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MEMORANDUM

November 6, 1981

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TO : S&T, Mrs. Ruth Zagorin

THRU : S&T/UD, William R. Miner *[Signature]*

FROM : S&T/UD, Eric Chetwynd, Jr. *[Signature]*

SUBJECT: Trip Report: Philippines, October 18-30, 1981

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Background. This is the second in a series of three visits to the Philippines to assist with design and implementation of a new S&T/UD project, Managing Energy and Resource Efficient Cities (MEREC). The first visit was made in July to develop with the Mission and Philippine Government a pre-test for the MEREC project. The pre-test will develop in one middle-sized, rapidly growing Philippine city a provisional strategy of short- and long-term programs to reduce consumption of energy and other scarce resources and to maximize efficient use of urban waste products for energy and development. Tacloban City on the island of Leyte in the Visayas was selected for the pre-test.

The experience gained in Tacloban will become a direct input into S&T/UD's PP for the MEREC project. That is, the Asia Bureau, the Mission and the Philippine Government, and particularly the City of Tacloban, are involved directly in the design and development of an S&T global project, intended ultimately for implementation in Africa, Asia, Near East and Latin America. This rather unique approach to project design is proving attractive beyond our expectations to both the Mission and the Philippine Government. It is a model to which we might give more attention in the context of strengthening Mission, Regional Bureau and S&T Bureau technical ties.

The scenario for development of the Tacloban MEREC strategy is a series of three workshops with intensive staff, task force and U.S. contractor preparations in-between. Each workshop will move the participants closer to the strategy which is to be the product of the final workshop in January in Tacloban. On October 22-23, the first of these workshops was held in Tacloban, conducted by the city with the assistance of the S&T/UD project contractor, Coopers and Lybrand, and me. Philippine experts, mostly from Manila, were brought in to cover the various technical sectors covered by the project. The second workshop will be held in Washington, D.C., on December 10-11, and will be the mirror image of the first. A few of the key Filipinos involved in the project will attend and a number of U.S. experts will cover the project's technical sectors. Their job will be to react to the recommendations of the first workshop, suggest omissions, alternatives and means of implementation, as appropriate. They also will help the project develop an approach or guidelines for reducing workshop output to a practical, implementable strategy. The final strategy workshop in January will involve key representatives of the Tacloban task force, the Philippine consultants, Coopers and Lybrand, and S&I/UD.

In this trip report I focus on the first workshop in October, which I attended.

Workshop Preparations and Inputs. Even before the Pro Ag was signed, the city set up a project task force chaired by the city administrator and guided by the mayor. Once the general approach and specific sectors of concentration were decided, the task force was broken down into five sub-committees- namely, Land Use, Transportation, Energy and Electric Power, Water and Sewer, and Building Materials. The sub-committees prepared reports which set out the general situation in the sectors, identified the energy and resource consumption problems and proposed strategies for dealing with them. These reports were pulled together in a single volume for the workshop. Coopers and Lybrand consultants visited Tacloban two times to assist with preparation of the volume. Meanwhile, Coopers and Lybrand also prepared a preliminary state-of-the-art (SOTA) paper covering energy and resource conservation approaches in the five sectors identified by the task force. This too was to be used as a reference document for the workshop.

The purpose of the workshop was to react critically to the two reports, integrate their results as appropriate, and develop very preliminary outlines of energy and resource-conserving strategies for each sector. The strategies were to identify clearly the priority problems or resource-conserving opportunities in each sector, show how they are related within and across sectors, and identify practical approaches for addressing them within the context of local institutional and resource constraints.

Workshop Process, Dynamics and Output. The two-day workshop was fairly traditional in format. Opening remarks and an overview report on Tacloban were followed by a summary presentation of the SOTA by Coopers and Lybrand and summary presentations of sector situations and recommended sector strategies by the sub-committee chairpersons. In the late afternoon and early evening, sector working groups met separately to discuss the situation reports and SOTA and to improve or reformulate the proposed sector strategies. The working groups consisted of the original Tacloban sub-committee members plus the outside (Philippine) consultants who had been brought in because of their qualifications and expertise in one or more of the sectors covered by the pre-test. The A.I.D. representatives and contractors circulated among committees somewhat but tended to identify and stay longer with the first working group to which they were assigned.

The chemistry produced by the local, national-level and expatriate participation in the working groups was productive. As linkages between the groups were identified, there followed some borrowing of personnel, particularly the Manila consultants, from one group by another. Examples include building materials (which group also looked into food distribution and waste recycling) and land use, land use and transportation, water and sewer and energy. After dinner the working group chairmen and Manila consultants were called to a separate meeting at which they were presented with matrixes to help the groups organize and refine their thinking and present it in a reasonably uniform format.

The "Preliminary Strategy Matrix" form required each sector working group to list major conservation problems or opportunities and, for each, to indicate

alternative approaches considered and the approach or approaches finally recommended by the group. For each recommended approach the group was asked to list advantages, disadvantages, relationship to other sectors, implementing agencies, whether long, medium or short term and whether high, medium, low or no cost. Finally, the groups were asked to rank the problems/opportunities in order of priority. The matrixes were completed by early afternoon of the second day and the Philippine consultants to the working groups were asked to present the "Preliminary Strategy Matrixes" to the final plenary session — which lasted through the afternoon and early evening. All of the presentations elicited discussion, some heated, which served to identify conflicts, forge inter-sectoral relationships and create prospects for collaborative arrangements among the sectors and sectoral agencies and among the city and the regional and national level agencies represented at the workshop. These results were unanticipated fallout of the workshop and were remarked upon favorably by several of those present.

Examples of Problems and Opportunities Identified and Approaches Proposed. Each sector working group presented a series of problems/opportunities and proposed approaches which will be considered in further refinement and development of an overall energy and resource conservation strategy for the city. Proposals ranged from an energy-conscious integrated transport and traffic plan from the transportation group to a composting pilot plant and methane gas recovery pit by the water and sewer working group. The land use group recommended resource-efficiency guidelines to influence all future land use planning in Tacloban, urban farming to convert unused land and nearby rice lands to fruit and vegetable production. This would reduce heavy local import of fruits and vegetables from Cebu and Manila. It also would put the organic waste generated by the city to productive uses and take advantage of local technical and marketing expertise, and help absorb the city's surplus labor. A similar proposal was made by the food distribution subgroup of the building materials working group. The land use group further recommended consolidation of planned industrial sites into one well-serviced site located near a major bus route near the outskirts of the city. Currently planned sites are far-flung and would represent problems of poor access, inadequate servicing, and weak drawing power. Among the other proposals, the energy group recommended household and business surveys along with educational campaigns to identify specific conservation opportunities and encourage their exploitation. A similar proposal was made by the water and sewerage group, which also recommended a series of initiatives to increase efficiency of solid waste collection, disposal and recycling.

These are but a few examples of specific ideas that came out of the workshop. The matrixes from each group have been consolidated into a single report which will be edited, along with the original task force report, and readied for submission to the forthcoming workshop in Washington. At the same time Coopers and Lybrand, in addition to helping in the field with final report preparation, is refining the SOTA report to make sure that it covers the problems and approaches identified through the workshop and to address also the considerable critical

commentary it sustained in its early and rough draft format. This revised report will be ready for the Washington workshop in December.

Washington Workshop. After the Tacloban workshop, the mayor, task force leaders, sub-committee chairpersons, Coopers and Lybrand and A.I.D. representatives met for "post-mortems" and to set the stage for the Washington workshop. It was agreed that the purpose of the workshop will be to:

1. Inform the U.S. experts and other participants about the project and the Tacloban situation;
2. Convey the results of the Tacloban workshop to the Washington participants;
3. Get the reactions of the experts to the workshop recommendations with respect to approaches identified:
 - a. If the approaches are accepted, the experts should provide advice on how to implement, e.g., by suggesting sources of information and references, sources of expertise and training, examples of these approaches tried in other countries, potential pitfalls, lessons learned, and guidelines on cost, timing, and implementation in Tacloban; and
 - b. If the approaches are rejected, they should explain why (and these may or may not be accepted by the Tacloban group) and recommend other options;
4. Advise the city on ways to produce the final strategy, e.g., process, criteria for eliminating or reducing sector actions or options, criteria for selecting priority sectors and activities, etc.; and
5. Provide comment to Coopers and Lybrand on the revised SOTA report, which will be used as a strategy design and development tool in the final workshop in Tacloban.

The results of the Washington workshop will be used to improve the task force report and the SOTA and to set the stage for the final workshop in Tacloban from which the city's energy and resource conservation strategy is to emerge. Implementation guidelines, of course, will be an important element of the strategy.

Evaluation. Up to this point the pre-test has generated a sharply positive learning curve and, by all accounts, is a rather gratifying success story. Together, we have managed to pull in the right ingredients and have created the desired chemistry and dynamics. I think this is attributable in large part to

the necessity of the group to be creative. It has had to shape a specific product starting with little more than a concept. We must be careful in developing the Project Paper, that we do not seek to become too specific or too prescriptive with our SOTA, guidelines, and case study materials. The project should produce ready technical resources but not heavy guidelines. Local creativity will be the principal force that drives this project. We must consider how to find it and how to sustain it.