roles, each ADT can substantially increase local participation in the Program.

Fourth, a Program Office that serves the entire Program area is a key part of the system, and is replicable. Like the Area Development Teams, the Program Office serves both planning and a coordination and monitoring role in implementation.

Developing individual projects for each Development District requires planning competence, yet considerations of both financial cost and available trained manpower make it infeasible to have a separate planning office for each. It is feasible, however, to have one fully competent planning staff for the entire defined-area of the Program. A Program Office, drawing on interagency participation can do much of the planning itself, and arranging through consultants and contracts to do other portions.

The other major role of the Program Office is to organize, stimulate, and service the work of the Area Development Teams and to monitor the implementation, especially of integrated projects. It is important that the ADT's have considerable autonomy, but they need the constant urging and help to keep them active and moving ahead.

In general, it is the methodology of the BRBDP that is replicable, rather than its relative emphasis on different program activities. This is particularly true of the pre-project studies to gather all the facts on water, soil, social conditions, etc., and lay out a framework plan with reasonably valid data and technical information.

There are two features of the BRBDP that may need to be modified in any replication. One is the nature of the integrated projects undertaken. In each Program, those projects need to be tailored to the major needs of its area. The other is the arrangements for tying the activities of the Program into the regional and national arrangements and programs to expedite general development in the Philippines. Up to now, there have been relatively few "defined-geographic-area" Programs--Bicol, Mindoro, Cagayan, and Samar. If that number increases, some modification of their present relationship to the Cabinet Coordinating Committee may need to be considered. Also, with the strengthening of regional offices of the National Economic and Development Authority, different arrangements may need to be worked out.

Each of these defined-area programs has had, and will have, experience that would be instructive to the others. Consequently, we strongly recommend that the chief officers, and possibly other members of their staffs, meet periodically as a group to discuss their programs and their problems.

Appendix No. 1

A REVIEW OF A.I.D. GRANT SUPPORT TO THE  
COP BICOL RIVER BASIN DEVELOPMENT PROGRAM

Summary. A review of the Conditions Expected at End of Project (FY 1979) contained in the revised PROP for the Bicol River Basin Development Project (October, 1974)<sup>1/</sup> shows that, out of about 25 conditions listed, (a) a considerable number already were achieved by mid-1977, (b) others were overtaken by events, particularly the issuance of Presidential Decree 926 and the decision to organize the program more along geographic than sectoral lines, and (c) some progress has been made on all of the "conditions expected" which are still relevant. The project is considered to be a qualified success evaluated against these 1979 criteria, and the Mission acted correctly in proposing that it be replaced by a Phase II project (Bicol Integrated Rural Development) which more accurately reflects the current status of the geographically expanded and accelerated Bicol Program. Certain suggestions are made in connection with Phase II, which began during the final year of the first four-year grant project (FY 74-77) as a period of transition leading to a four-year follow-on project (FY 78-81).

The Bicol River Basin and the expanded program area have benefited or will benefit from a number of AID-financed projects, including rural electrification loans, the Tiwi geothermal generation and transmission loan, and the loan for feasibility studies. Two loans have been made in direct support of the Bicol River Basin Development Program--Libmanan/Cabusao Integrated Area Development (1975) and Bicol Secondary and Feeder Roads (1976). Other loans are under consideration.

The rationale for support of the Bicol River Basin Program, however, appears in connection with the grant project which was approved in late 1974 (No. 492-55-199-260). This project originally totalled \$1.75 million (later expanded to \$2.15 million) and was expected to extend over six years through FY 1979. The Mission believes, however, that the project had achieved its institutional objectives, as stated in the PROP, earlier than expected, and that in any event conditions had changed sufficiently to warrant closing out the old project and beginning a new one. A new grant project was proposed to cover a four-year period between 1978 and 1981, at a total cost of \$2,890,000. This project received conditional AID/W approval in December 1976. Final approval and authorization is subject to the results of this evaluation and assurances that other donors are being requested to participate in the financing of capital projects in the Bicol.

The grant project under which the program is still operating for evaluation purposes was approved in 1974 and does not include the logical framework used for later projects. However, it does include a Goal Statement, a Statement of Purpose, a section entitled Conditions Expected at End of Project (FY 1979), and Project Outputs. It is these latter two sections which can be used to measure whether the original purpose has been achieved.

<sup>1/</sup> USAID/Manila revised the PROP in October 1974, expanding the targets and maintaining the final year at FY 79; the final year was changed to FY 78 by AID/W. A second PROP revision approved in AID/W in December 1976 changed the final year to FY 77.

The original purposes dealt mainly with the institutionalization of the Bicol River Basin Program--the establishment of a stable organizational structure, the development of satisfactory working relationships with related governmental organizations and private groups, and the evolution of workable operating procedures. As presented in the PROP dated October 1976 and entitled Bicol Integrated Rural Development, Phase II of the AID grant program is to support an accelerated packaging effort to obtain funding for capital projects, accelerate private sector investment projects, and monitor current AID loan projects as well as the overall GOP Bicol Program. Phase II was proposed on the grounds that the institutionalization process was largely completed, and the time had arrived to move from institution-building to project preparation and implementation, with the institutional capability being further strengthened in the process. To test this proposition, it is necessary to review the Conditions Expected at End of Project in the revised project paper. They are as follows:

- a. "Bicol River Basin Council created by June, 1973."<sup>1/</sup> This condition was met. However, the arrangement was superseded by Presidential Decree 926 on April 28, 1976. The Council's functions were assumed by the Cabinet Coordinating Committee on Integrated Rural Development, the new Bicol River Basin Coordinating Committee made up of 17 regional directors and two governors, and a strengthened Program Office.
- b. "Bicol River Basin Program Office created by July, 1973." This condition was met. The Program Office is, in fact, in a stronger position than was anticipated. It was originally endowed with a vague "supervising" role which created jurisdictional problems. Its role was clarified by the issuance of Presidential Decree 926 and implementation guidelines which emphasized coordination rather than supervision. The decree also gave the Program Office its own line item in the national budget--a move which strengthened its position considerably.
- c. "All BRBD-PO (Program Office) positions defined and staffed and technical criteria for job performance established by July 1, 1975." This condition was met and was spelled out in the Presidential Decree 926 implementation guidelines approved in October 1976. The Program Office is a viable institution, with qualified staff.
- d. "Tables of organization, work routines/procedures and interagency working agreements defined and in effect for BRBD-PO and all inter-agency working groups by June, 1976." In substance, this condition was met as far as the Program Office is concerned. It has developed harmonious working relationships with other governmental agencies and provincial and rural municipalities in the area, after a difficult beginning. The role it is expected to play has been clarified,

<sup>1/</sup> The underlined statements within quotation marks that open this and subsequent paragraphs are direct quotations from the PROP entitled Bicol River Basin Development Project, No. 492-55-199-260 dated October 1, 1974.

both by events and by Presidential Decree 926. However, formal interagency working groups did not become a permanent part of the Bicol's organizational arrangements, and the reference to them in this context is inoperative. Ad hoc "task groups," "working groups," and "interagency teams" continue to be organized and function as required. Formal, interagency Project Management Offices (PMO) are organized to implement major infrastructure projects.

- e. "A comprehensive planning, data generation, budgeting, management information and evaluation system installed and operational by December, 1975. The system will be comprised of the following components:

1. "All twelve BRBC Interagency Sectoral or Commodity Task Groups functioning effectively by establishing priorities, defining projects, preparing or monitoring preparation of feasibility studies and pilot projects and maintaining effective technical supervision of contractors (local and foreign) and participating agencies. Fully operational by June, 1976." This condition was not met, since the interagency and commodity task groups did not become a permanent part of the organizational structure. Rather than organize the basin program along commodity and sectoral lines, the Program Office organized project work along geographic lines. In the place of the sectoral task groups which were originally intended (except the transport and health teams), the program area has been divided into ten sub-areas called IAD's (Integrated Area Development units). Planning is oriented around these areas, each of which has an Area Development Team/Area Development Council (ADT/ADO) to help plan, coordinate and monitor activity within the area. Wherever a major infrastructure project is proposed for any of the sub-areas, a "lead agency" is selected to implement it with assistance from other affected agencies. Part of the condition quoted above is thus relevant to the Area Development Team, and part to the "lead agency" concept. Ten Area Development Teams are operational, one for each Integrated Area Development area. Plans for each area have been drawn up, with priorities determined for five areas and preliminary work underway on the second five. Where a major project has been identified, the Program Office is responsible for feasibility studies. Action responsibility for project implementation is given to a "lead line agency," which is responsible for insuring that the work of related agencies is properly coordinated under a formal Project Management Office. The Program Office assumes an overall coordinating and monitoring/evaluation role. While this system is not perfect, it probably is superior to using an Interagency Task Group for implementing purposes. Additional orientation and in-service training for personnel involved in

integrated project implementation and operation would probably be appropriate, in order to reduce as much as possible the built-in frictions to which such an arrangement gives rise. This institutional form is unique to the Bicol Program and, while still evolving, is a valid operational model for other regional projects.

2. "BRBD-PO management and planning structure and staff effectively interrelating and integrating Interagency Task Group work and providing overall planning and management direction. Fully operational by June, 1976." This condition has also been made inoperative by the fact that the Interagency Task Groups were not formalized. If, instead of "Interagency Task Groups" above, one reads Area Development Teams and Project Management Offices within "Integrated Area Development" areas, the condition is relevant and has been partially met. The Program Office and the governor's offices are providing both leadership and staff planning services to the Area Development Teams. The Program Office provides "management direction" in planning but not in implementation; a line agency is normally responsible for the latter function.
3. "Special Fund Account System to fund institutional development activities, feasibility studies and interagency pilot projects fully operational by June, 1975." This condition has been overtaken by events. Instead of depending on the uncertainties of a Special Fund Account System, the Program Office was given its own line item in the national budget by Presidential Decree 926 and line agencies earmark special Bicol funds in their budgets. Thus, while the condition was relevant at the time the PROP was written, it is now redundant, except in special cases (e.g., a feasibility study funded by NEDA and DPW).
4. "Management Information System effectively monitoring on a monthly basis project progress and budgetary status of the Program. Fully operational by June, 1975." This condition was met by the date scheduled. However, work on an expanded Management Information System is still going on; the GOP contract results will be available in December, 1977. The management information unit was recently upgraded to a full division with a staff of 13 because of its priority functions.
5. "Social Survey Research Unit systematically conducting socio-economic and technical surveys to support feasibility appraisals and periodically conducting basinwide panel surveys and publishing results which evaluate and measure impact of Program over time. Fully operational by July, 1974." The Social Survey Research Unit of the Institute of Philippine Culture (IPC/SSRU) conducted a number of baseline and special surveys in the Bicol Basin, and its published reports have been used by the Program

Office to help determine priorities and support funding proposals for feasibility surveys and capital projects. Its surveys to date have not, however, provided adequate data which would "evaluate and measure impact of Program over time." During the past year, the Program Office and personnel from the SSRU, working with a U.S. consultant, have devised a comprehensive, multi-purpose survey instrument which would accomplish this purpose. The survey will be administered by a contractor and applied to a carefully selected sample of the Bicol population. The results obtained from this comprehensive effort, which will be almost unique among AID recipient countries, should more than fulfill the requirements of the Program Office and other agencies working in the area. (See also Appendix 3.)

- f. "Revised plans and targets for Bicol River Basin Program completed by December, 1975. Annual operational plans completed by December, 1975. Annual operational plans completed by February each year thereafter."

A Comprehensive Development Plan 1975-2000 for the Bicol was published in July, 1976. In February, 1977, a Ten-Year Plan, a Five-Year Plan and an annual development budget were published. The first Operational Plan and Budget, CY 1977, was published in August, 1976. A Program of Work which provides funding for twelve agribusiness surveys and ten other projects in the IAD's and the transportation, urban and water sectors, was published in December, 1976. A summary publication entitled Thrust of Project Development Activities CY 1977-78 was issued in March, 1977. This identifies ten high priority projects and specific dates for feasibility studies, project implementation and project completion. A CY 1978 Operational Plan and Budget has been submitted as part of the national budgetary process. Thus, while the dates do not conform to those fixed in the "conditions expected" (annual plans and budgets are now submitted by March of each year), the Bicol Program Office has produced an extensive set of planning documents. Both long-range expectations and short-range implementation requirements have been covered. This condition is considered to have been met. The thrust of the planning process now is to improve the quality, spelling out program interrelationships and updating the plan based on revised national guidelines.

- g. "BRBD and its Program Office demonstrate capability to formulate and prepare programs/projects, negotiate and secure financing from domestic or external donor sources, and manage implementation of programs/projects, as follows:<sup>1/</sup>

1. "Water Resources Program by FY 1978." A five-volume Comprehensive Water Resources Development Study was completed by a

<sup>1/</sup> The programs themselves are outputs whereas the capability to formulate the programs, negotiate and secure financing for them are an end of project purpose. We use some examples of outputs as indicators of existing or developing capability. Recognizing when to call in a specialist or coordinating line agency personnel to accomplish work is an important part of "capability."

U.S. contractor in August, 1976. This study will, in turn, lead to feasibility studies on particular projects which look economically attractive and socially sound. Meantime, a \$3.5 million AID loan to help cover the costs of a 4,000-hectare irrigation, drainage and flood control system and an agricultural support component in the Libmanan/Cabusao area has been secured and work is in progress. The Libmanan project is behind its original schedule, and some problems have been encountered in implementing the project using the "lead agency" concept. These problems are now receiving attention. Start-up problems have been part of the process of getting experience and are not serious enough to jeopardize the program.

It was probably unrealistic to imply in the 1974 PROP that a water resources program could be put into final form in the Bicol by 1978. The program will continue to evolve as additional data are generated and will not be considered final until it is completed. Additional analysis is required on ground water sources and low-flow period storage, etc. Meantime, priorities are being fixed, projects are being subjected to feasibility studies, both in-house and by contract, project documentation is being prepared, funds are being obtained and some projects are under construction. An acceptable start has been made.

2. "Secondary and Feeder Roads by FY 76." A feasibility study covering the rural road system within the Bicol River Basin was completed in 1975 and a \$10 million AID loan was authorized on December 31, 1975. The GOP peso contribution is \$14 million. While some delays were encountered, engineering and design is almost completed and construction is expected to begin in October, 1977. A Project Management Office has been established in the Bicol and is working effectively. The project provides an excellent example of the capability of the Bicol Program Office to formulate a project using an interagency team, secure financing, turn it over to a lead agency (Department of Public Highways), and coordinate, monitor, and evaluate implementation.
3. "Intermodal Transport Program by FY 1979." An interim study was completed in December, 1976. Surveys are now in process which should lead to the development of comprehensive program by 1977.
4. "Agribusiness Program covering three agribusiness industries or commodities by FY 1976."
5. "Agribusiness Program covering all remaining industries and commodities by FY 1978." Neither of these two activities was actively pursued by the Bicol Program Office after preliminary

work by a Kansas State University/GOP team. Commodity or business studies in the abstract have proved to be of limited value and, in any event, they probably should not go beyond the pre-feasibility stage. The Program Office should explore alternative strategies which would provide incentives to potential investors. In addition to the commodity pre-feasibility studies which are underway by a GOP contractor, an accelerated effort is needed if the potential of the area is to be exploited. A GOP feasibility study of an agro-industry complex between Legaspi and Tiwi is just starting after being delayed for two years. Stimulating the private sector is one of the weakest areas in the Bicol Program.

- "6. Basinwide Compact Farm Program by FY 76"
- "7. Basinwide Crop Development Program by FY 77"
- "8. Basinwide Livestock Program by FY 76"
- "9. Basinwide Fisheries Program by FY 78"
- "10. Basinwide Farm Mechanization Program by FY 77"

None of these conditions has been met in the scope envisaged. Rather than pursue basinwide programs, the Bicol Program Office and the "lead line agencies" involved decided to break the program area into ten sub-areas, each of which has its own program and schedule for implementation. This was probably a wise decision, since agricultural conditions vary considerably from area to area. By focusing on smaller areas, more local participation is being obtained and better performance can be expected. The compact farm concept is well developed and a core of farmer leaders has been trained, but it is only implemented in limited areas. Pilot and demonstration projects on specific crops are underway throughout the Bicol program area, under the direction of the concerned line agencies. The livestock pilot program has been absorbed by the Bureau of Animal Industry. Expansion is constrained by lack of slaughter or cold storage facilities, and of an adequate applied research program in the region. Pilot projects and special lake studies in the fisheries sector are underway in certain areas, and major fisheries components are included in several Integrated Area Development Projects. The National Science Development Board is sponsoring a farm mechanization pilot project. A post-harvest technology applied study is being undertaken by IRRI under a USAID Bicol grant.

Pilot studies were carried out in each of the five substantive areas by mid-1977. Follow-on programs are being developed by the concerned line agencies on an area-by-area basis, as determined by local needs and local willingness to participate, rather than on a sectoral basis. We believe this is a realistic way to proceed, and that these five "conditions expected" in the 1974 PROOP were unrealistic in the sense that they anticipated area-wide action on programs which are better handled on a local basis.

11. "Agriculture College Improvement Program by FY 77." A feasibility study to upgrade the Camarines Sur College of Agriculture was completed in March, 1976, and support for the project is being sought. In addition, a GOP/USAID education and training review in mid-1977 by Public Administration Service and an interagency team considered the problem of trained manpower in the larger Bicol Region and made a series of far-reaching recommendations. The limited condition has been met. This is an example of a major change in scope as the need was further defined.
12. "Basinwide Health and Nutrition Program by FY 77." A health, nutrition and population program for the Bicol has been prepared and, subject to Mission review, is expected to be presented to AID/W for financial support. This condition has been fulfilled.
13. "Municipality Based Integrated Area Development Program"
  - (a) "Libmanan/Cabusao IAD Project by FY 76." An AID loan for the Libmanan/Cabusao Integrated Area Development Project (IAD I) was authorized on June 28, 1975. Physical construction is underway. It is behind schedule and some problems have been encountered in integrating the activities of the various line agencies involved. This "condition expected" has been met.
  - (b) "Five additional municipal-based IAD projects by FY 79." An Integrated Area Development project for the Bula area (IAD II) has been prepared and presented to AID for consideration. A second area project for Rinconada (IAD III) is also in AID hands. Planning for other integrated area projects is well along in the Naga-Calabanga area (IAD IV), the Baliwag-San Vicente area (IAD V), and Quinali (IAD VI). A portion of the engineering/design budget has been provided by the GOP for these five projects. Studies are being conducted in the Quinali area, Tiwi-Legaspi (IAD VII), the Sipocot-Gallego area (IAD VIII), the Partido area (IAD IX) and Caramoan (IAD X). Four IAD-based projects are scheduled to be ready by FY 79, and it is likely that the target of five, in addition to Libmanan, will in fact be exceeded.

To summarize, a number of the "conditions expected at end of project (FY 1979)" and outputs had in fact been met by mid-1977. Some conditions not accomplished by that date had been overtaken by events. Overall, the project must be considered as a qualified success, accomplishing most of its institutional purposes and some of its critical target outputs by mid-1977.

Financial Inputs

The U.S. Agency for International Development has been intimately associated with the Bicol Program since its inception, and USAID financing of technical services, participant training, and commodities bolstered the work of the Program Office during its formative stages. During those early years, some technical assistance proved to be too sophisticated or too expensive to continue (such as the systems planning simulation model at the Asian Institute of Technology). Requests for technical services are now subjected to a more rigorous screening.

As of June 30, 1977, USAID had obligated \$2.1 million (and expended \$1.4 million) under the grant Bicol River Basin Development Project, broken down as follows:

	<u>\$000</u>
- USAID direct-hire costs	380
- Technical Services (U.S., Regional, and Filipino institutions and firms)	1,310
- Participant Training (primarily Asian institutions)	140
- Commodities	<u>320</u>
Total	\$2,150

USAID inputs of approximately \$500,000 per year during each of the past four years appear to have been adequate.

During the current transition year, certain changes are occurring which will affect the need for funds in the period 1978-81.

1. The number of direct-hire AID employees charged to the project is being reduced from four to two.
2. Technical services, which until 1977 served primarily institution-building purposes, will hereafter be directed primarily toward filling technical gaps in the work of project identification and packaging. Most of this work will be done by the Bicol staff and that of the line agencies, but the AID Mission should be in a position to respond promptly when called upon to fill special requests for technical services, either in project identification and packaging or in the follow-on project itself.
3. The need for special outside technical services should change as the packaging process proceeds and the capability of the Bicol Program Office staff improves. The last two years of the project should show a decline in the need for U.S. funds.

4. Flexibility in the use of funds for technical services should be provided in order to permit the AID Mission to adjust to the needs as they arise. As pre-feasibility and feasibility studies proceed, some projects will fall out and others assume priority. It is not possible to predict how these developments will affect the need for specialists over the four-year period.
5. As investment in the Bicol increases, the problem of monitoring project implementation will become more complex. Some flexibility should be provided to permit the use of funds for additional monitoring if this should prove necessary.

The grant funds proposed are mainly to fill three principal purposes.

- (a) To permit the AID Mission to continue close and continuous liaison with the Bicol authorities;
- (b) To employ selected specialists and technical personnel to assist in packaging project proposals, implementing approved projects and tracking project implementation.
- (c) To continue in-service and on-the-job training.

These are purposes for which grant funds are appropriate. While we believe that the total might be reduced from that proposed by the AID Mission, that cut should not be substantial. We believe that the evaluation scheduled for 1979 will be able to get a clearer view of how the project is progressing under the changing circumstances, and that a firm recommendation can be made at that time as to the level of funding for the final two years of the project.

## Appendix No. 2

### Popular Participation in the Bicol River Basin Development Program

The Bicol River Basin Development Program involves popular input in three ways: (1) local government officials are included on coordinating committees and have an effective voice on such committees; (2) various groups--villager, farmer groups, industrial, urban, mass media, religious--are included on advisory committees; (3) large scale village surveys are utilized to ascertain baseline data, to obtain villager preferences and, ultimately, to obtain villager feedback on implemented projects.

Our observations indicate that a good start has been made in obtaining popular participation. The most successful "popular" inputs occur in the mixed technical and governmental organizations, such as the Bicol River Basin Coordinating Committee and the Area Development Teams. Political officials representing provincial, municipal and barangay interests meet jointly with line officials and Bicol Program Office personnel. Technical planners are able to obtain "popular" feedback on their projects from such meetings. Information necessary for governors to adjust provincial level plans for compatibility with Basin Programs also flows from such meetings. Provincial and local governmental officials are exposed to the tradeoffs between projects and to the choices which have to be made when project needs exceed available resources.

In documentary sources, both the Bicol Program Office and USAID have indicated team support for popular involvement. Both organizations are concerned about the social soundness of their projects. Both organizations want their actions to be of benefit for the people.

No clear philosophy emerges on the extent to which such actions should originate from the people; on the extent to which the Program Office is to be directly responsive to popular inputs. The problem is by no means simple. Feedback is necessary for project choice; the Area Development Team is one mechanism that provides such feedback. Surveys are another such mechanism. However, to rely entirely on the advice of an Area Development Team composed mainly of local elites and officials might lead to policies that exacerbate problems of rural stratification. On the other hand, villager demands as expressed on survey instruments are difficult to incorporate directly in the planning process. A regional body such as the Bicol Program Office cannot act simply to satisfy immediate villager demands.

Its responsibility is to examine villager preferences, among other things, and, after incorporating technical factors, establish priorities based on factors much broader than simply the expression of individual preferences.

As part of its institutional development program, the Bicol Program Office, in conjunction with the line agencies, is encouraging the development of villager organizations to develop and manage communal projects.

The work done in instructing villagers to run cooperative groups and irrigation associations typifies this activity. In these cases, the Program Office should continue its policy of stimulating villagers to commit themselves to such groups, develop their own activities, and invest their own time and money in those activities. The extent to which such groups are seen by villagers as their own organizations, ready to cope with their felt needs, and not merely as means of extracting resources from the government, will be a major factor in determining their success or failure.

### Appendix No. 3

#### Data Collection by the Bicol River Basin Program Office

Many of the strengths of the Program Office in coordinating line agencies and in integrating technical consultants into the project implementation process can be seen in its efforts to collect data.

Effective planning, packaging, and monitoring of projects require the existence of a large, reliable comprehensive data base. Prior to the establishment of the Bicol Program, minimal background material on the Bicol River Basin or its inhabitants existed. A major accomplishment of the Program Office has been to collect such data itself or to coordinate technical agencies and consultants in the acquisition of the data. Some of these data have been provided to the line agencies to assist them in their planning; some have been incorporated within the pre-feasibility and feasibility studies used in seeking project assistance.

Difficulties occurred in the initial attempts to acquire baseline socio-economic material, through a jointly funded survey. Unfortunately, many of the questions asked on the instrument were not useful for planning purposes, and the analysis was not done in a fashion that could be easily utilized by project planners.

The Program Office has now instituted more effective supervision of such surveys. In preparation for the planned Bicol Multipurpose Survey, senior Program Office officials, experts from the line agencies, research experts in various substantive specialties and survey consultants joined forces. In collaboration, an instrument addressing questions of health, nutrition, farming practices, economic progress, etc., was prepared. Such coordinated work would have been impossible without the guidance of the Bicol Program Office.

Several recommendations can be made on the use and collection of needed data:

1. The Program Office should insure that meaningful and interpretable results from all data collection exercises are presented to the concerned line agencies. Though data analysis frequently requires sophisticated statistical work, conclusions can be presented in the form of understandable action statements. It is policy implications and not subtlety of analysis which are important to the action agencies.
2. The Program Office should continue its role in guiding and coordinating data collection efforts of agencies within the Basin. To facilitate this role, the Program Office should insure that a sufficient number of its personnel are adequately

trained in data analysis and interpretation. Specialized training with actual personal data handling experience is required for some of the staff.

3. Whether or not results are favorable to on-going projects, they must be made available to the appropriate personnel. Accurate planning and timely implementation require trustworthy data.
4. Efforts should be made by the Program Office to acquire data collected in the Basin by national agencies. National agencies should be made to realize that regional agencies require disaggregated data for local planning.

#### Appendix No. 4

##### Comparison with Other Area Development Programs in the Philippines

The Bicol River Basin Development Program is one of four on-going geographically based development programs in the Philippines. The other three--Mindoro (with IBRD assistance), Cagayan (with Japanese assistance), and Samar (with proposed Australian and IBRD support)--are each in a different stage of development. Mindoro is well-launched on infrastructure development; Cagayan is in an advanced planning stage while Samar is at the preliminary planning stage.

The three more active projects show several major similarities. Each involves an attempt to assure complementarity between developmental inputs. Though differing in their conception of integration, the program strategies are in fact converging. The three Program Offices have found that effective coordination between line agencies requires long term, low key efforts at informal interaction.

A second similarity appears in the evolution of all three programs from area-wide planning to a sub-area focus. Narrower geographic areas with similar problems within each region are receiving concentrated attention. The Bicol Program Office, however, is involved in planning for a larger number of sub-areas than are the others.

A third similarity appears in the relationship between the program offices and the central offices of both line agencies and budgetary authorities. Each has had parallel difficulties in obtaining prompt releases of funds by central authorities. Also, coordination problems have occurred between the line agencies responsible for large scale infrastructure development and financially less involved agencies.

Though similarities exist, each of the programs differs both in terms of the scope of its assignment and in the means used to accomplish its objectives. Mindoro is most heavily oriented towards large scale infrastructure development; Cagayan is more focused on the techniques of agricultural development with special attention paid to localized agricultural research, the Bicol River Basin Program is more balanced as between institutional and infrastructure development.

These differences in focus are reflected in differences in the operations of the respective program offices. The fact that the Bicol Program Office is located in the region itself has tended to emphasize its ties to the community and to local groups. The size of the program offices also reflects their differences--Mindoro with sixty individuals; Cagayan with 7 or 8 and the Bicol with 102. Both Mindoro and Bicol attempt to coordinate with the line agencies by placing some of their technical staff in the line agencies' offices. Mindoro, however, has based most of its personnel in Manila.

A second major difference appears in the efforts of the Program Office to encourage popular involvement. Mindoro has a province-wide Area Development Coordinating Committee roughly paralleling the Provincial Development Committees found elsewhere. However, no structure exists or is contemplated in the other areas that compares to the Bicol River Basin's sub-regional Area Development Teams/Area Development Councils.

It would be premature at this time to attempt a detailed evaluation of the effectiveness of each strategy. It is clear, however, that each program has had experience which would be instructive to the others. All could benefit from a sharing of these experiences. We strongly recommend that periodic meetings between Program Directors take place.

Appendix No. 5

Chronology of Events Related to Bicol Development Program

- 1965                      Establishment of Bicol Development Council, Bicol Planning & Development Board, Bicol Development Authority, and Bicol Development Company
- 1967                      Publication of U.S. Bureau of Reclamation Report on Bicol River Basin
- 1968                      Publication of Physical Regional Planning in the Philippines, U.N. Development Program
- 1970                      Volcanic eruption and typhoon, U.S. relief operation, increasing popular unrest.
- Sept 1972                Publication of Report on the Province of Camarines Sur & the Lower Bicol River Basin, by an Interagency Survey Team
- Feb 1973                Publication of The Bicol River Basin Development Program, by an Interagency Survey Team (Blue Book)
- May 1973                Issuance of Exec. Order 142, creating Bicol River Basin Council and establishing Bicol Program Office
- June 1973                Issuance of Letter of Instruction 99, establishing Cabinet Coordinating Committee on Integrated Rural Development Projects
- 1974                      Publication of ILO Report, Sharing in Development, A Program of Employment, Equity and Growth for the Philippines
- Nov 1975                Issuance of Presidential Directive 805 establishing Secretariat to serve Cabinet Coordinating Committee with Pedro N. Prado as Managing Director
- Oct 1975                Reshuffle of Bicol Program Office personnel with Salvador Pejo designated Acting Director

<b>Apr</b>	<b>1976</b>	<b>Issuance of Presidential Decree 926 enlarging program area, designating Secretary of Public Works as Bicol Coordinator, and establishing line item budget for Bicol Program Office</b>
<b>May</b>	<b>1976</b>	<b>Organization of Bicol River Basin Coordinating Committee</b>
<b>July</b>	<b>1976</b>	<b>Publication of <u>Bicol Comprehensive Development Plan 1975-2000</u></b>
<b>Aug</b>		<b>Publication of <u>Bicol River Basin Comprehensive Water Resources Development Study</u></b>
<b>Feb</b>	<b>1977</b>	<b>Publication of <u>Ten-Year Development Plan CY 1978-87, Bicol River Basin Development Program</u></b>