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492-0304  
BT  
9/19/83

CLASSIFICATION  
PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

1. PROJECT TITLE  Rural Service Center	2. PROJECT NUMBER 492-0304	3. MISSION/AID/W OFFICE USAID/Manila
	4. EVALUATION NUMBER: Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY	
<input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION		

5. KEY PROJECT IMPLEMENTATION DATES			6. ESTIMATED PROJECT FUNDING		7. PERIOD COVERED BY EVALUATION	
A. Final PRO-AC of Equipment FY <u>79</u>	B. Final Obligation Expected FY <u>83</u>	C. Final Input Delivery FY <u>83</u>	A. Total \$ <u>8.4</u>	B. U.S. \$ <u>1.7</u>	From (month/yr.) <u>June 1980</u>	To (month/yr.) <u>June 1982</u>
					Date of Evaluation Review <u>6/6/82</u>	

8. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., program, SPAR, PIC, which will present detailed request.)

B. NAME OF OFFICER RESPONSIBLE FOR ACTION  
C. DATE ACTION TO BE COMPLETED

1. MLG/CDAP should devise a plan outlining the steps required for the eventual integration and institutionalization of the RSC program within the permanent structure of the MLG.
2. MLG/CDAP should thoroughly investigate and document the causes of the delays in release of RSC's quarterly operating budgets and take action to reduce or eliminate these delays.
3. MLG/CDAP should review the sub-project process, ascertain a maximum and minimum time for each step, establish a time-log chart for all projects, and inform the concerned cities of the required time frames.
4. MLG/CDAP should either eliminate sub-project seed money altogether, or increase the amount to at least 50 percent and take action to ensure its release before project implementation begins, preferably at the beginning of each year.
5. Through workshops, seminars, in-field training, and other means, MLG/CDAP should upgrade the skills of CPDS's in project design, monitoring and evaluation, and community organization/development.
6. MLG/CDAP should undertake a program to explain the RSC program and the concepts of people's participation and poverty group focus to all city officials (Mayors, Treasurers, Sanggunian members, et al.)

P. Panares/ S. Socrates	10/01/82
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P. Panares/ S. Socrates	12/31/82
P. Panares	12/31/82
P. Panares	12/31/82

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS

<input type="checkbox"/> Project Paper	<input checked="" type="checkbox"/> Implementation Plan e.g. CPI Network	<input type="checkbox"/> Other (Specify)
<input type="checkbox"/> Financial Plan	<input type="checkbox"/> PIC/T	
<input type="checkbox"/> Legal Framework	<input type="checkbox"/> PIC/C	<input type="checkbox"/> Other (Specify)
<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIC/P	

10. ALTERNATIVE DECISIONS ON FUTUR OF PROJECT

A.	<input type="checkbox"/> Continue Project Without Change
B.	<input checked="" type="checkbox"/> Change Project Design and/or
	<input checked="" type="checkbox"/> Change Implementation Plan
C.	<input type="checkbox"/> Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Name and Title)

Randall C. Cummings, USAID Project Officer *8/20/82*  
 Pablito C. Panares, Director *MLG/CDAP*  
 Salvador P. Socrates, Deputy Minister, MLG *MLG*

12. Mission/AID/W Office Director Approval

Signature *Anthony M. Schwarzwald*  
 Type Name ANTHONY M. SCHWARZWALDER, Director  
 Date

## INTRODUCTION

The USAID-assisted Rural Service Center Project is an attempt to build the capabilities of chartered city governments to respond to the development needs of poverty groups within their boundaries. A key feature of the project is its emphasis on the people's participation in the development process, i.e., the selection, design, and implementation of the projects that will benefit them. The project has been in existence since 1978 and will terminate March 31, 1983. At both the city and the barangay (village) level, the project has been rather successful. Planning and development capabilities of most city officials have improved significantly; and a number of good, participatory, income-generating sub-projects have been established in the barangays. In summary, work to date was resulted in a model that can be replicated. The institutionalization of the program at the central level, however, has been less successful, and there are serious questions regarding the present centralized organization's ability to administer the program effectively and to expand it to additional cities in the future.

USAID needed to have an objective assessment of the project before it could decide on follow-on assistance, if any, that might be provided to chartered and market city governments for their poverty-focused development activities. The primary outcome of the assessment, therefore would be some specific recommendations to USAID/Manila in regard to future USAID assistance in these activities. In addition, it was expected that the assessment would be able to identify some lessons learned in the RSC project that would have applicability and/or relevance to certain other GOP/USAID activities ongoing or planned within the Mission (e.g., the Local Resources Management (LRM) Project, Municipal Development Fund, and the diverse community organization activities contained within the Rainfed Resources Management Project).

A three-person team, composed of Bill Berg, USAID/Jakarta, who served as Chief; Dr. Richard Schwenk, an Anthropologist; and Perla Legaspi, a specialist in local government and participatory rural development, undertook the evaluation in May and June of 1982. The overall objectives of the evaluation were to assess (1) the validity of the Rural Service Center (RSC) approach as a means of responding to the development needs of the rural poor, (2) the feasibility of the RSC program expanding beyond the 16 pilot chartered cities, and (3) the future role of foreign donors, including USAID, in the RSC program. Detailed Scopes of Work for each team member are found in Annex I of this PES.

The team concentrated its analysis in the following areas:

- a. Capacity of MLG/CDAP to manage and expand a rural service center development project and to provide the needed technical services and expertise to the participating rural centers. In examining this capacity, several alternative managerial modes were considered: (1) CDAP alone, (2) CDAP with expatriate technical assistance, (3) CDAP as contract managers only who procure locally all technical services and expertise required by the rural centers, (4) abolishment of the project's "special project" status and delegation of administrative responsibility to the MLG/Bureau of Local Government, and (5) either some combination of the preceding managerial modes or

the identification of still other modes

- b. Capabilities of city governments, chartered and non-chartered, to utilize CDAP funds effectively in the implementation of people's social action development sub-projects. In addressing this area of concern, the assessment considered the extent to which the City Planning and Development Staff (CPDS) Offices, which have responsibility for the RSC program in the participating cities, have recruited and retained qualified staff to undertake the program and have institutionalized the administrative, financial, and social action guidelines and processes developed under RSC. It also examined the understanding of and commitment to the RSC program of city officials, both those directly involved in the program (e.g., the Mayors, CPDS Coordinators and CPDS staffs) and those only peripherally involved (e.g., city councilors and treasurers). Another area that was examined is the overall impact of the RSC program on development planning capabilities in the cities, since it is widely held that there was no such capacity within the cities previous to the introduction of the RSC project. An attempt was also made in this regard to compare the planning and development capabilities of RSC cities with non-RSC cities, both chartered and unchartered.
- c. Socio-economic impact of the RSC sub-projects at the barangay level. Both quantitatively and qualitatively, the assessment team attempted to ascertain what impact the sub-projects were having on the target beneficiaries. This included an assessment of both tangible benefits (e.g., increases in jobs, income, and quality of life) and intangible benefits (e.g., increases in organizational skills, self-confidence, personal esteem and dignity, and feelings that one is in greater control of the local environment and that conditions are improving or have the potential to improve). The spread effects of the RSC sub-projects, especially in terms of these latter intangible benefits, were also carefully assessed. The significance of benefits in terms of costs per beneficiary was also examined. One question addressed in this regard was can the same or greater impact be attained through other less costly and/or more efficient programs and administrative structures (e.g., through LRM).

The assessment team furnished USAID with a report of its findings and recommendations. The final report is found Annex II of this PES.

The assessment team accompanied by USAID and MLG/CDAP officials involved in the RSC project took field trips to Angeles City and to Batangas City to meet with city officials and visit several of the RSC sub-projects. Individual team members took additional trips singly. Copies of previous evaluations, field trip reports, assessments, project files, and other relevant information were available to the team, and the analysis of this diverse data itself played an important role in the formulation of the team's assessment and recommendations.

## FINDINGS

### A. MLG/CDAP Level

1. The effectiveness of the RSC project is seriously undermined by delays in the quarterly releases of the RSC operating budget (especially salaries and travel funds). This results in delays in project implementation and project funding, cancellation of staff field trips and training programs, and a lowering of staff morale.
2. The RSC/CDAP staff is well-educated and highly motivated but lacks experience. Lack of sufficient travel funds prevents the staff from travelling with RSC consultants and gaining additional experience.
3. While the entire sub-project process, from sub-project submission and approval to final reimbursement, is relatively efficient, some steps in the process could be shorted. The entire process could be accomplished in less than a year, compared to the current 410 day average cycle. MLG/CDAP reimbursement to the cities is particularly slow, and the resulting cash-flow problems at times adversely affects other, non-RSC, activities in the cities. While seed money could ease the financial constraint, the present amount of seed money is too small (10%) and is often only released after the project has already been completed.
4. All MLG/CDAP officials and staff, as well as certain other knowledgeable officials, expressed the opinion that should USAID decide against continuing support for the RSC project, the program would fail..

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1. Planning capabilities of the CPDS were already developed before RSC program introduced; the focus of planning in fact has shifted under RSC from the city to the barangay, and the role of the CPDS has been broadened from planners to project implementors.
  2. CPDS lacks certain skills in preparation of project designs, project monitoring and evaluation, and community organization.
  3. CPDS office is generally undermanned given its wide scope of responsibilities, both under and outside of the RSC. They are also not given sufficient guidance from MLG/CDAP in project design, implementation, and monitoring/evaluation.
  4. The CPDS is not generally field-oriented. Reasons range from pressures of other office responsibilities, to lack of incentive (allowances, per diems, etc.), to the absence of understanding and commitment to RSC poverty focus and people's participation.

5. CPDS do not always follow RSC concept of poverty group participation in identification, selection, and design of sub-projects. CPDS itself often makes these decisions.
6. Some city officials (mayor, vice-mayor, treasurer, Sanggunian members) are unaware of RSC program and concepts. Although more emphasis is now placed on social action projects rather than simple infrastructure projects, some of this emphasis is attributable to the fact that the city will be reimbursed for such allocations. In general, there was little evidence that city officials were more concerned with the issues of poverty, equity, and participation as a result of the RSC project.

### C. Barangay Level

1. RSC income-generating projects are having a positive effect on attitudes of beneficiaries in terms of well-being, optimism, entrepreneurial desires and feelings of belonging to a viable association.
2. There is much evidence of volunteerism and selfless service among beneficiaries and local leaders that has been fostered by the RSC project.
3. The economic impact of the subprojects also appears significant, especially if the present economic condition is compared with the pre-subproject status.

### RECOMMENDATIONS

The major overall recommendation of the evaluation was that USAID continue its assistance to MLG/CDAP for the RSC project for another five years, with the first half of that assistance being devoted to refinement and replication of the existing program and the remaining period concentrating on institutionalizing the program within the MLG's permanent structure, preferably within MLG's Bureau of Local Government.

Other recommendations were as follows:

1. The MLG/CDAP must take steps to ensure that the budgetary problems that have been afflicting the program (delays in salaries, travel, training, and general operating funds) are resolved before USAID considers additional assistance to the program.
2. MLG/CDAP should review the sub-project process, ascertain a maximum and minimum time for each step, establish a time-log chart for all projects, and inform the concerned cities of the required time frames.
3. Either eliminate the seed money altogether, or increase the amount to at least 50 percent and take steps to ensure its release before project implementation begins, preferably at the beginning of each year.

4. Continue to upgrade the skills of CPDS in project design, monitoring and evaluation, and community organization/development.
5. Additional efforts must be made by MLG/CDAP to make city officials (Mayors, treasurers, Sanggunian members, et al) aware of the RSC program and the concepts of people's participation and poverty group focus.

Executive Summary

File  
492-0304  
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4/16/83

INTRODUCTION

This report is based upon several visits to the income generating project (IGP) of Angeles and Roxas cities and one visit each to those in Lipa and Batangas cities. Before visits I read through the various projects files and reports of US-AID consultants in the Rural Service Center, the headquarters of City Development Assistant Program (GDAP). A survey instrument was developed from the question areas of the proposal. This was translated into Tagalog and presented before administration in selected projects.

The selection of cities to visit was done in consultation with RSC officials and US-AID consultants, with some constraints on time and expense for travel. The City Development Coordinator (CDC) and the City Planning and Development Staff (CPDS) of the respective cities were aided in selecting IGPs for evaluating.

The main criteria for selecting a project for evaluation was that it be fairly representative of a particular kind of enterprise, (e.g. fishing, sewing, etc.) that it was in operation, and it has respondents that are relatively easy to reach for questioning. This did not preclude some fairly difficult trips by road and boat to reach some barangays.

The result is a report that may be considered a rough generalization of the impact of on-going IGPs in 16 CDAP beneficiary cities.

Interviews were carried out with a representative sample of an average of 10 members from each barangay with CDAP IGPs. Only three members were surveyed in Malitam's deep sea fishing project but as the members are typical, they are included. The total number of members surveyed in the 10 IGP's of this study just happens to add up to 100 so the total for each item may also be treated as percent (see Tables 1, 2 & 3).

#### ECONOMIC IMPACT

The economic impact of CDAP's IGPs at first appearances does not seem so impressive until one compares it to the beneficiaries economic status before the project began. Also the elapsed time between the date of project implementation and the time of the survey (May 1982) was in some cases only a matter of months so not as much progress would be expected. For example Tabun's woodcarving project only started operation in March 1982 and as they are producing samples for their new display area, they have an average income of only P646 a month. In fact three of the skilled workers of the Tabun Woodcarvers League have taken a considerable cut in their former earnings in order to get the project started. This accounts for a P57 decrease in average monthly earnings for the 15 workers interviewed.

On-the-other-hand, the Malitam deep sea fishing project of Batangas City has also been in operation for only four months, but because of the nature of the enterprise it is already generating P910 per month for each member. They have increased their average monthly income P325 per member even though they were doing the same work, but for someone else. The difference is the deep sea fishing boat and gear given on loan by CDAP and the association they organized to operate it.

The summary data in Table 1. shows that even though the mean income was only P438, 64% of the respondents think the projects are providing sufficient income to the beneficiaries and 25% replied negatively, while 11% were uncertain. It should be explained that the three sewing and one sari-sari store projects in the sample do not employ most of the members full time. The Dayao duckery and Barra gasoline station employ only two persons each as caretakers and because the projects are fairly new (2 years and 6 months respectively) there is very little direct benefits yet to the members. However, efforts were made in Roxas City to share some of the profits with the members in the form of one T-shirt and 2.75 kilos of rice per member (in the case of Barra).

In answer to the second question, 60% reported that their economic well-being was higher and only seven percent

thought it was lower, while 28% thought there was no change. Five percent were uncertain. The average overall increase for the members reporting from eight projects was P122 per month.

If there is increased income (question No. 3), 74% were using it to buy food first, a basic need. Education was second at 46% and then business (9%).

In answer to question 4, 86% saw evidence of a multiplier or spread effect in the community. The examples they gave were increased employment, training, lower prices for the goods they sell, added supplementary projects or jobs. For example women would sell the fish or duck eggs or intend to make paper bags or ceramics as a side line. In Barra, I noted two or three more sari-sari stores than at the time of my last visit in December of 1981. These would be needed as more people come to Barra to buy their fuel for fishing boats, etc.

Forty-three percent said that some groups benefited more than others as a result of the project. Fifty percent answered "no" while seven percent were "uncertain". Seventy-six percent thought the benefits from the project were being distributed equitably among the beneficiaries, 17% said "no" and seven percent were "uncertain".

In answer to question 7., all but Pulongbulo members thought their quality of life had improved from before the project until the present. The average improvement was only

0.6 or between "poor" and "average".

It is interesting to note the entrepreneurial qualities coming out in the hypothetical question about how they would use P1,000.00. The first priority was for establishing some kind of business (66%).

#### SOCIAL IMPACT

The social impact on the beneficiaries of the CDAP sponsored income generating projects (IGP) is more pronounced than the economic impact according to the results of our interviews. The formation of an association of the poor and the many meetings required to get the IGP under way has led to increased "solidarity" and cooperativeness within the respective communities surveyed. Ninety-four percent of the respondents felt this, while only 5% felt the association contributed to divisiveness within the community and 1% saw no change (Table 2, No. 1).

Eighty seven percent thought the CDAP sponsored project had increased overall socio-economic development (see Table 2, No. 1). Only six percent saw "no increase", two percent perceived "no change", while five percent were "uncertain".

The group in the community most involved in the project was quite understandably the "poor" (45%), with the traditional leaders (32%) and the educated youth (12%) in next order. Educated youth are most pronounced in Tabun where the average age of the officers is 30.6 and the educational

attainment is 12 years or second year of college. This is the exception rather than the rule, however.

The gap between the rich and the poor (question 4) was seen to narrow (53%), 29% saw no change and 10% thought there were no new leaders emerging within the community as a result of the project, while 33% perceived some new leadership. Only 36% of the respondents thought there were new and other organizations or socio-economic activities as a result of the organization and skills training of the CDAP project.

#### ~~ATTITUDINAL IMPACT~~

~~The attitudinal or psychological impact on the~~ IGP beneficiaries is high, with 89% of the respondents reporting a feeling of well-being and only 11% not. Seventy-one percent say they now feel more in control of their destinies and are able to bring about changes in their community, while only 24% had the opposite view. This is of practical significance in depressed communities where fatalism often predominates. So many of the participants mentioned that the number one stumbling block to getting organized was the lack of faith the common people have in organizations promoting development. They have experienced too many development schemes that are ningas cogon or "flash-in-the pan". Now for once, they feel the fruits of their labors are ripening and some are already experiencing a better quality of life. Interestingly enough, much of the added credibility of the CDAP projects is brought about by US-AID's involve-

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ment in the program, even though the funds are from the Philippine budget through the Ministry of Local Governments and Community Development (MLGCD).

The amount of false hopes or expectations among the beneficiaries is 29% with 22% uncertain. If one figures that the 22% are being diplomatic and are really feeling the same about false hopes, then there is room for improvement here. Forty-nine percent, however, felt there were no false hopes or expectations engendered. The beneficiary respondents felt the poor who are not benefiting directly from the project, ~~felt there were false hopes engendered~~ (54%), ~~while 32% said "no" and 14% were uncertain.~~ We were not able to interview the poor who were not benefiting so this figure could be larger.

The response to the ownership question (No. 4, Table 3) was about 50-50, i.e., 50% perceiving of the project as their own and 42% viewing it as the sponsor's project, while one saw it as mutual and seven percent were perhaps diplomatically "uncertain".

Eighty-nine percent of the beneficiaries thought the association was a viable organizational structure and not foreign to their real desires. Only nine percent had the opposite view, while two percent were uncertain. The last question had an overwhelming positive response of 94% who felt that the members belong to the association.

The kind of positive attitudes and selflessness I saw among the participants is exemplified by Mrs. Remedios Espalagusa (52 years old, high school graduate and mother of five children). This poor widow's immediate response to the question: "If you were given P1,000.00, how would you use it?" was, "I would give it to our association to buy cloth so we can sew more things to sell." This is the same woman who is teaching in the Day Care Center, In-charge of the Supplemental Feeding Scheme for 60 children (four years without pay), POPCOM Barangay Service Point Officer, Barangay Nutrition Scholar, PTA Auditor, President of the BAEx Homemakers Association and President of the Barangay Colasi Community Development Corporation of which garment making is the main project. She also volunteers to sleep in the Community Center at night to guard the sewing machines.

#### CONCLUSIONS

The most striking observable impact of the RSC/CDAP income generating projects on the beneficiaries is the positive attitudes in terms of well-being, optimism, entrepreneurial desires and feeling of belonging to a viable association. The feeling of solidarity and cooperativeness within the association and community (barangay) is also extremely positive and is the kind of social climate out of which further development is spawned. The unsought for evidence of volunteerism and selfless service for the good

of the association came out in several ways. This is not to say that these virtues are new to Philippine barangays, but the CDAP through the dedicated City Planning and Development Staff have been able to bring out the best in people by forming them into associations of the poor that tend to release the "frozen assets" in the community for viable income generation projects.

P.1/8  
992-0304  
4/18/83

ASSESSMENT

OF

THE

RURAL SERVICE CENTERS PROJECT

May 21, 1982

William Berg

Richard Schwenk

Perla Legaspi

## INTRODUCTION

The USAID/Philippines has requested an objective assessment of the Rural Service Centers Project in order that it may decide on follow-on assistance, if any, that may be provided to chartered city governments for their poverty-focused development activities.

The three-person assessment team was composed of William Berg, USAID/Jakarta; Dr. Richard Schwenk, Anthropologist; and Perla Legaspi from the Local Government Center at the University of the Philippines. William Berg assessed MLG/CDAP's capacity to manage and expand a rural service center development project and ability to provide the needed technical services and expertise to the participating cities. Perla Legaspi shall prepare an assessment of the impact of the RSC/CDAP program on the operations of city government. Dr. Schwenk has prepared an assessment of the impact of the RSC/CDAP program and subprojects at the barangay level--the economic, social and attitudinal impact.

### Assessment Report

- I. Summary Findings and Recommendations
  
- II. MLG/CDAP Assessment
  - A. Financial Management
  - B. MLG/CDAP Staffing
  - C. Alternative Modes of Operation

III. Local Government Level Impact

IV. Impact at the Barangay Level

- A. Economic Impact
- B. Social Impact
- C. Attitudinal Impact

Summary

Findings and Recommendations

1. In assessing ten CDAP Income Generating projects in Barangays of four Philippine cities a very positive economic, social, and attitudinal impact was measured.
2. The effectiveness of the CPDSs in the implementation of the RSC/CDAP program is perceived by the cities as constrained by delays in the approval of individual projects and understaffing and overburdening of the existing CPDS staff.
3. Two basic types of skills are being developed at the CPDS level: the ability to interact and communicate with members of the rural poor and the ability to design and evaluate the feasibility of small-scale, labor intensive rural enterprises.
4. The average time from project submittal to the time in which the city receives reimbursement is 410 days. This time can be easily shared down to less than one year.

Recommendation: That MLG/CDAP review the steps necessary, ascertain a maximum and minimum time on each step, establish a time-log chart for all projects and educate/inform the cities of the required time-frame so they, in turn, can better anticipate the time delays for better management and disillusionment on the part of the recipients.

5. Recommendation: Since some delay of seed money after the approval to proceed is virtually inevitable and since this is frustrating to the recipients, and since this step is probably not necessary, it is recommended that this step be either eliminated or that seed money be increased to at least 50% and issued at beginning of the year.

6. The delayed payment of salaries and travel funds is critical in that it causes delays in projects, delays in project funding, cancellation of field trips by staff, cancellations of training programs, and lowers staff morale. This problem seems to be getting worse rather than better.

Recommendation: That USAID require in its proposed new or amended project certain Conditions Precedent that will minimize this problem.

7. The MLG/CDAP staff is young, well-educated, motivated and relatively newly experienced. Recommendation: That MLG management and USAID sponsored consultants make as their prime objective that of providing meaningful experiences to this potentially excellent staff.

8. All persons interviewed indicated that should USAID pull out at this time the program would fold. This would be unfortunate as the existing project's groundwork and progress to date would be lost.

9. Concluding recommendation: That USAID pursue a new project assisting the RSC for another 5 years. The early stages (2-3 years) should be

aimed at replicating the existing program and the final 2-3 years institutionalizing it.

I. Financial Management of the RSC

Previous evaluations have emphasized the negative impact upon the RSC program caused by the delay in reimbursing cities with seed money and FAR. To assess this problem, it is necessary to examine the financial management of the RSC by (a) Compiling Data for Project Files to determine the length of time in the various steps--that is, from the time of project submittal by the cities to the time of reimbursement to the cities, and (b) reviewing the problem of delayed payment of salaries and travel funds for the contract employees of RSC/CDAP.

A. Compilation of Financial Data from Project Files

The following table is a result of the compilation of data from a sampling of project files. When possible, the more recent projects were included in the sample:

<u># Of Sampling</u>	<u>Steps</u>	<u>Days</u>	<u>Months</u>	<u>% of Time</u>
29	1. Project Submittal----Auth. to Proceed	132	4.3	32
21	2. Auth. to Proceed-----Seed Money	59	2	
29	3. Auth. to Proceed-----Claim Submittal	182	6	44
26	a. Request for final inspection. ----final inspection	62	2	
27	b. Project Completion Time	120	4	
41	4. RSC Claims----Ministry of Budget	22	.7	5.4
8	5. MOB Release Time	55	1.8	14

65	6. MOB Check Release-----MLG	11	.4	2.7
64	7. RSC Check to City	8	.3	1.9
		410*	13.5	100

\* Does not include steps 2, 3a, and 3b.

Interpretations, Discussions, and Recommendations of Above Table

1. Step 1. Time from project submittal to the time when authority to proceed is given. This delay is crucial because it directly affects project progress. Examination of files shows that this delay is often caused by the cities providing insufficient information or documentation. Usually, the authority to proceed was given by the RSC/CDAP within 10 days after the required information and documentation was received. One would think that after four years of submitting projects to CDAP that the cities would have enough experience to submit these projects without too many errors.

Recommendation: MLG/CDAP clarify, teach, and institutionalize CPDSs in proper project submittal.

2. Step 2. The time from "Authority to Proceed" to the time that the city receives seed money. A two month delay in receiving seed money after running authority to proceed results in unnecessary frustration to the cities. Reviewing steps 5, 6, and 7 of the table shows the reasons for this delay. It may be 'shaved' down, but it cannot be drastically reduced. Furthermore, seed money was given to only 35 projects out of a total of 213 projects. It is questionable whether this step is even

necessary in the whole process since cities often use their own funds to initiate project implementation. The seed money concept is a carry-over from the PDAP days (mostly infrastructure type projects) and since it is frustrating and probably not necessary in CDAP (social action programs) it is recommended to either eliminate this step altogether or to increase the percentage (originally 15%, now 25%) to at least 50% and paid at the beginning of the year.

3. Step 3. The time from which the authority to proceed is given to the city to the time that the claim for reimbursement is submitted to MLG/CDAP. Two sub-steps are included in this time. That is (3a) time from the request by the cities for final inspection to the actual inspection and (3b) Project Completion Time. Four months for completion of project seems realistic. However, the two month delay for the MLG/CDAP to inspect the project is an undesirable delay. Much of this delay is a consequence of the general delay in RSC's receipt of its operational budget; while experiencing this latter delay there are no funds for the salaries of contracted employees of the MLG/CDAP and no funds for project inspection travel. Solving the delays in pay and travel will reduce the time of this step to a respectable 3-4 weeks.

4. Step 4. The time from which MLG/CDAP receives the claims for reimbursement to the time that the request is sent to the Ministry of Budget. This time is a remarkably low 22 days. This is because the MLG/CDAP often submits the claim to the Ministry of Budget before the cities submit their claim. Of the 41 projects reviewed in this step:

a. 13 Projects = no claim from the cities

b. 28 Projects = received city claims

(1) 16 Projects = claims presented after MLG to MOB

(2) 12 Projects = claims presented before MLG to MOB

Put another way, MLG/CDAP submitted claims to the MOB for 29 of the 41 projects prior to receiving claims from the cities. MLG/CDAP should be commended for reducing many-fold the time of this step--the most potentially devastating step in the whole process.

5. Step 5. The time in which it takes the Ministry of Budget to release the funds. This step is delayed when payment of salaries and travel money to the contracted employees of MLG/CDAP is delayed. When there was sufficient money available, this time was a respectable 23 days. But when money was not available, it pushed the average up to 55 days or almost two months. Solving the problem of delayed funding of contracted employees will also reduce this time.

6. Other Observations

a. Steps 2, 3a, and 5 are all affected by the problem of delayed funding of salaries and travel funds. If this problem can be resolved, the total amount of time can easily be reduced to less than one year. Considering the necessary steps that must be taken, this is respectable. The other times can only be "shared down".

b. Recommendation: That MLG/CDAP review these steps, ascertain a maximum and minimum time on each step, establish a time-log chart for all projects (for the purpose of monitoring by the Project Director), and educate/inform the cities of the required time-frame so they, in turn, can

better anticipate the time delays for better management and less disillusionment on the part of the recipients.

c. Whether this time-frame affects the subprojects themselves was not adequately ascertained by this assessor. If, for instance, the cities funded the projects directly after the authority to proceed was given, any delay in reimbursement did not affect the projects--only the cities financial situation. The only delay felt by the beneficiary of the project was Step #1. This will be examined by the evaluator of the Local Government Functions within this project and will be discussed in her report (to be submitted at a later date--approximately June 7, 1982).

B. Delayed Payments of Salaries and Travel Funds

Quarterly allocations or approvals of payments of salary and travel funds to contracted employees of MLG/CDAP is often delayed (sometimes up to 3 months). Most recent example: The fourth Quarter of 1981 payment was delayed from October 1, 1981 until January 1, 1982. The first quarter payment was delayed from January 1, 1982 until early March. At the time of this writing, approval for the second quarter payments had not yet been received:

October, 1981 - regular payment received

November, 1981 - no pay

December, 1981 - no pay

January, 1982 - paid for the past fourth quarter in a lump sum, but not paid for January.

February, 1982 - no pay

March, 1982 - paid for first quarter in lump sum

April, 1982 - regular pay (extra from first quarter)

May, 1982 - no pay

These delays in turn cause delays in projects, delays in project funding, cancellation of field trips by staff, cancellations of training programs, and lower morale of the MLG/CDAP staff.

It has been difficult for this assessor to determine the real causes of this delay. However, some of the viewpoints given were:

1. Insufficient or late documentation submitted by MLG/CDAP.
2. At the beginning of the year (most delays have occurred at that time) projects which have no problem, regarding the donor involvement are approved promptly for payment while those that have a problem are set aside, causing the delay. In the previous year the evolvement from PDAP to CDAP caused the delay; in the past year it was caused by the uncertainty of the USAID extension of the project. It was stated that if USAID can assure the extension of the project till January, 1983 and show that it is actively preparing a new Project Paper there will be no further delays.
3. One official stated that the Ministry of Budget feels that the Ministry of Local Government is circumventing its prescribed manpower ceiling by utilizing "Special Projects" wherein it has contract employees (48 of the 52 CDAP employees). Therefore, he went on, the Ministry of Budget first allocates funds for institutionalized bureaus first, then, later special projects, causing the delay.
4. The human factor of attitude for and the Special Projects funds (between 1/2 to 3/4 of the total MLG budget).

5. Funding in the original Project Paper was to come from NEDA directly to CDAP. However, this was "overlooked" in the Project Agreement and the RSC was a "special project" in name only.

Any, all, or a combination of the above viewpoints may be real. In any event, the problem itself is real. The Deputy Minister stated to me that he will attempt to obtain cash advances for the RSC project as he has done on two other projects. This, he feels, will solve the problem.

Recommendation: That USAID require in its proposed new project certain Conditions Precedent that will minimize this problem. These conditions could include any of the following: (1) Cash Advance of RSC Operational Budget; (2) agreement or guarantee from the MOB and MLG that these payments will in fact be timely; (3)/establishment of a KBI number for the RSC project that would result in direct payment to the project or to the MLG on a timely and regular basis; and (4) funds directly from NEDA.

## II. MLG/CDAP Staff

The MLG/CDAP staff is young, well-educated, and relatively inexperienced. Of the 52 positions now occupied: 47 are contracted; 32 have college degrees; 32 have less than 2 years experience; and the average age is 28.

Except for the debilitating factor of delay in pay, the staff has high morale. In fact, in some cases the morale is high in spite of the delay in pay. The management generally allows individuals to control and be responsible for their own work. This coupled with the excitement of working toward a "worthwhile" goal induces high motivation.

It seems to this assessor that to work with these young, educated, highly motivated individuals would be very exciting. The only problem, then, is to provide this staff with meaningful experiences. This should be the major input to both the CDAP management and to the USAID sponsored technicians.

Due to the forementioned problem of late budget allocations for pay and travel, too often the American consultants have had to travel to the cities and projects without a counterpart. This has resulted in the Americans being the "doers" (or at least perceived that way) instead of being advisers. This has robbed the CDAP staff of the golden opportunity of gaining the experience that is necessary. At the time of this writing, it seems that a conscious effort is being made to "team-up" the Americans with working counterparts and utilizing the Americans as resource persons, advisors, and confidants. But in the end, the Philippine counterpart is the person responsible for getting the job done. The RSC/CDAP staff is often perceived by the Local Government officials as young, educated, and inexperienced. Because, that is what they often are. Compounding this perception, though, is the American consultant with all of his experience and grey hair often arriving at the local level unaccompanied by a counterpart. It is recognized by all that this conversion of Americans from the role (that was in part forced on them by the situation) of being doers to the role of advisors and resource persons must be phased into as rapidly, but cautiously as possible.

Could the RSC/CDAP staff assume the role of the American Consultant? Definitely, yes. But only after this staff attains both the experience and the respect that follows successful experiences. Again, the major effort of both the RSC/CDAP management and USAID sponsored consultants must be:

providing meaningful experiences to this potentially excellent staff. The bottom-line, though, is solving the problem of delay of pay and of travel money so that these experiences can be possible.

### III. Alternative RSC Managerial Modes

Listed and discussed below are some alternative managerial modes or organizational formats:

#### A. MLG/CDAP Alone

All persons interviewed indicated strongly that if USAID phase out at this time, the program will fold. The inference that "something is wrong" with the program would in itself be enough for the GOP not to pursue it. Also, a continuation of technical assistance to provide the potentially excellent staff of RSC/CDAP with necessary experience is required.

#### B. MLG/CDAP Functioning as Contract Managers

The MLG/CDAP functioning as contract managers who procure locally all technical services and expertise required by the Rural Service Centers is, on paper, appealing. However, taking into consideration the existing educated, motivated, and committed staff of MLG/CDAP, it is felt that putting them into an inactive secondary role of contract officers would eventually demoralize them as they would become less and less involved and thus ultimately uncommitted. The required technical assistance RSC/CDAP provides to the CPDS and to the various projects should be reviewed. Four or five of the most common fields should be ascertained and those skills developed among the RSC/CDAP staff. Other fields should be contracted locally.

C. MLG/CDAP with Continued Expatriate Technical Assistance

At least in the next three years continued expatriate technical assistance should be provided to assist in upgrading the existing RSC/CDAP staff. The technical assistance should be in those fields in which experience over the past years of the project indicates will be the most needed skills of the RSC/CDAP. In interviews with RSC/CDAP staff, the fields most often mentioned include: Project Management, Business and, Financial Management, Organizational Development, Social Sciences, Management Training and Skills Training.

Prior to a new project being implemented there should be a clear commitment on the part of the GOP to solve the present situation of delayed payments of salaries and travel money. To pursue a new project with this situation unsolved would not be advisable, because it affects all aspects of the program--especially the upgrading of the present staff due to lack of travel money. At the very least, monies should be found that would allow year-round travel for the RSC/CDAP staff.

D. Abolishment of the "Special Project" Status

Having 'special project' status is necessary in the early years of the program in order to provide the incentive, impetus and initial momentum to get things started. However, having that status also causes problems (i.e., delayed payments of salaries and travel money). On the long pull, the RSC program should be institutionalized into the existing Bureau of Local Government Development.

**Recommendation:**

**Pilot Program - Present Project - 1978-1983**

**Replication Program - New or Amended Project - 1983-1986**

**(New Evaluation - 1986)**

**Institutionalization Project - New or Amended Project**

**(dependent upon 1986 Evaluation - 1986-1988)**

The fact that RSC/CDAP has 233 projects highlights the need for them to begin to standardize and institutionalize the processes whereby projects are selected, designed, implemented, monitored and evaluated--not so that the National Office may exercise control over the cities in terms of projects, but rather so that it may prove its capabilities in records management and in offering useful technical assistance when it is required and/or sought.

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AN ASSESSMENT OF THE IMPACT  
OF RSC/CDAP ON CITY GOVERNMENT

PERLA E. LEGASPI

June 7, 1982

AN ASSESSMENT OF THE IMPACT OF RSC/CDAP  
ON CITY GOVERNMENT

Summary of Findings

I. General Planning and Development Capabilities

1. The RSC/CDAP program has not expanded the general planning capabilities of city governments.

The cities under review were participants in the Urban Development Program of the Ministry of Local Government and Community Development. As such, they had already a planning structure with a planning and development staff even before the existence of the CDAP program. The CPDS in this case, had been exposed to the planning process long enough to acquire the necessary skills and knowledge in planning before the cities joined the RSC/CDAP program.

2. The focus of the planning process has been shifted from the city level to the barangay level.

Under the CDAP program, the planning process starts at the barangay level where a situational analysis of the barangay is made and the identification of the "poorest of the poor" segment of the community is conducted. This identified target group is responsible for the drawing up of projects to be undertaken by themselves. There is active involvement of target beneficiaries in the identification and selection of projects. /<sup>3</sup>The role of the CPDS has been broadened -- from planners to project implementors.

Under CDAP operations, the CPDS does not only prepare and formulate plans but implements projects as well. They

can now monitor and supervise projects more clearly. Nevertheless, the CPD has not established a monitoring/evaluation scheme for projects.

## II. Institutionalization of RSC/CDAP Processes and Procedures

1. RSC reimbursements are usually delayed which affects the prosecution of other projects.

City governments are constrained financially to implement projects because of more complex and bigger demands from the city residents. As such, the city treasurer has to wait for reimbursements of projects before releasing some amount of money to start with the implementation of other projects. Inasmuch as reimbursements are usually delayed, the implementation of other projects are also delayed.

2. The "seed" money has lost its import and is no longer necessary.

The "seed" money has not been helpful to the city governments. Most of the time, the "seed" money has reached the city governments when projects are already in full swing.

3. Approval of projects at the RSC has been delayed such that people at the barangay level has lost their interests in the projects.

The delays in the approval of projects at the RSC has a devastating effect on gaining the confidence and trust of the people in the CPDS and in the city government for the prosecution of social action projects. Most of the time, the city government has to wait for word from Manila which does not come for sometime. This situation indicates the lack of communication system between RSC and the city governments.

4. The CPDS needs further skills training to make them more effective in their work.

There is a need to upgrade the skills of the CPDS in the preparation of project designs, project monitoring and evaluation and community organizing. As found out, the staff has difficulties in coming up with good project designs. The CPDS does not also follow any monitoring nor evaluation scheme for projects. Moreover, the CPDS has encountered difficulties in the initial stage of group/association formation because the staff does not know how to integrate themselves with the poor.

5. The city governments have been operating the program without RSC guidance.

In terms of the provision of direct consultancy services most especially in the preparation of project designs and project implementation, the guidance/assistance of the RSC is not felt at the city level. No follow-ups are conducted to know whether the skills and knowledge acquired from the training programs provided by RSC, are being applied in actual operations. No field visits are also made by RSC staff to look into the implementation of projects.

### III. RSC/CDAP Operations Within the Context of People's Social Action Projects

1. The CPDS office is undermanned.

The CPDS has a limited work force which ranges from 9 - 21 personnel. Inasmuch as the staff performs various functions and responsibilities, e.g., formulation and execution of development plans and programs of the city; coordina-

tion with other national line agencies in the integration of plans and programs; and coordination in the implementation of programs/projects in the city such as BLISS, KKK, BWP, etc., the CPDS cannot work full-time on social action projects. The prosecution then of projects is on a limited scale.

2. The CPDS is not field-oriented.

The staff do not go to the field regularly for a number of reasons. First, the pressure of work at the office prevents them from going to the field regularly. Second, the staff are not given any stipend nor allowances for fieldwork. Third, there is no internalization of the concept of participation and the relevant poverty issues attendant to it.

3. Generally, the process of group formation, the identification of the target group and the selection of viable projects by the beneficiaries themselves, is not adhered to, by the CPDS at the barangay level.

In some barangays, the beneficiaries of projects do not belong to the poorest segment in the community. This may be due to the fact that the selection of beneficiaries was done by the barangay captain.

In some cities, the identification and selection of projects is done by the CPDS. Projects on livestock dispersal, sewing machines, and the like are cases of "dole-out" where the beneficiaries just receive the commodities.

4. There is a need to develop the capabilities of target beneficiaries.

In order to make the associations of the poor viable, the capabilities of the members must be developed and upgraded.

Of particular importance is the training on leadership, group dynamics and simple management procedures.

#### IV. Attitudinal Impact

1. There is no awareness of CDAP program/operations among city officials, e.g., mayor, vice-mayor, Sangguniang Panlungsod members, treasurer, etc.

Generally, the city officials do not know the objective/thrust or primary concern of CDAP. Nonetheless, many officials know that the city government has been appropriating funds for the implementation of projects on FAR basis. They even acknowledge the financial assistance given to the city government by RSC/CDAP.

2. The influence of RSC program is seen at the nature of project funded out of local financial resources.

Before the introduction of RSC, majority of the prosecuted projects were on infrastructure. Under the CDAP program, more local projects are non-infra or income-generating. The emphasis on non-infra is very evident. However, this is attributed more to the requirements of the CDAP program which enable the cities to get financial assistance, rather than to the concern on equity issues or participation by the city government administration.

3. Appropriations for social action projects have increased from 1979-1982.

Generally, the appropriations for social action projects have increased considerably through the years. The budgetary trend is to allot a bigger amount for income-generating projects as exemplified in the case of Iriga. However, the

effect/influence of the program on the city government seems to be superficial. The city governments have appropriated a big amount for social action projects primarily because they get reimbursements and not because the city officials are more concerned with the issues of poverty, equity and participation.

### Methodology

The CDAP cities under review are Legazpi, Iriga, Naga and Lipa. San Pablo, a non-CDAP city, is included in the list to have a wider context than the CDAP cities.

Data-gathering was done primarily through interviews with city officials, i.e., mayor, vice-mayor, some members of the Sangguniang Panglungsod, city treasurer and budget officer, and with the CPDS of each city, i.e., city development coordinator, social action officers, training officer and sociologist. Interviews were also conducted with RSC officials, Mr. Pabs Pañares, the director, and Miss Amy Calda, staff member.

The evaluator went to some barangays in each city to visit some project sites and to interview some beneficiaries of projects. In Legazpi, the evaluator visited a needlecraft project and was able to interview the business manager of the "Association of the Poor" as well as some members. In Iriga, barangay San Nicolas was visited to see a rabbit-raising project and a waterworks system. In Naga City, the evaluator was fortunate to go to two barangays, Calauag and San Felipe, to talk to some beneficiaries of several projects -- communal poultry raising, vegetable raising, goat dispersal and sewing machines. The evaluator also went to the site of the projects on sewing machines and cattle-fattening in Lipa City. The insights gathered in the field were of tremendous help to the evaluator.

Aside from primary data, secondary data were used. Planning documents were analyzed such as the framework plan prepared before the introduction of the CDAP program and the social action development plan with the annual implementation plan. The budget of each city from 1979-1982, was also scrutinized. The existing organizational and functional charts of each CPDS office were examined together with the plantilla of personnel in order to know the present qualifications, work experience and training programs/courses attended by each staff member. The functions and responsibilities of each staff were gathered through their PDF forms in addition to the interviews held with the staff. The files of the Secretary to the Sangguniang Panglungsod were also looked into to know the resolutions passed by the Sangguniang Panglungsod pertinent to the planning and implementation of social action projects.

The evaluator also made use of the evaluation reports prepared by Morton J. Tenzer in September 1980 and James B. Mayfield in November of 1981.

A briefing session was held with Mr. Randy Cummings, Project Officer of USAID/Philippines where he explained and discussed the background and the rationale of the CDAP program vis-a-vis the PDAP program.

## Impact of RSC/CDAP

### 1. General Planning and Development Capabilities

Before the entry of the CDAP Program into the local scene, the cities of Legaspi, Iriga, Naga and Lipa were all involved in the Urban Development Program (UDP) of the Ministry of Local Government and Community Development. As participant cities, they were required to create the City Planning and Development Board/Council to serve as a planning body charged with the powers and functions of preparing a comprehensive and integrated development plan/program designed to achieve an effective employment or utilization of physical human and other resources of the city. As part of the requirements, the cities had also to establish a City Planning and Development Office with at least 8 core positions, namely: 1) City Development Coordinator; 2) City Urban Planner; 3) Economist; 4) Fiscal Analyst; 5) Project Analyst; 6) Statistician; 7) Sociologist; and 8) Management Specialist.

The CPDS serves as the technical arm of the Planning Board/Council by providing support and assistance in the formulation and preparation of a comprehensive plan/program for the city; assisting in the formulation of development policies and objectives; assessing the needs and potentials of the city through community surveys; and providing technical assistance and services to other offices relative to urban development planning.

### Personnel Complement

Basically, the composition of the CPDS has not changed much since the inception of the CDAP program. In Naga, a training officer has been added to the core staff as well as some administrative support staff such as stenographer, statistical aide, draftsman, clerk and driver or utility worker, making a total force of 17 personnel. On the other hand, Legazpi City has a total work force of 21, 9 of whom belong to the administrative support staff and the rest are technical personnel, including 1 Sr. Planning Officer. In Iriga City, the staff is composed of 16 personnel, 7 of whom are administrative employees. The CPDS office has a City Agriculturist which is not present in the other cities. Lipa has the least number of personnel. There are only 9 staff members to man the CPDS office.

Generally, the CPDS of each city possess the necessary qualifications called for by their respective positions. With the exception of the CDC of Naga who joined the CPDS in 1980 due to the change in political leadership in the city, they also have the work experience considering the fact that most of them have been with the planning staff since 1975.

However, the qualifications of the staff members holding the position of "sociologist" are open to questions. It appears from the plantilla of personnel that the sociologist of Legazpi City is the only one with a degree on Sociology, whereas, two sociologists are holders of a degree of Bachelor of Science in Elementary Education and

one is a Bachelor of Arts degree holder; major in English. The Orientation then of these three personnel is quite different from the kind of work orientation called for by the position of a "sociologist" within the context of people participation in projects.

#### Plans and Programs/Projects

As part of the requirements of the UDP, the four cities were able to come up with a framework plan before 1977 based on a socio-economic profile prepared by the CPDS. Community surveys were conducted in the preparation of the said profile. The existence of these planning documents show that the CPDS has already been exposed to the planning process and has acquired the planning skills to a certain extent even before the cities joined the RSC/CDAP program.

A look at the framework plans of the cities under the UDP reveals that there were enunciated policies of the city governments to increase rural income through the implementation of certain programs, i.e., cottage industries, expanded fish program, livestock, etc., designed to generate income among the residents, particularly those people residing in the villages (barangays). The City of Naga for instance had recognized the lack of economic opportunities in the rural areas, hence, the city government had stated in its policy guidelines the prioritization of programs/projects in giving opportunity to the lower-middle and low income groups of the community. Towards this end, the city government had prioritized the implementation <sup>of</sup> agriculturally - based projects such as animal dispersal for livestock and poultry and vegetable project. This holds true with the City of Legazpi where

social welfare and community development was said to be oriented towards the concept of people-government participation. Along this line, several programs/projects were lined up such as hog and rabbit dispersal, fishpond project, demonstration farms on Masagana 99, etc. Likewise, cognizant of increasing/supporting the farmer's income, the city governments of Iriga and Lipa had enunciated policies on:

- 1) giving massive local government support to the livestock dispersal programs of national agencies based in the city;
- 2) encouraging the development and/or revival of indigenous craftsmanship, culture, handicrafts, etc.

Programs/projects, i.e., hog dispersal, cattle fattening, sinamay weaving, etc. were then proposed to be implemented. Although the above-mentioned projects are income-generating, these are not considered to be local projects in the sense that these are not funded and implemented solely by the city government. These projects are funded by the national agencies located within the jurisdictional area of the city government; hence, they are the main responsibilities of the national agencies. For instance, the development of cottage industries is being implemented by NACIDA; the setting up of demonstration farms and livestock dispersal are being implemented by the Ministry of Agrarian Reform; and the fishpond projects by the Bureau of Fisheries and Aquatic Resources. The role of the city government is just supportive in nature such as conducting massive information campaign in the barangays and by encouraging the residents to engage in such kind of projects. This does not mean, however, that the city governments do not prosecute their own local projects. They do implement some but

these projects are more on infrastructure such as construction and maintenance of roads, bridges, markets and slaughterhouse, barangay centers and the like. The funding of these projects is taken from the 20% development fund of the city. A cursory glance at the expenditures from the development fund would show, however, that this fund is not only spent for infrastructure projects but used also for political purposes such as the holding of referendums and the development of barangay brigades.

What is discernible at this point is the kind of projects being implemented by the city government under the CDAP program. The emphasis is shifted from infrastructure projects to income-generating or social action development projects as shown in the list below:

<u>City</u>	<u>Projects</u>
Naga	<ul style="list-style-type: none"> <li>- Manpower Skills Development Training</li> <li>- Community Assistance: Sewing Machines</li> <li>- Health &amp; Nutrition Center</li> <li>- Livestocks Animal Chain Dispersal Program</li> <li>- Community Vegetable Project</li> <li>- Community Poultry Raising</li> <li>- Carabao Chain Dispersal</li> <li>- Cottage Industry Development Program</li> </ul>
Iriga	<ul style="list-style-type: none"> <li>- Deep Well</li> <li>- Rabbit Raising</li> <li>- Motor Pool</li> <li>- Motor Supply System</li> <li>- Ginger Production</li> <li>- Local Resources Development Center</li> </ul>
Legazpi	<ul style="list-style-type: none"> <li>- Sanitary Toilet Construction</li> <li>- Needlecraft: Distribution of Sewing Machines</li> <li>- Saraodan sa Barangay (Buy and Sell)</li> <li>- Repacking Project</li> <li>- Skills Training for Battery-Making, Repairs &amp; Maintenance</li> <li>- Management Skills Training</li> <li>- Bagoong Processing</li> <li>- Hollow Blocks Manufacturing</li> </ul>

Lipa

- Sewing and needlecraft
- Carpentry & Masonry
- Livestock Raising
- Social Action Mobile Service Center
- Construction & Improvement of Water System
- Self Employment Assistance, e.g. Buy & Sell, Sari-Sari Store and Cattle Fattening

The listed projects are planned and implemented by the city government, financed and assisted by local and RSC/CDAP funds respectively.

Planning & Implementation Activities

As mentioned earlier, the CPDS has been engaged in planning activities since 1975. It appears however, that the kind of approach used in the planning process under the UDP is different from the approach emphasized and utilized by the CPDS under the CDAP program.

Under the UDP, the formulation of a comprehensive development plan/program follows the following steps:

- 1) The CPDS conducts a community survey to assess the city's needs/problems and potentials.
- 2) Based on the surveys, the staff prepares a socio-economic profile of the city, a document which contains the physical, demographic, social, economic and political/administrative characteristics of the area.
- 3) Working on the basis of the profile, the staff makes a situational analysis of the area.
- 4) Plans, programs and projects are drawn up based on the situational analysis of the area.

During the formulation of the framework plan, task forces were created and under each, several sub-sectors were formed. These forces and sub-sectors were composed of representatives from the line agencies

operating within the city and representatives from the private sector, such as civic/religious organization, business and agricultural sector, etc.

In the case of Naga, a Barangay Planning Seminar-Workshop was conducted by the CPDS, the output of which was a barangay framework plan which was later on inputted to the whole planning process. There was some kind of a barangay participation in the planning process.

If we look at the whole process, it could be noted that there was participation from both government and private sectors in the preparation of the comprehensive development plan, although the drawing up of programs/projects was based on the perception of situational needs/priorities of the representatives comprising the task forces.

Thus, under the UDP, the identification of programs/projects was done at the city level and was not brought down to the barangay level where target beneficiaries were supposed to identify their own projects based on their own perception of needs and priorities. This seems to be the significant difference in the planning approach/strategy being used under the CDAP program. Following the CDAP approach, the CPDS makes a situational analysis of the barangay where the "poorest of the poor" segment of the barangay is identified. This identified target group is responsible for drawing up the projects to be undertaken through an association formed by themselves, with the assistance of the CPDS. The emphasis then under the CDAP approach is the active involvement of target beneficiaries in the identification and selection of projects to be undertaken by themselves.

Again in the implementation of projects, a difference appears to loom large before and after the city governments joined the CDAP program. As has been mentioned, the programs/projects listed in the framework plans in all the four (4) cities are sectoral programs/projects. As such, they are implemented primarily by the national

line agencies within their areas of concern. The city government has a very limited role in the implementation of such projects, primarily because the city executive does not exercise any supervision and control over these offices. Secondly, the projects are funded by national agencies. The most that the city government can do is to monitor the progress of the projects. The CPDS just coordinates and monitors the implementation of these projects. A different situation occurs under the auspices of the CDAP program where the implementation of social action development projects are within the control and supervision of the city government. Under this condition, the CPDS are the implementors of projects and they can monitor and evaluate projects more closely. The staff can introduce a lot of innovations/changes into the project/program as it progresses. However, it is sad to note that in all the cities, the CPDS has not established a monitoring/evaluation scheme for social action projects. What the staff does is to attend meetings of village associations once in a while and would depend on the minutes/records kept by the secretary of the association. The CDC gets a verbal report on the status of social action projects from the various action officers during staff meetings. Sometimes, when a problem crops up, the officers of the barangay association go to the CPDS office and get the advice of the action officer concerned or the CDC himself. All of these activities are done unsystematically.

Moreover, none of the CPDS of the 3 cities of the Bicol region has done an evaluation of projects. To a limited extent, Lipa has attempted to assess the problems in the implementation of projects through the use of questionnaires. Whether the projects have attained their objectives or not, whether the projects have a socio-economic

I. not know.

## II. Institutionalization of the RSC/CDAP Processes and Procedure

A lot of procedures are required of cities in the CDAP program. For one, the city governments have to put up a counterpart fund for the social action projects and the RSC/CDAP reimburses the amount. A "seed" money (15%) is also provided by RSC to start the implementation of the project. As found out, these procedures have initially affected the operations of the city governments. Reimbursements are usually delayed and this affects the prosecution of other projects lined up for implementation. City governments are constrained financially to implement projects because of complex and bigger demands from the city residents. Thus, the city treasurer has to wait for reimbursements before releasing some amount of money to start with the implementation of other projects. The "seed" money has not been helpful. Most of the time, the "seed" money has reached the city governments when projects are already in full blast. In this case, the "seed" money loses its import and is no longer necessary. However, an innovation has been made to more or less minimize the problems encountered in the reimbursement and seed money procedures. What the city governments have done so far is to establish "trust funds" for social action projects. Reimbursements are kept as "trust funds" and do not go to the general fund of the city governments. In this way, the implementation of social action projects are not delayed.

At the CPDS level, some procedures are required of the staff members such as the following:

- 1) Preparation and submission of Social Action Development Plan which should be updated every year;
- 2) Submission of an Annual Implementation Plan, accompanied by a resolution of the Sangguniang Panglungsod and the corresponding appropriated amount for projects;

- 3) Submission of individual projects proposals. A proposal would include a pre-implementation picture of the project based on a socio-economic profile of the barangay; a resolution of the barangay council; and a profile/list of members and officers of the formed association. If the project is on infrastructure, the plans and specifications or a feasibility study of the project is required.

Apparently, the CPDS follows/adheres to the above-mentioned requirements. Sometimes deviations are made in order to suit local needs and conditions. Nevertheless, some project proposals are not approved by the RSC because of certain deficiencies. Naga for example was not able to submit four project proposals in 1981 because certain requirements were not complied with. The lease contracts for the proposed sugar plantation and communal piggery projects are still under negotiations; hence, the non-compliance. On the other hand, the city of Legazpi has met the requirements and has submitted project proposals to RSC for approval. At the RSC's end, approval of project has been delayed such that people at the barangay level has lost their interests in the projects. This has a devastating effect on getting the confidence and trust of the people in the CPDS and in the city government for the prosecution of projects designed supposedly for improving the lot of the disadvantaged groups. Most of the time, the city government has to wait for word from Manila which does not come for sometime. This situation indicates the lack of communication system between RSC and the city governments.

At this juncture, a question is raised as to whether project designs or feasibility studies should emphasize the technical/financial aspects of projects or whether stress should be made on social sound-

ness analysis? Based on the comments of the staff, the CDAP requirements fall along the technical side of projects rather than on the social aspects of projects. This might run counter to the concept of "people participation" which is the orientation of the whole program.

The CPDS of Iriga looks at the preparation of project proposals as burdensome on their part, most especially on the preparation of feasibility studies. Despite changes in the requirements where projects costing less than ₱100,000.00 no longer need feasibility studies, project designs are still required. The staff finds difficulty in preparing designs which delays the submission of proposals to RSC. To them, small projects costing around ₱10,000.00 - ₱20,000.00 should no longer require a more detailed technical project design. Requirements then should be based on the type/kind or size of the project.

#### Technical Assistance Provided by RSC

RSC provides the city governments with assistance on training programs for staff development, foremost of which is the package development training program which deals on the preparation of feasibility studies, social action development plans, socio-economic profile and orientation on the CDAP concept. Specialized courses are also given such as social planning, developing social indicators, project planning and management, and rural enterprise development. Consultancy services are provided in local financial management and in community participation by the American consultants of the program.

According to the CPDS, assistance in training programs and consultancy services has helped improved their capability. It has boosted their confidence in their jobs with the acquired skills and knowledge. For one, some staff members have been trained in preparing feasibility

studies. However, demands of their work point to the deficiencies in the preparation of project designs. As mentioned, some social action projects do not need feasibility studies but just project designs and it is in this area where the staff has difficulties in coming up with good project designs.

A cursory glance at the list of training programs/courses attended by the CPDS reveals that a lot of training programs/courses have already been attended by the staff. Some of these are on development planning, project management, training trainers, future leaders program, project feasibility study and community development for people's participation. Despite the exposure to these courses, the CPDS still needs some skills development on particular areas of project management to make them more effective in their work. Of particular importance is the upgrading of their skills in project monitoring and evaluation. As found out, the CPDS does not follow any monitoring nor evaluation scheme for projects. There is a need to identify critical feedback elements at key levels during program implementation stage as well as the need to review decisions and to make follow-ups at key levels. At this point, development of skills in financial management and control and benefit-monitoring system would be of tremendous help to the staff.

Another deficiency exists in the evaluation of projects. Practically all of the staff do not have any training/orientation on program evaluation and they do not really do any "honest to goodness" evaluation of projects in the field. A training then on this area is called for. Perhaps some selected beneficiaries can attend the training together with the staff in order for them to get the necessary skills in evaluation, in preparation for the phasing-out of the operations of the CPDS in their respective projects. This would provide the mechanism for the identification of beneficiaries with the CPDS.

## The Need for RSC/CDAP Guidance/Support

At this point in time, is there still a need for support from RSC/CDAP? If we take support to mean provision of assistance in the form of training programs/courses for CPDS and target clientele, then, there is a need for a continued support from RSC. This is one area where RSC can help in the upgrading of skills and knowledge of the CPDS.

In terms of the provision of direct consultancy services most especially in the preparation of project designs and project implementation, the assistance of the RSC is not felt at the local level. After the training, no follow-ups are conducted to know whether the skills and knowledge acquired from the training are being applied in actual operations. There are no field visits made by RSC to look into the implementation of projects. What the RSC staff does is to look at the project proposals submitted and determine whether all the requirements pertinent to the proposals are met. But even then, delays in the approval of projects are experienced by cities. The delays are attributed more to the Manila staff rather than to the non-compliance of certain requirements by the CPDS. Under these conditions, there is no meaningful guidance from the RSC staff. It can be said then that the cities have been operating the program without RSC guidance.

Nevertheless, this situation can be improved. A more open communication system between RSC and the CPDS should be established such that the approval or disapproval of projects would be relayed/disseminated immediately to the CPDS. In this way, the local staff would be able to know whatever deficiencies exist in the proposals.

### III. RSC/CDAP Operations within the Context of People's Social Action Projects

The whole CDAP operations is anchored on a development strategy/ approach -- the involvement/participation of the "poorest of the poor" in the barangay in income-generating projects (social action projects in CDAP parlance) designed to improve their socio-economic status in the community. This approach as operationalized by the CPDS at the barangay level, adheres to the following process: 1) identification of the target groups in the barangay -- the "poorest of the poor", based on a survey conducted by the CPDS; 2) dialogues or meetings conducted by the CPDS with the target beneficiaries re CDAP program; 3) group formation-beneficiaries form themselves into an association of the poor; 4) identification of problems with corresponding solutions; 5) listing of possible projects; 6) CPDS sets guidelines for viable projects; and 7) implementation of selected viable projects.

The whole process stresses the involvement of the beneficiaries from project conceptualization to project implementation and it likewise highlights the critical role of the CPDS in implementing such kind of a development strategy at the barangay level.

Inasmuch as the CPDS are the implementors of the participation strategy, an assessment of their role in social action projects is called for.

#### Staff Component and Work Load in Social Action Projects

The CPDS performs various functions and responsibilities relative to city government operations. Some of these functions center on the preparation, formulation and execution of development plans and

programs of the city; coordination with other national line agencies in the integration of plans and programs as well as coordination in the implementation of programs/projects within the city, such as BWP, BLISS, KKK, etc.; zoning administration; and the prosecution of social action projects under RSC/CDAP program. Considering that the CPDS has a limited work force which ranges from 17 - 21 personnel, one wonders how the staff can meet all of the demands of their respective jobs. On the whole, the CPDS office is understaffed.

Based on interviews and PDF forms, not all of the staff are directly involved in social action projects. In Naga for example, only two of the staff members (sociologist and training officer) are actively involved in social action projects particularly in the formation of organizations/associations in the barangays. Nevertheless, some of the staff, i.e., urban planner and economist, assist in the preparation of project designs or feasibility studies. In Legazpi, staff members are assigned as action officers of projects. As such, they are held responsible for their own respective projects. Naga, on the other hand, has three technical staff directly involved in CDAP projects. Other staff members help or prepare project designs and feasibility studies. Similarly, Lipa has only two staff members assigned as social action officers.

It can be noted from the above that the CPDS has a limited number of personnel to work full-time on social action projects. This problem hampers the implementation of projects such that projects are prosecuted on a limited scale.

Are the staff field-oriented? Interviews with the CPDS and beneficiaries reveal that the staff do not go to the field regularly. At the initial stage of group/association formation, the staff or

action officers are with the beneficiaries quite often. But at the later stage of project implementation, they are no longer visible in the barangays.

A number of reasons are given for this lack of field orientation. First, the staff are saddled with so much work at the office which prevents them from going to the field regularly. Second, the staff are not given any stipend nor allowances in going to the barangays. This lack of incentives does not motivate them for field work. At this point, it may be worthwhile to mention here that the staff of Iriga are given per diems in the amount of ₱15.00/day in going to the project sites. Thus, comparatively speaking, the staff of Iriga are seen more often in project sites than the other staff members of other cities. The third reason has something to do with "commitment." Is there an internalization of the concept of participation and the relevant poverty issues attendant to it? Apparently, the staff members have not yet internalized equity/poverty issues which would have propelled them to work for the betterment of the disadvantaged group. It may be important to point out here that the CPDS had been exposed to city government operations as technical staff and not as implementors of projects. As such they had not been exposed to the implementation of projects which requires field work. Their role now in social action projects is seen in a different context.

#### Formation of Village Associations

Under CDAP operations, an association of the poor is required to be formed before a project can be implemented. Thus, the number of associations formed would depend on the number of projects imple-

nented in the barangay. However, the number of associations is not as important as the process of group formation. What is critical in the operationalization of the participation concept is how the association is formed or organized. For it is in the process which gives meaning to people involvement/participation.

The Process. Usually the CPDS follows a similar pattern in facilitating the organization of the poor in the barangay. For purposes of illustrating the process, the experience of Legazpi and Naga is cited.

The CPDS of Legazpi programs the visitations to selected barangays four months before the onset of the new calendar year. A team composed of the social worker, sociologist and management analyst - schedules the meetings in one barangay with the permission of the barangay captain. The latter is requested to invite the poorest member of his barangay to these meetings.

The first meeting usually starts with a situational analysis of the barangay. Information on per capita income, employment patterns and opportunities, total number of households, number of skilled and non-skilled workers, resources available, etc. are presented to the target group. This is followed by the identification of their own problems. A brainstorming session led by the CPDS team, takes place where people are asked for solutions. The list of solutions is done at the blackboard where everybody can see. A number of possible projects are enumerated and analyzed. The H:-10 Index of Analysis is then made on the projects using the criteria of number of beneficiaries, resources and commitment. As the clientele zeros in on one project to be implemented, the CPDS team facilitates the formation of an association comprising the beneficiaries of the project. The design-

ing of the project and the preparation of feasibility studies are done by the staff since the beneficiaries lack the necessary skills and knowledge. The process of project conceptualization to project implementation takes almost a year.

In the case of Naga, the experience is quite different. The fieldworker from the CPDS asks data on "poverty level" and household characteristics of the area from the barangay captain. The latter identifies the families who belong to the "poorest among the poor" in the barangay. In a meeting called for by the barangay captain, the field worker/staff briefs the beneficiaries on the CDAP program and how the project (previously selected by the CPDS) would be implemented.

Comparing the two cases, it seems that the experience of Legazpi is more attuned to the concept of people participation than that of Naga. What is distressing in the Naga case is the selection of the kind of project to be implemented in the barangay. The CPDS identifies and selects the project at the office and the barangay captain selects the beneficiaries. This clearly shows the non-involvement of the target beneficiaries in the whole process.

As revealed further in interviews with the beneficiaries of projects, the staff has encountered difficulties in the initial stages of group/association formation, primarily because the staff does not know how to integrate themselves with the poor. This is important in getting the trust and confidence of the poor. In Iriga for instance, it took almost three months for the beneficiaries of a rabbit-raising project to agree to group themselves together simply because they were wary of the intention of the staff. They even solicited the assistance of a nun to stay with them during meetings. It was only when the nun gave her go-signal that the beneficiaries grouped themselves into an association and agreed to start implementing the project.

What seems to be lacking then on the part of the CPDS are the skills on integration, an integral part of community organizing. This calls for a further training on community organizing which would make them more effective in fieldwork.

The Beneficiaries. In some barangays, the beneficiaries of projects do not belong to the poorest segment of the community. This may be due to the fact that the selection of beneficiaries was done by the barangay captain. In one of the barangays in Naga City, the beneficiaries appear to be well-off as indicated by their house structure. Moreover, the barangay beneficiaries are engaged in more than two social action projects provided by the city government. Thus, in one barangay, four projects — communal piggery, vegetable raising, needlecraft, and goat dispersal — benefit one selected group of beneficiaries. When asked why a situation exists, the CPDS explains that the barangay residents are very active, most especially the barangay captain in implementing all the projects. This kind of approach used by the CPDS is defeating the purpose of the whole exercise — that of selecting the "poorest of the poor" and in turn giving to the people the opportunity to identify their own problems and implement viable projects within their own limitations and resources.

The rationale of the formation of groups/associations is for the beneficiaries themselves to manage/run their own affairs within the context of the project they are implementing. Since most of them are not learned, a lot of management problems within their own associations has been reported to the CPDS which calls for training on leadership, group dynamics as well as the development of skills on simple management procedures.

#### IV. Attitudinal Impact

Is there an awareness of CDAP program/operations among city officials, i.e., Mayor, Vice-Mayor, SP Members, Treasurer, etc.? If awareness would mean knowledge of objectives/thrust or primary concern of CDAP, then generally, the city officials are not aware of the program. However, many officials know that the city government has been appropriating funds for the implementation of projects on FAR basis. They acknowledge the financial assistance given to the city by RSC/CDAP.

To a certain extent, some city officials of Legazpi City are aware of the concern of the CDAP program. In interviews with two members of the Sangguniang Panglungsod, they stated that the projects being implemented in the city are now more concerned with participation where people are asked to be involved in the selection of projects. According to them, before the city government joined the CDAP program, the Sangguniang Panglungsod appropriated certain amount for projects which were conceived and prepared by the city officials/CPDS. But under the CDAP operations, the target clientele does the identification of problems and the selection of viable projects.

Although there is an awareness of the program as exemplified by the Legazpi's case, this is not pervasive among other officials of other cities.

#### Effect/Influence on City Administration

Is the concern of equity issues or participation felt at the city government level? If we look at the policies enunciated by the city administration, the concern on the socio-economic status of the poorest segment of the community is very evident as stated earlier in the report. Several programs/projects had been implemented, i.e.,

hog and poultry raising, green revolution, etc. before CDAP operations took place in the cities, to augment the meager income of the poor. But, the emphasis on people participation in projects was not evident.

The concern on participatory development is supposed to be operationalized at the barangay level under the CDAP program. But as found out, some cities do not let the concept of participation work where the barangay captain selects beneficiaries of projects (the beneficiaries may not belong to the disadvantaged group) and the CPDS selects the project to be implemented. This strategy is still remnant of the "dole-out" mentality.

The influence of RSC program is seen at the nature of project funded out of local financial resources. As mentioned earlier in the report, before the introduction of RSC, majority of the prosecuted projects were on infrastructure. Under the CDAP program, more local projects are non-infra or income-generating. The emphasis was shifted from infra to social action projects. This is attributed more to the requirements of the RSC program in order to partake of the financial assistance than to the concern on equity issues or participation by the city government administration.

Budgetary Allocation for Social Action Projects

The cities have appropriated considerable amount for social action projects. From 1979 - 1982, the appropriations vary from one city to another as shown below:

<u>C i t y</u>	<u>Amount of Appropriation*</u>			
	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>
Legazpi	₱ 151,233.55	₱ -	₱ -	₱ 657,000.00
Naga	229,124.60	110,000.00	444,850.00	-
Iriga	400,000.00	372,833.25	1,517,617.34	1,230,000.00
Lipa	192,598.90	190,598.88	290,248.60	254,131.20

\*Taken from the files of the CPDS.

The above figures reveal that the appropriations for social action projects have increased considerably through the years. In the case of Naga, the appropriation for 1980 decreased but increased the following year. This may be attributed to the change in political leadership in the city in 1980. Based on an interview with the Assistant City Treasurer of Naga, around P200,000.00 was not spent in 1979 (during the time of the Sibulo administration) and was reverted to the general fund of the city. Iriga on the other hand, had a large amount of appropriation in 1979. But this was not spent for CDAP projects. It was only in 1980 when some of the appropriated amount was spent for social action projects. According to the coordinator, the Mayor appeared to be skeptical of the FAR scheme and was only convinced when the amount of P10,000.00 spent for a catwalk project was reimbursed immediately to the city government. Thus, in 1981, more than a million pesos was allotted for CDAP projects, taken from the infrastructure fund of the city government. Lipa had a lesser amount appropriated for projects, taken from its 20% development fund.

If we look at the budgetary trends, it's quite positive for the CDAP program. However, if we try to look further, the effect/influence of the program on the city government as far as the budgetary allocation is concerned, seems to be superficial. The city governments have appropriated a big amount for social action projects because of the reassurance that they get back more of what they have put in <sup>to</sup> the kitty. This is not due to the fact that the city officials have internalized the concept of participatory development and equity issues. This then does not present a bright picture for RSC/CDAP considering that the program has been in operation for almost five years now.

## RSC/CDAP Directions

Should the program continue for another five years? Should the coverage be expanded to include more participant cities?

The concept of participatory development is laudable. However, there are many constraints/problems in the operationalization of the concept. For one, the process of group formation, the identification of the target group and the selection of viable projects by the beneficiaries themselves is not generally adhered to by the CPDS at the barangay level. Cases of "dole-out" are still evident in the giving of projects to the beneficiaries, e.g., livestock dispersal, sewing machines, etc., where the beneficiaries do not have the benefit of selecting and designing their own project. This is not participatory in the true essence of the word.

The program attempts to develop the capabilities of city governments but there is no conscious effort to develop as well the capabilities of the target beneficiaries. If the program would be continued for another five years, then attempts should be made towards developing the capabilities of the target clientele. It is not enough that the program works toward improving the capabilities of city governments in delivering the goods and services. What is also important at this point is to look at the recipients of these development efforts. If development is participatory in nature, then the target clientele should be assisted in upgrading/improving their capabilities in order for them to contribute more meaningfully to the whole developmental process.

The question of expanding the coverage of the program should be examined in the light of existing financial resources of city governments. Apparently, the program tends to help more the cities which

are financially capable of advancing certain amount for social action projects. Most participant cities in the program are classified as first and second class cities according to income. What about cities which lack the financial resources? The third, fourth or fifth class cities? Would they be left out simply because they cannot afford to put in something into the kitty? Shouldn't they be given the priority to receive such kind of assistance? The present scheme of the program tends to create more inequalities among cities and thus aggravates more the problem of polarization.

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THE IMPACT OF CITY DEVELOPMENT ASSISTANCE PROGRAM'S  
INCOME GENERATING PROJECTS ON BENEFICIARY FAMILIES

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June 1982

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## SUMMARY OF FINDINGS

The most striking observable impact of the Rural Service Center/City Development Assistance Program (RSC/CDAP) fostered income generating projects (IGP) on the beneficiaries is the positive attitudes in terms of well-being, optimism, entrepreneurial desires and feeling of belonging to a viable association. The feeling of solidarity and cooperativeness within the association and community is also extremely positive and is the kind of social climate out of which further development is spawned.

The unsought for evidence of volunteerism and selfless service on the part of local leaders for the good of the association came out in several ways. This is not to say that these virtues are new to Philippine communities, but the CDAP through the dedicated City Planning and Development Staff (CPDS) have to a large extent been able to bring out the best in people by forming them into associations of the poor that tend to release the "frozen assets" in the community for viable income generating projects.

The economic impact of CDAP's IGPs does not seem so impressive at first appearance until one compares it to the beneficiaries' economic status before the project began. Also the elapsed time between the date of project implementation and the time of the survey (May 1982) was in some cases only a matter of months so not much progress would be expected.

For example, Tabun's Woodcarving project only started operation in February 1982 and as they are producing samples for their new display area, they have an average income of only P646 a month. In fact three of the skilled workers and leaders of the Tabun Woodcarver's League have taken a considerable cut in their former earnings in order to get the project started. This accounts for a P57 decrease in average monthly earnings for the 15 workers interviewed.

On-the-other-hand, the Malitam deep sea fishing project of Batangas City has also been in operation for only four months, but because of the nature of the enterprise it is already generating P910 per month for each of the 25 members. They have increased their average monthly income P325 per member even though they were doing the same work, but before, it was for a boat owner and for a

hierarchy of officers who got the lion's share of the profits. Now that they have formed an association of the poor, the deep sea fishing boat and gear provided by CDAP are producing considerably more income even as the amortization is being paid back. It has not always been clear sailing for the project as it took about two years of waiting for the boat purchase to be cleared by Malacañang.

The results of sample survey from among 100 members of 10 IGPs in four cities form the bulk to this report. Simply reading the results on the three tables is a summary in itself of the economic, social and attitudinal impact of the IGPs studied. Some of the highlights are as follows:

Table 1, question 1, shows that even though the mean income was only P438, 64% of the respondents think the projects are providing sufficient income to the beneficiaries and 25% replied negatively, while 11% were uncertain.

In answer to the second question of the interview, 60% reported that their economic well-being was higher and only seven percent thought it was lower, while 28% thought there was no change. The average overall increase for the members reporting from eight projects was P122 per month.

If there is increased income, 74% were using it to buy food first and seven percent used it for clothing. This indicates that at least this percentage (81%) of the beneficiaries are indeed living at a very low level of existence where the basic needs of food and clothing are still uppermost in their thoughts (see Maslow's Hierarchy of Needs, Appendix 2). Forty-six percent of the respondents were using increased income for their children's education.

Another hypothetical type question (No. 8) asks the respondent: "If for example, you were given P1,000 how would you use it?" The responses to this open-ended question were overwhelmingly (66%) for investing in some type of small business such as a sari-sari store or pig raising.

Eighty-six percent saw evidence of a "multiplier" or "spread effect" in the community. The examples given were increased employment, training, lower prices for goods they sell, added supplementary projects or jobs. The wives of the members are selling fish and duck eggs. In Barra, Roxas City, I noted two or three more sari-sari stores than at the time of my last visit in December 1981. These would be needed now as more people come to Barra to buy fuel for their fishing boats, etc. The poultry and pig

projects buy up surplus rough fish for added protein feed. One dubious spread effect for the immediate project is the numbers of skilled carpenters, masons, etc. who have gotten better jobs in Saudi Arabia.

The CPDS and the RSC staff are impressed that the formerly inhibited members of the associations are now no longer shy to ask for help and even come for a meal or stay overnight with the staff when in town. The CPDS and city officials are to be commended for making themselves more accessible to the common people. It may be argued though that there are still the poorest segments of some cities that are not being reached, partly because the vocal and persistent poor who have connections with city hall are heard from first and they get the projects.

Efforts were not lacking on the part of the CPDS to reach the most depressed barangays. The problem of getting a project operational is due often to a lack of community solidarity on the part of the people and weak community organization techniques on the part of the CPDS. Without solidarity and dedicated leadership the poor remain unorganized and rapidly lose patience if the project does not materialize soon after the first meeting or if any problem crops up.

Forty-three percent of the members interviewed said that some groups benefited more than others as a result of the project. Fifty percent answered "no" while seven percent were "uncertain". If we consider the "uncertain" as shy to express their real feelings then the answer to this question is about even or 50-50.

In answer to question 7, all but Pulongbulo members thought their quality of life had improved from before until the present, but was still someplace between "poor" and "average".

The social and attitudinal impact on the beneficiaries of the CDAP sponsored income generating projects (IGP) is more pronounced than the economic impact. The organizing of the poor often involves many meetings to get the IGP underway and this in turn often leads to increased solidarity and cooperativeness within the respective communities. Ninety-four percent felt this, while only five percent felt the association contributed to divisiveness within the community.

Eighty-seven percent thought that their CDAP sponsored project had increased overall socio-economic development (Table 2, No. 1). Only six percent saw "no increase".

The group in the community most involved in the project were usually the poor (45%), traditional leaders (32%) and educated youth (12%). The majority of members (57%) thought that no new leaders emerged within the community as a result of the project. Thirty-three percent thought that new leaders had emerged and 10% were uncertain. There is no doubt that the success of an IGP does increase the chances for new leaders to emerge. Very often though the traditional leaders are still looked up to for making the major decisions within the community and even within the project.

A general trend in the CDAP beneficiary cities visited is to put increased emphasis on the people's participation process and less on the number of projects completed. Some of the pressure now has been diverted from quantity to qualify people's projects.

The attitudinal or psychological impact on the RSC/CDAP beneficiaries is generally high, with 89% reporting a feeling on well-being and only 11% giving a negative reaction (Table 3, No. 1). This negative feeling was again most felt by the Pulongbulo members who have recently seen their orders cut back from seven to only four container vans of rattan furniture per month and the number of employees has dwindled from about 60 to less than 20 now.

Seventy-one percent of all those surveyed say they now feel more in control of their destinies and are able to bring about changes in their community, while only 24% had the opposite view. This is of practical significance in depressed communities where fatalism often predominates.

Many of the participants mentioned the number-one stumbling-block to getting an IGP operational was the lack of faith the common people have in agencies of development. They have experienced too many schemes that are ningas cogon or "flash-in-the-pan". Interestingly enough, much of the added credibility of the CDAP projects is brought about by USAID's involvement in the program, even though the funds are from the Philippine budget through MLGCD. USAID provides only a handful of consultants and some surplus commodities.

The amount of false hopes or expectations among the beneficiaries is 29% with 22% uncertain. If one considers that the 22% are being diplomatic and are really feeling the same about false hopes, then there is about 51% negative feeling.

Eighty-nine percent of the beneficiaries thought the association was a viable organizational structure and not foreign to their real desires. Only nine percent had the opposite view, while two percent were uncertain. The last question (No. 6) had an overwhelming positive response of 94% who felt that the members belong to the association.

There is no doubt that the various IGPs, especially as they maximize the people's participation process, are making the insurgency movement's anti-government propaganda less appealing. This was mentioned especially in Lipa City and Angeles City.

Finally, some specific examples of miscellaneous impact of CDAP projects that are not brought out in the other sections of the report are here listed.

Many of these are taken from Lipa City which has specialized in just a handful of project types, e.g. cattle fattening, sewing, buy and sell and sari-sari stores, but seems to have made them economically sound. For while other cities may excel in the people's participation process, Lipa City has made advances with its clear-cut financing schemes, i.e., not dole out, and the continuous personal touch with the people by the City Development Officer himself is making the IGPs work.

Making use of local resources and expertise is most evident in Roxas and Lipa cities with some provisions made for Social Action Mobile Services Centers (SAMSEC) that involve public and private agencies in an interdisciplinary approach to the rural barangays' training, health and cultural needs.

Such successes as these, and even failures, could be disseminated through media and newsletters. There is much that could be shared and adapted to one another's needs.

## GLOSSARY

CDAP	City Development Assistance Program
CDC	City Development Coordinator
CPDS	City Planning and Development Staff
Depressed barangays	As classified by CPDS using poverty criteria and/or rural barangays
IGP	Income Generating Project
MLGCD	Ministry of Local Government and Community Development
People's Participation	The organized efforts by groups of people (especially the poor) to gain more control over local resources and institutions in a given environment with the goal of securing an improved quality of life.
PPP	People's Participation Process (or Project)
RSCP	Rural Service Center Project
USAID	United States Agency for International Development

## METHODOLOGY AND DATA SOURCES

This report is based primarily upon several visits to income generating projects (IGPs) in Angeles and Roxas cities and one visit each to those in Lipa and Batangas cities. A total of 10 IGPs are included in this study. A previous report on "Income Generating Projects that Have Been Influenced by People's Participation", (Schwenk, April, 1982) covered 26 IGPs in the chartered cities of Angeles, Roxas and Legazpi.

While the previous study focused on people's participation process (PPP) in problem identification, organization building, planning, implementing and project operation, this report evaluates the economic, social and attitudinal impact of representative City Development Assisted Program (CDAP) sponsored projects. Any generalizations beyond the 10 IGPs in this study are influenced by the wider scope and coverage of the present study and the previous one, which involved a total of 29 separate IGPs.

The selection of the four chartered cities in this study was done in consultation with Rural Service Center (RSC) officials and USAID consultants. The City Development Coordinator (CDC) and the City Planning and Development Staff (CPDS) of the four cities selected were helpful in taking me to visit the IGPs selected for evaluation.

The main criteria for selecting a project for evaluation was that it must be fairly representative of a particular kind of enterprise, e.g. fishing, sewing, etc., that it was in operation, and that it has respondents that are relatively easy to reach for questioning. This did not preclude some fairly rigorous trips by road and boat to reach some remote barangays. The result is a report that may be considered a rough generalization of the impact of the operational or on-going IGPs in the 16 beneficiary cities.

It is only fair to point out that of the more than 200 IGPs started from 1978 not all are presently "operational", i.e. some have failed or are in a state of suspended animation due primarily to such factors as: poor markets, lack of operating capital, non-conducive social conditions in the community, weak management and insufficient technical know-how. The latter three, in particular, could have been overcome by more non-formal education for the members.

Of the 29 IGPs studied, only two or 5.9% failed in after just a few months, while about five or 17.2% of the

others may be considered unprofitable or non-functioning and waiting for re-organization. This is probably not such a bad record if one compares it to private entrepreneurs. The point to be made here is that this evaluation is of on-going i.e. active IGP's, not the average of all CDAP sponsored IGP's that were begun since 1978.

A three page survey instrument was developed from the question areas of the proposal. This was translated into Tagalog and pretested before administering to IGP members. See Appendix 1 for the mimeographed survey instrument in English and Tagalog.

Interviews were carried out with a representative sample of an average of 10 members from each barangay with CDAP sponsored IGP's. Only three members were interviewed in Malitam's deep sea fishing project but as there is no great variation in the members' socio-economic status and they share equally in the catch, they are considered typical of the membership. The total number of members surveyed in the 10 IGP's of this study just happens to add up to 100 so the total for each item may also be treated as percent (see Tables 1, 2, and 3).

## IMPACT OF RSC/CDAP

### Economic Impact

The economic impact of CDAP's IGP's does not seem so impressive at first appearances until one compares it to the beneficiaries' economic status before the project began. Also the elapsed time between the date of project implementation and the time of the survey (May 1982) was in some cases only a matter of months so not as much progress would be expected.

For example, Tabun's woodcarving project only started operation in February 1982 and as they are producing samples for their new display area, they have an average income of only P646 a month. In fact three of the skilled workers and leaders of the Tabun Woodcarver's League have taken a considerable cut in their former earnings in order to get the project started. This accounts for a P57 decrease in average monthly earnings for the 15 workers interviewed.

On-the-other-hand, the Malitam deep sea fishing project of Batangas City has also been in operation for only four months, but because of the nature of the enterprise it is already generating P910 per month for each of the 25 members. They have increased their average monthly income P325 per member even though they were doing the same work,

but before, it was for a boat owner and for a hierarchy of officers who got the lion's share of the profits. Now that they have formed an association of the poor, the deep sea fishing boat and gear provided by CDAP are producing considerably more income even as the amortization is being paid back. It has not always been clear sailing for the project as it took about two years of waiting for the boat purchase to be cleared by Malacañang.

The summary data in Table 1. shows that even though the mean income was only P438, 64% of the respondents think the projects are providing sufficient income to the beneficiaries and 25% replied negatively, while 11% were uncertain. It should be explained that the three sewing projects and one sari-sari store project in the sample do not employ most of the members full time. The Dayae duckery and the Barra fuel station employ only two persons each as caretakers and because the projects are relatively new (2 years and 6 months respectively) there is very little direct benefits yet to the members. However, efforts were made in Roxas City to share some of the profits with the members in the form of one T-shirt and 2.75 kilos of rice per member (in the case of Barra).

In answer to the second question of the interview schedule, 60% reported that their economic well-being was higher and only seven percent thought it was lower, while 28% thought there was no change. Five percent were uncertain. The average overall increase for the members reporting from eight projects was P122 per month.

If there is increased income (question No. 3), 74% were using it to buy food first and seven percent for clothing. This indicates that at least this percentage of the beneficiaries are indeed living at a very low level of existence where the basic need of food and clothing are still uppermost in their thoughts (see Maslow's Hierarchy of Needs, Appendix 2.). It should be remembered that some did not answer this hypothetical question because there was no increase in their income. Spending increased income for education of their children primarily was mentioned by 46% of the respondents. The highest educational attainment of anyone in the household was 9.4 years or midway between 3rd and 4th year in high school (see Appendix 3.). The third most popular use of increased income is for savings (25%). Learning about the security and convenience of a bank savings account in the members' management training was often mentioned as one of the benefits of joining the association of the poor. The other uses of increased

**Table 1. Economic Impact of 10 Income Generating Projects in Barangays of Four Philippine Cities**

Question	Barangay and Project:	No. Respondents =										TOTAL OR MEAN
		Tabun Woodcarving	Pulongbulo Rattan	Sto. Domingo Garments	Pandan Concrete Blocks	Deyao Duckery	Barra Gas Station	Culasi Garments	Sto. Toribio Sewing/Sari-sari Store	Latac Cattle/Buy & Sell	Malitan Fishing	
1. Is the project providing sufficient income to the beneficiaries?	Yes	13	6	3	6	8	8	5	8	6	1	64
	No	0	5	6	0	1	3	3	1	4	2	25
	Uncertain	2	0	2	2	1	0	0	3	1	0	11
Average monthly income from this project alone? In Pesos		646	720	204	374	N/A	N/A	70	338	242	910	438
2. Is your family's economic well-being higher or lower than before the project?	Higher	10	5	7	7	6	8	6	7	4	0	60
	No Change	2	3	3	1	4	3	2	0	7	3	28
	Lower	3	0	1	0	0	0	0	3	0	0	7
	Uncertain	0	3	0	0	0	0	0	2	0	0	5
Income + or - from before Average/month in Pesos		-57	178	81	130	N/A	N/A	57	+189	74	325	+122
3. If increased income is being generated, how is it being spent? (ast, 2nd, 3rd)	1st Food	14	9	9	8	9	9	5	7	3	1	74
	2nd Education	9	7	7	4	7	4	3	2	1	1	46
	3rd Savings	7	3	4	2	3	2	2	1	1	0	25
	4th Home Imp.	5	0	2	3	1	2	1	1	1	1	17
	5th Appliances	4	4	4	2	0	0	0	1	0	0	15
	6th Business	1	0	0	0	0	4	1	0	2	1	9
	7th Recreation	1	2	2	3	0	0	0	0	0	0	8
	8th Clothing	0	0	0	0	0	2	2	3	0	0	7
	9th Land	0	0	0	0	0	2	0	1	0	0	3
	10th Pay debts	0	0	0	0	0	0	0	2	1	0	3

4. Is there any evidence of a multiplier ... effect?	Yes	14	7	9	6	10	11	1	11	9	2	86
	No	0	3	2	2	0	0	0	0	1	1	9
	Uncertain	1	1	0	0	0	0	1	1	1	0	5
5. Have some groups benefited more than others?	Yes	7	4	7	1	4	3	3	7	4	3	43
	No	7	6	3	7	6	8	5	4	3	0	50
	Uncertain	0	1	1	0	0	0	0	1	4	0	7
6. Are the benefits from the project being distributed equitably among the beneficiaries?	Yes	12	6	9	7	8	11	5	8	7	3	76
	No	3	3	1	1	2	0	2	3	2	0	17
	Uncertain	0	2	1	0	0	0	1	1	2	0	7

7. Where would you place your family on these steps representing quality of life before the project; at present? Scale of 0-6: 0 = poorest of poor, 1 = Very poor, 2 = Poor, 3 = Average, 4 = Better than Average, 5 = Well off, & 6 = Rich	Before	2.8	2.64	2.5	2.8	2.5	1.6	2.0	2.3	2.2	2.7	2.4
	Present	<u>3.0</u>	<u>2.55</u>	<u>3.4</u>	<u>3.6</u>	<u>3.3</u>	<u>2.3</u>	<u>2.9</u>	<u>2.9</u>	<u>2.4</u>	<u>3.3</u>	<u>3.0</u>
		+0.2	-0.09	+0.9	+0.8	+0.8	+0.7	+0.9	+0.6	+0.2	+0.6	+0.6

8. If for example, you were given ₦1,000.00 how would you use it?	1st Business	2	5	7	2	9	11	8	9	11	2	66
	2nd Family Needs	4	5	1	1	0	0	0	0	0	0	11
	3rd Education	4	0	1	3	0	0	0	0	0	1	9
	4th Savings	2	1	1	0	0	0	0	0	0	0	4
	5th Home Imp.	1	0	0	1	0	0	0	0	0	0	2
	6th Give to Project	0	0	1	0	0	0	0	0	0	0	1
Uncertain	2	0	0	1	0	0	0	3	0	0	6	

income were for home improvements (17%), appliances (15%), business (9%), recreation or "self" (8%) to pay debts (3%), and to buy land (3%).

It would be appropriate here to compare the answers to the other hypothetical question (No. 8) which asks the respondent member: "If for example, you were given P1,000 how would you use it?" The responses to the open-ended question were overwhelmingly for business (66%) with such answers as: "buy a pig", "buy and sell", "start a sari-sari store", "buy more material for sewing", etc. Thus the entrepreneurial emphasis of CDAP and CPDS seems to be shining through here again and perhaps too, the members are self-selected in having this interest. The other uses of "wind-fall" money would go for "family needs" (11%), "education" (9%), "savings" (4%), "home improvements" (2%), "give to the project" (1%), and "uncertain" (6%).

Going back to question 4 (Table 1.), 86% saw evidence of a "multiplier" or "spread effect" in the community. The examples given were increased employment, training, lower prices for the goods they sell, added supplementary projects or jobs. For example, women would sell the fish or duck eggs or plan to make paper bags (from the cement sacks) or make ceramics as a side line. In Barra, Roxas City, I noted two or three more sari-sari stores than at the time of my last visit in December of 1981. These would be needed now as more people come to Barra to buy their fuel for fishing boats, etc. The poultry and pig projects buy up surplus rough fish for added protein feed. I have already mentioned the leadership, management and other skills training given the members that have opened their eyes to the possibilities in their communities. Making use of creditable sources of help, knowing how to save and to invest is increasing the entrepreneurial activities of the members and their neighbors. More than a few of the workers of the projects have qualified for jobs in Saudi Arabia as carpenters and masons. In Tabun last year six skilled carpenters left for Saudi Arabia and several masons left from the concrete block factory in Pandan also.

The CPDS at the City level and even the RSC at the national level are impressed that the formerly inhibited members of the associations now are no longer shy to ask for help, even to the point of coming to join for a meal or stay overnight with the staff. Thus a leveling effect is taking place as the ideal of people's participation and social action is expounded. The CPDS and city officials are to be commended for making themselves more accessible to the common people. It may be argued though that there

are still the poorest segments of some cities that are not being reached, partly because the vocal and persistent poor who have connections with city hall are heard from first and they get the projects.

This is not to say that efforts were lacking on the part of the CPDS to reach the most depressed barangays. The problem of getting projects operational is often due to a lack of community solidarity on the part of the people and weak community organization techniques on the part of the CPDS. Without solidarity and dedicated leadership the poor remain unorganized and rapidly lose patience if the project does not materialize after the first meeting or if any problem crops up. This was described as happening in at least four depressed barangays of Angeles City that never got to the implementation stage.

One multiplier effect mentioned by a CPDS was the fact that starting a sewing project helped clear the sewing machine dealer's stocks. This should not be a consideration as the aim is not to help the "haves" but the "have nots". If the machines are of some inferior design or make and not selling, the dealers might just offer at an attractive price but the women paying for these on time will suffer the consequences i.e. the machines might break down even before she can pay back the amortization.

Forty-three percent of the members interviewed said that some groups benefited more than others as a result of the project (No. 5 of Table 1.). Fifty percent answered "no" while seven percent were "uncertain". If we consider the "uncertain" as shy to express their real feelings then the answer to this question is about even or 50-50. The question is a bit ambiguous as to who the "groups" are.

The 6th question is more straight-forward; "Are the benefits from the projects being distributed equitably among the beneficiaries?" Seventy-six percent said "yes", 17% said "no" and seven percent were "uncertain". Of course to really answer this question one should interview non-members in the community who are equally poor or more destitute. However, when this was tried in an urban barangay of Angeles City, my colleagues and I found non-members who lived close to the project but did not know it was part of an association of the poor. They thought it was the mayor's or barangay captain's project.

In answer to question 7, all but Pulongbulc members thought their quality of life had improved from before until the present. The average improvement was only 0.6

or between "poor" and "average". The majority feeling of improved quality of life was registered in the garment making projects of Sto. Domingo, Angeles City and Culasi, Roxas City. The former had an average score of (3.4) between "average" and "better than average" while Culasi was slightly less than average (2.9). The reason for the decrease in quality of life in Pulongbulo is the cut back in jobs as a result of the lack of orders for rattan furniture since manufacturers in the southern Philippines can sell cheaper due to low labor and raw material costs. They are now looking for domestic orders as their former contractor, Calif-Asia, now buys from down south also. This points up the one of the chief difficulties of the IGPs, i.e. dependence on one patron/buyer who will pull out at the slightest adverse fluctuation in price and leave the producers without a market. RSC or some other benevolent agency may have to play the role of a market broker to aid these budding industries.

#### Social Impact

The social impact on the beneficiaries of the CDAP sponsored income generating projects (IGP) is more pronounced than the economic impact according to the results of our interviews. The formation of an association of the poor often involves many meetings to get the IGP underway and this in turn often leads to increased solidarity and cooperativeness within the respective communities. Ninety-four percent of the respondents felt this, while only five percent felt the association contributed to divisiveness within the community and one percent saw no change (Table 2, No. 1).

The previous study (Schwenk, April 1982) shows that projects in communities where solidarity is high are stronger than projects in communities with low solidarity. In fact those projects that were weak or cancelled were in the lower one-third of the solidarity scale (Appendix 4) and had the lowest ranking on "overall solidarity" (Appendix 5).

It may be noted here that Lawaan, Roxas City has a rank of 22nd or 2nd from the bottom among the 25 CDAP beneficiary barangays in the previous study (Ibid.). The five month old bakery project in this barangay had to close on May 13, 1982 ostensibly "for lack of operating capital" but the problem stems from a lack of community solidarity and cooperativeness. Most of the management has been left up to the CPDS action officer who is already overburdened with other work.



4. Has the gap between the rich and the poor gotten narrower or wider because of this project?	Narrower	6	4	8	7	7	5	6	7	2	1	53
	Wider	0	3	1	0	0	2	0	2	2	0	10
	No change	4	4	2	1	3	4	2	2	5	2	29
	Uncertain	5	0	0	0	0	0	0	1	2	0	8
5. Have new leaders emerged within the community as a result of the project?	Yes	7	2	2	1	4	5	2	6	3	1	33
	No	4	8	7	7	6	6	6	6	5	2	57
	Uncertain	4	1	2	0	0	0	0	0	3	0	10
6. Have the organizational structure and skills fostered by the project facilitated new and other organizations or socio-economic activities?	Yes	7	1	5	3	4	2	1	7	5	1	30
	No	4	9	5	5	6	9	6	5	5	2	56
	Uncertain	4	1	1	0	0	0	1	0	1	0	8

Eighty-seven percent thought that their CDAP sponsored project had increased overall socio-economic development (Table 2, No. 1). Only six percent saw "no increase", two percent perceived "no change", while five percent were "uncertain".

The group in the community most involved in the project was quite understandably the "poor" (45%), with the traditional leaders (32%) and the educated youth (12%) in next order. Out-of-school youth, skilled workers/middle class and elites were also mentioned with three percent for each. The educated youth are most pronounced in Tabun where the average age of the officers is 30.6 years and the educational attainment averages 12 years or second year of college. The officers of Pulongbulo are slightly older with a mean of 34.6 years and 12.2 years of schooling. These are the exception rather than the rule, however. Someone pointed out that the old timer in Tabun and chief trainer of the woodcarvers before they were officially organized is over 60 and has only a fourth grade education. The average age of most project leaders is slightly above 50 and educational attainment is usually less than a high school graduate. The average head of household among the members has attained 6.2 years of education while that of the wife is 5.5 years (Appendix 3).

The gap between the rich and the poor (question 4, Table 2) was seen to narrow by 53%, while 29% saw no change and 10% thought the gap was wider because of the project. Eight percent were uncertain.

The majority of members (57%) thought that no new leaders emerged within the community as a result of the project. Thirty-three percent did think that new leaders had emerged and 10% were uncertain. This may have been a sensitive question, coming as it did just a few weeks or days before the barangay elections. The fact is that there are several instances where project leaders have enhanced their leadership position within the community. In one instance the founder of several sewing projects in Angeles City was running for city councilor. There is no doubt that the success of an income generation project does increase the chances for new leaders to emerge and one recognition of this is when they are prompted to run for higher office in the community. Very often though the traditional leaders are still looked up to for making the major decisions within the community and even within the project.

Only 36% of the respondents thought there were new and other organizations or socio-economic activities as a result of the organization and skills training of the CDAP sponsored project. Fifty-six percent said "no" to question 6 and eight percent were uncertain. Given the newness of the projects, this is fairly good. The most positive responses were in Sto. Toribio, Lipa City and Tabun, Angeles City while the most negative response was in Pulongbulo, Angeles City.

The general trend in the CDAP beneficiary cities visited is to put increased emphasis on people's participation process and less on the number of projects completed. This was expressed in Batangas City where the Sociologists for CPDS said, "There is a difference from last year and this year under Charles Collins (US-AID consultant): then the pressure was on to organize projects but now the emphasis is on process."

#### Attitudinal Impact

The attitudinal or psychological impact on the RSC/CDAP beneficiaries is generally high, with 89% of the respondents reporting a feeling of well-being and only 11% expressing a negative reaction (Table 3, No. 1). This negative feeling was again most felt by the Pulongbulo members who have recently seen their orders cut back from seven to only four container vans of rattan furniture per month and the number of employees has dwindled from about 60 to only 20 now. The prospects did not seem too bright at the time of the survey.

Seventy-one percent of all those surveyed in the 10 projects say they now feel more in control of their destinies and are able to bring about changes in their community, while only 24% had the opposite view. Only one percent saw no change and four percent were uncertain. This is of practical significance in depressed communities where fatalism often predominates.

So many of the participants mentioned that the number-one stumbling-block to getting organized was the lack of faith the common people have in developmental agencies. They have experienced too many development schemes that are ningas cogon or "flash-in-the-pan". As a protection mechanism, many have taken the attitude, "Don't speak of development schemes and organizing another association -- just show me". But now for once, they are beginning to feel the fruits of their labors. Interestingly enough,

Table 3. Attitudinal Impact of 10 CDAP Income Generating Projects in Barangays of Four Philippine Cities

Question	Barangay and Project:	No. Respondents =										TOTAL and %
		Tabun Woodcarving	Pulongbulo Rattan craft	Sto. Domingo Garments	Pandan Concrete Blocks	Dayao Duckery	Barra Gas Station	Culasi Garments	Sto. Toribio Sewing/Sari-sari Store	Latac Cattle/Buy & Sell	Malitum Fishing	
		15	11	11	8	10	11	8	12	11	3	100
1. Has the project resulted in a feeling of well-being among the beneficiaries?	Yes	15	6	11	8	7	11	7	12	10	2	89
	No	0	5	0	0	3	0	1	0	1	1	11
2. Do the beneficiaries now feel they are more in control of their destinies and now able to bring about changes in their community?	Yes	15	5	8	7	7	0	7	12	8	2	71
	No	0	3	2	0	3	11	1	0	3	1	4
	No change	0	0	1	0	0	0	0	0	0	0	
	Uncertain	0	3	0	1	0	0	0	0	0	0	4
3. a) Has the project created any false hopes for expectations among the beneficiaries?	Yes	4	3	3	3	6	0	2	4	2	2	29
	No	6	5	2	4	4	11	6	8	2	1	49
	Uncertain	5	3	6	1	0	0	0	0	7	0	22
b) How about among the poor who are <u>not</u> benefiting directly from the project?	Yes	11	5	7	4	4	11	2	6	3	1	54
	No	0	3	3	3	6	0	5	6	4	2	32
	Uncertain	4	3	1	1	0	0	1	0	4	0	14
4. Do the beneficiaries perceive of the project as their <u>own</u> or are they viewed as the sponsoring agency's project?	Own	10	1	5	4	7	5	5	7	3	3	50
	Sponsor's	5	7	4	3	3	6	2	4	8	0	42
	Mutual	0	0	1	0	0	0	0	0	0	0	1
	Uncertain	0	3	1	1	0	0	1	1	0	0	7

5. Do the beneficiaries view the association as a viable organizational structure or are they viewed as foreign to their real desires, simply a requirement in order to get aid?

Yes	13	9	9	8	9	11	7	11	9	3	89
No	2	1	1	0	1	0	1	1	2	0	9
Uncertain	0	1	1	0	0	0	0	0	0	0	2

6. Do the members feel they belong to the association?

Yes	15	10	10	8	9	11	6	12	10	3	5
No	0	0	1	0	1	0	2	0	1	0	1
Uncertain	0	1	0	0	0	0	0	0	0	0	1

much of the added credibility of the CDAP projects is brought about by US-AID's involvement in the program, even though the funds are from the Philippine budget through the Ministry of Local Government and Community Development (MLGCD). US-AID provides only a handful of consultants and some surplus commodities.

The amount of false hopes or expectations among the beneficiaries is 29% with 22% uncertain (Table 3, No. 3.a). If one considers that the 22% are being diplomatic and are really feeling the same about false hopes, then there is about 51% of the beneficiaries who feel the project created false hopes or did not meet their full expectations. The Dayao duckery is the only IGP where the majority of members expected more. The overall survey, however, shows that slightly less than 50% felt there were no false hopes or expectations engendered.

In answer to question 3.b of Table 3, 54% of the respondents felt the poor who are not benefiting directly from the project were given false hopes. Thirty-two percent said "no" and 14% were "uncertain". We were not able to interview any poor who were not benefiting directly, so this figure could be larger.

The response to the ownership question (No. 4, Table 3) was about 50-50, i.e., 50% perceiving of the project as their own and 42% viewing it as the sponsor's project. One saw it as mutual and seven percent were perhaps diplomatically "uncertain".

Eighty-nine percent of the beneficiaries thought the association was a viable organizational structure and not foreign to their real desires. Only nine percent had the opposite view, while two percent were uncertain. The last question (No. 6) had an overwhelming positive response of 94% who felt that the members belong to the association.

Various respondents mentioned that before the project was established they spent much of their time gossiping and gambling. Someone in Lipa said, "Before we were a worried and moody people but now there is more smiling and we are not afraid to buy on credit". Where before group cohesiveness was largely based on the extended family and kinship ties, now they were functioning as an organization with a common problem, i.e. poverty. Many of those interviewed expressed that one of the first pronounced social change was the improved harmony and cohesiveness among the project recipients and this was extending to their other neighbors.

There is no doubt but that the various income generating projects, especially as they maximize the people's participation process, are making the insurgency movement's anti-government propaganda less appealing. The Lipa City Mayor mentioned that the communist ideology could not take over in their area because the CPDS hits hard in the depressed areas. They presently have projects in 26 barangays and by the end of 1982 they will have 36 barangays affected by CDAP sponsored IGPs. There are 23 barangays with two or more IGPs with a maximum of five. Only three barangays have one project each. As a result more people are reached but with smaller, more intimate and specialized associations that are often on the sitio level rather than the whole barangay. However, this could mean that more emphasis is given to the project in a kind of packaged deal and less is left up to the individual community's felt needs and creativity.

Angeles City is another area where people mentioned the counter insurgency effect that the CDAP income generating projects are having in the depressed areas. In Tabun a leader reported that the rebels would be larger in numbers if there was no progress. He said, "Before Martial Law there was no faith in government. Now with this project we have hope that the government with the help of the people will develop".

In Sta. Trinidad of Angeles City, Mrs. Constanca Rivera-Palmes (52, Trade School graduate and mother of eight) is an example of a former revolutionist who is won over to the side of peaceful development. She was a former medical auxiliary in the Huk movement that flourished in the Central Plains for many years. Now she is a leader and teacher of dressmaking and donates her own home for a sewing center for about a dozen women. She is active in the National Manpower Youth Council and various community activities. In May when we visited her home she was actively running for city councilwoman. She is seconded by Lito Balino, Assistant Manager, who receives no salary.

Another example of the positive attitudes and selflessness I saw among the participants is exemplified by Mrs. Remedios Espalagusa (52 years old, high school graduate and mother of five living children). This poor widow's immediate response to the question: "If you were given P1,000, how would you use it?" was, "I would give it to our association to buy cloth so we can sew more things to sell." This is the same woman who is teaching in the Day Care Center, In-charge of the Supplemental Feeding Scheme for 60 children (four years without pay), POPCOM Barangay Ser-

vice Point Officer, Barangay Nutrition Scholar, PTA Auditor, President of the BAEx Homemakers' Association and President of the Culasi Community Development Corporation of which garment making is the main project. She also volunteers to sleep in the Community Center at night to guard the sewing machines.

The CDAP through the City Planning and Development Staff (CPDS) have generated a terrific amount of enthusiasm and volunteerism among the common people with its worthwhile income generating projects. The CPDS themselves, the action officers especially, have set a good example by their self-giving during their regular office hours but more importantly in the evenings and on week-ends when the barangay folks are most free for meetings.

#### Miscellaneous Impact

There are certain approaches to development of IGPs in Lipa City that are appealingly different from the other four CDAP cities I have visited. The emphasis is on just a few types of small projects that require little CDAP funds spent on buildings or equipment.

The specialty is sewing machines (357) that are located in the homes of a dozen barangays and being paid for on weekly installments of ₱6.00 over three and one-half years (total cost ₱985.00 each). The local association treasurers are responsible for collecting the amortization payments and they claim the repayment is going well. One universal problem is the women are not able to devote much time to their sewing because of household responsibilities. The remuneration is very low, ranging from ₱5.00 for six hours of piece work to about ₱10.00 for those who can devote eight hours to sewing garments.

Lipa City CPDS presently has 70 cattle lent out to individual families who are members of four cattle fattening associations. There are 22 buy and sell loans to associations and 14 sari-sari stores. A small amount of ₱8,251 has been invested in a carpentry and masonry project. A trust fund of about one million pesos gives stability to the continuance of the program and the amortization payments of the IGPs are constantly adding to this fund.

Another secret to the financial success of the IGPs in Lipa City is the personal attention given to each of the projects by the City Development Coordinator, Dante B. Villanueva who spends more than four days a week visiting the projects. It is a pity that little of the Lipa City experience is documented and many of the reports are only available in hand written copies.

It may be time now for RSC/CDAP to document the learning experience from the IGPs in a more scientific manner. A great deal of time is wasted on expensive a-theoretical "shot gun" type city surveys that are rarely analysed or made use of by planners. Even a data bank with countless miscellaneous facts is practically worthless without a proper analytical procedure. A standard set of measurable key variables would be more useful for comparing and contrasting communities and IGPs with the aim of quick analysis for planning recommendations. A micro-computer and a newly developed social science program plus other software in the right hands, would greatly facilitate monitoring and analysis of the more than 200 IGPs in 22 cities.

There are several indigenous concepts and systems that are good examples of appropriate technology. For example, Batangas is noted in the Philippines for its superior beef. There are at least two reasons for this that I found intriguing:

One is the supa system of force feeding the cattle from about five to six months of age until they are at the optimum weight for selling at about one year of age. Upon receipt from CPDS, the cattle (they do not make a steer) is dewormed and literally force fed with a large hollow bamboo tube, one large five gallon can of feed in water three times a day, about 25 minutes each time. The home mixed feed consists of the leguminous leaves from the giant ipil-ipil tree, copra meal, molasses, salt and rice or wheat bran. Some grass may be given but all feed is given in a feed lot and there is no grazing. The earnings for the farmer is between P600 and P1,000 per head or well over P100 for about 60 hours of work each month.

The other indigenous system that probably helps the cattle fattening industry to prosper is a fixed and fair method for profit sharing called the iwi system. The iwi formula is simply:

$$\text{Farmer's share} = \frac{\text{Gross sale} - \text{initial cost of cattle \& expenses}}{2}$$

This system must be attractive enough to both parties so that over the years the cattle industry has prospered in Batangas. One of the problems they have not solved yet is the myriad of flies that plague the area.

Other cities may excel in the people's participation process but it seems the clear-cut financing schemes, i.e., not dole out, and continuous personal touch with the people by the City Development Coordinator that seems unique to Lipa City's approach to fostering IGPs. For example, the first batch of 275 sewing machines were given out to the poor with no interest, but there has been an adjustment in policy when it was learned that local sewing machine shops were renting at ₱20 per month and if the machine was broken it would cost the housewife ₱20 additional plus the repair costs. So for the next 160 units that were issued by CPDS they felt it was not too much to charge six percent interest. See Appendix 6 and 7 for samples of the agreement of payment.

The result of management, entrepreneurial training and social action was very evident in the cities I visited. The impact is apparent in the way members, and especially the officers think and act. In addition to training in fixed centers, some cities like Legazpi, Lipa and probably others have gone out to the barangay to give training. In this way more poor people can attend and the trainers get a feel for rural living and the problems involved. Lipa, and I believe, Roxas City have Social Action Mobile Service Centers (SAMSEC) that involve public and private agencies in an interdisciplinary approach to the rural barangays' training, health and cultural needs.

For example, the CPDS coordinates representatives from agencies like the Ministry of Education and Culture (MEC), Bureau of Agricultural Extension (BAEx), Agricultural Development and Veterinary Services (ADVS), Ministry of Social Services and Development (MSSD), the City Health Office and Lipa City Medical Society and Fernando Air Base Hospital, Project Compassion and Lipa City Parish Church to provide services and information to barangay people. These various professionals traveling together in an army surplus school bus as a team dedicated to development in a particular target community has value in itself.

The impact of letting people know someone cares and the services and information provided does some good, but if it comes only once a year for one day with no follow-up it definitely is a limited good. There is evidence of some follow-up however, as carried out by the Batangas Hospital Association and the Lipa Medical Association with their "Operation Hare Lip". The Rotary and JC's also have their "Operation Goiter". In Roxas City, Jun Andrada, the CDC, envisions a club like Rotary Interact developing a

"guardian-ward relationship" with one IGP like the Bakery in Lawaan that needs more management skills.

These types of social action projects are a step in the right direction if they expose the affluent to the needs of the poor. But if the poor are obliged to provide food and drinks for the visitors in addition to a day away from earning a hand-to-mouth existence, it could end up to be a burden they can ill afford. More efforts should be given to improving the quality and quantity of CPDS action officers especially in social action and community organization skills. This would be a step in the right direction, away from paternalism and towards self-actualization on the part of the poor.

It is hoped that the successes of these selected income generating projects might have a multiplier effect to other communities through reports like this and the media. For example, one way of disseminating successful practices and accomplishments would be to follow the example of the Roxas City CPDS which publishes articles about people's participation process (PPP) and IGP's in its weekly newspapers (see clipping in Appendix 8) and on its local radio stations. Other CPDS must also be publishing information on PPPs and IGPs that could be shared nationwide and even internationally, e.g. through RSC/CDAP newsletters. There is much that could be shared and adapted to one another's needs under a caption such as, "This Worked For Us".

APPENDIX 1. IGP Impact Survey Instrument

Respondent: \_\_\_\_\_ Interviewer: \_\_\_\_\_

Barangay: \_\_\_\_\_ Municipality/City: \_\_\_\_\_ Date: \_\_\_\_\_, 1982

Economic Impact (Kagalingan Ekonomiko)

1. Is this project providing sufficient income to the beneficiaries?/  
Ang proyekto bang ito ay nagbibigay ng sapat na kita sa mga  
kinaukulan? Yes/Oo \_\_\_\_\_ No/Hindi \_\_\_\_\_ / How much income  
per month per family from this project alone?/Gaano isang buwan  
o bawat pamilya ang kinikita mula sa proyektong ito? P \_\_\_\_\_
2. Is your family's economic well-being higher or lower than before  
the project?/ Ang kalagayan ekonomiko ba ng pamilya ay tumaas o  
bumaba sa pagkasama sa proyekto? Lower/Bumaba \_\_\_\_\_ No change/  
Hindi nagbago \_\_\_\_\_ Higher/Tumaas \_\_\_\_\_ Gaano ang pagbabago?  
Lower/Bumaba nang P \_\_\_\_\_ per month/bawat buwan/Higher/  
Tumaas nang P \_\_\_\_\_ per month/bawat buwan.
3. If increased income is being generated, how is that income  
spent? (Write in 1st, 2nd, 3rd, etc.)/  
Kung tumaas ang kita papaano ito ginastos? (Ilista bilang  
una, ikalawa, ikatlo at iba pa).
 

a. _____ Food/Pagkain	e. _____ Savings/Pag-iimpok
b. _____ Education/ Pag-aaral	f. _____ Land/Lupa
c. _____ Appliances, etc./ Kasangkapan at iba pa	g. _____ Business/Negosyo
d. _____ Home improvements/ Pag-aayos ng bahay	h. _____ Others
4. Is there any evidence that the income and employment generated  
by the project is having an economic multiplier or spread-  
effect in the community or in nearby communities? / May  
nakikita bang katunayan na ang pakinabang na ekonomiko sa  
proyekto ay kumakalat sa pamayanan at mga karatig pook?  
Yes/Oo \_\_\_\_\_ No/Hindi \_\_\_\_\_ Examples/Halimbawa: \_\_\_\_\_
5. Have some groups benefited more than others?/ Mayroon bang  
ibang grupo na nakikinabang nang higit kaysa iba? Yes/Oo \_\_\_\_\_  
No/Hindi \_\_\_\_\_
6. Are the benefits from the project being distributed equitably  
among the beneficiaries?/ Naibabahagi ba ng pantay-pantay sa  
mga kinaukulan ang pakinabang ng proyekto na ito? Yes/Oo \_\_\_\_\_  
No/Hindi \_\_\_\_\_
7. Where would you place your family on these steps of representing  
quality of life before the project and at present?/ Saan mo  
mailalagay ang iyong pamilya sa baitang o antas na kumakatawan  
sa uri ng buhay bago itong proyekto ito at sa kasalukuyan.

(Circle number for each time period)

- 6. Rich/Mayaman \_\_\_\_\_ 6
  - 5. Walk off/May kaya \_\_\_\_\_ 5
  - 4. Better than average/  
Mas mataas sa karaniwan \_\_\_\_\_ 4
  - 3. Average (Sufficient for basic needs) Karaniwan \_\_\_\_\_ 3
  - 2. Poor/Mahirap \_\_\_\_\_ 2
  - 1. Very Poor/Mas mahirap \_\_\_\_\_ 1
  - 0. Poorest of poor/Pinaka-mahirap \_\_\_\_\_ 0
8. If, for example, you were given P1,000.00 how would you use it?  
/Kung ikaw ay bibigyan ng isang libong piso (P1,000.00) papaano mo ito gagamitin? \_\_\_\_\_

**SOCIAL IMPACT (Kagalingang Sosyal)**

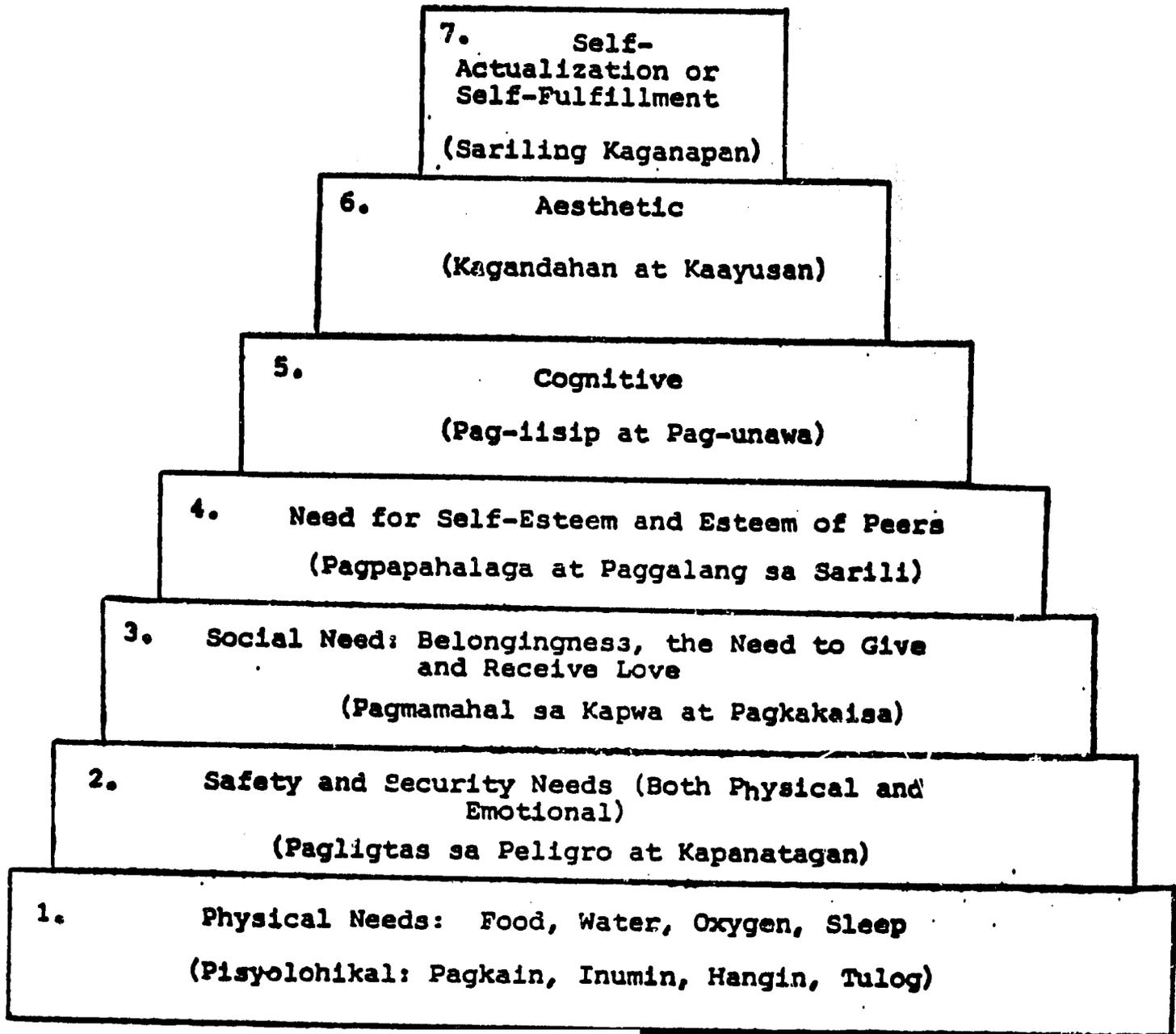
1. Has the organization/association contributed to increasing solidarity or cooperativeness within the community? or has it been divisive? \_\_\_\_\_  
/Nakatulong ba ang proyekto sa pagkakaisa at pagtutulungan sa pamayanan? \_\_\_\_\_ o ito ay naging dahilan ng pagtatangi at pagakahati-hati? \_\_\_\_\_
2. Has the project increased overall socio-economic development of the barangay? /Nakatulong ba ang proyekto sa pag-unlad ng sosyo-ekonomiko ng barangay? Yes/oo \_\_\_\_\_ No/Hindi \_\_\_\_\_  
In what way. /Sa papaanong paraan? \_\_\_\_\_
3. Which group in the community has been most involved in the project? Traditional leaders \_\_\_\_\_ Influential people \_\_\_\_\_, Educated youth \_\_\_\_\_ Elites \_\_\_\_\_ Others: \_\_\_\_\_  
/Aling grupo sa pamayanang ito ang lumsang nasangkot sa proyekto? Dating mga liden \_\_\_\_\_ Malalakas na ta sa pamayanan \_\_\_\_\_, Nag-aral na kabataan \_\_\_\_\_, Mayaman \_\_\_\_\_ Mahihirap \_\_\_\_\_
4. Has the gap between the rich and the poor gotten narrower or wider because of this project? /Ang pagitan ba ng mayaman at mahihirap ay nababawasan o nadagdag dahil sa proyekto? Narrower/Nabawasan \_\_\_\_\_ Wider/Nadagdag \_\_\_\_\_ No change/Walang pagbabago \_\_\_\_\_
5. Have new leaders emerged within the community as a result of the project? /May sumisingil bang mga bagong lider sa pamayanan bilang bunga ng proyekto? Yes/Mayroon \_\_\_\_\_ No/Wala \_\_\_\_\_  
If yes please give examples: /Kung mayroon magbigay ng halimbawa: \_\_\_\_\_
6. Have the organizational structure and skills fostered by the project resulted or facilitated new and other organizations or socio-economic activities? /Ang waitag bang mga pamamaraan at kasanayan ng proyekto ay nagbunga ng bagong mga organisasyon at pangkabuhayang mga gawain? Yes/oo \_\_\_\_\_ No/Hindi \_\_\_\_\_  
If yes give examples: /Kung oo magbigay ng halimbawa: \_\_\_\_\_

**Attitudinal or Psychological Impact (Kagalingang Pandamdamin)**

1. Has the project resulted in a feeling of well-being among the beneficiaries? / Nagkainang ba ang proyekto ng isang damdamin ng kagalingan sa mga kinauukulan? Yes/Do \_\_\_\_\_ No/Hindi \_\_\_\_\_
2. Do the beneficiaries now feel that they are in more control of their destinies and now able to bring about changes in their community (barangay)? / Nadarama ba ng mga kinauukulan na higit silang may hawak ng kanilang mpalaran at makayang makapagsasagawa ng mga pagbabago sa kanilang pamayanan o barangay? Yes/Do \_\_\_\_\_ No/Hindi \_\_\_\_\_
3. a. Has the project created any false hopes or expectations among the beneficiaries? / Pinaasa ba ng proyekto ang mga kinauukulan nang higit kaysa dapat nilang asahan? Yes/Do \_\_\_\_\_ No/Hindi \_\_\_\_\_  
b. How about among the poor who are benefiting directly from the project? / Pinaasa rin ba nang higit ang mga mahihirap na ngayon ay nakikinabang sa proyekto? Yes/Do \_\_\_\_\_ No/Hindi \_\_\_\_\_
4. Do the beneficiaries perceive of the project as their own or are they viewed as the sponsoring agency's project? / Nadarama ba ng mga kinauukulan na ang proyekto ng sponsoring agency? / Sa Sponsor \_\_\_\_\_ Own/kanila \_\_\_\_\_ Sponsor's/
5. Do the beneficiaries view the organization/association as a viable organizational structure or are they viewed as foreign to their real desires, simply a requirement in order to get aid? / Nadarama ba ng mga kinauukulan na tumutugon ang proyekto sa kanilang pangangailangan o isa lang itong kapisanan na mahihingan ng tulong? Yes/Do \_\_\_\_\_ No/Hindi \_\_\_\_\_
6. Do the members feel they belong to the organization/association? / Nadarama ba ng mga kinauukulan na sila ay bahagi ng proyekto? Yes/Do \_\_\_\_\_ No/Hindi \_\_\_\_\_

## APPENDIX 2

### MASLOW'S HIERARCHY OF NEEDS, (PANGANGAILANGAN SA HERAKIYA)



Prepared by: SEED of PCU

Appendix 3. Summary of Average Household Quality of Life Indicators Among CDAP Beneficiaries in 8 Barangays

INDICATORS	ANGELES CITY			ROXAS CITY		LIPA CITY		BATANGAS CITY	
	Tabun N=30	Pandan N=18	Pulongbulo N=11	Barra N=34	Culasi N=34	Latag N=11	Sto. Toribio N=24	Malitcam II N=3	Mean N=165
Highest Ed. Household Head	7.31	8.30	7.44	4.03	6.74	4.91	5.46	5.33	6.19
Highest Ed. in Family	9.40	10.44	8.45	7.65	10.97	6.82	8.96	12.33	9.38
Highest Ed. of Wife	6.50	6.89	6.11	4.47	6.24	5.09	4.83	4.00	5.52
Difference Husband Ed. & Wife	.63	1.41	2.54	(.44)	(.50)	(.18)	0.63	1.33	.80
No. of Household Members	7.10	6.94	6.64	6.09	5.97	5.91	5.13	7.33	6.39
No. of Generations Present	2.07	2.06	2.00	2.03	2.15	2.0	2.04	2.00	2.04
% Workers to Dependents	100	74	65	53	44	71	87	110	75.50
Monthly Income in Pesos	1,299	1,223	1,000	475	871	1,008	794	790	932.50
No. of Language Spoken in Home	1.90	3.18	1.91	1.50	1.44	1.09	1.33	1.00	1.67
House Construction Scale Score	3.93	4.17	4.55	1.94	2.29	1.5	3.96	2.67	3.13
Health Practices Scale Score	3.73	4.06	4.00	3.56	3.24	1.33	3.42	2.33	3.27
Information Reception Scale Score	3.13	3.50	3.09	2.29	3.24	1.17	3.17	4.00	2.95
Balanced Diet Score	9.43	11.22	11.45	9.97	9.94	11.64	11.04	10.00	10.59
<b>TOTAL INNOVATIVENESS</b>	<b>10.77</b>	<b>11.72</b>	<b>14.36</b>	<b>7.80</b>	<b>9.24</b>	<b>8.82</b>	<b>10.67</b>	<b>9.00</b>	<b>10.30</b>
<b>KEY INDICATORS</b>									
Highest Education in Family	9.40	10.44	8.45	7.65	10.97	6.82	8.96	12.33	9.38
Balanced Diet Score	9.43	11.22	11.45	9.97	9.94	11.64	11.04	10.00	10.59
Total Innovativeness	10.77	11.72	14.36	7.80	9.24	8.82	10.67	9.00	10.30
<b>TOTAL</b>	<b>29.60</b>	<b>33.38</b>	<b>34.26</b>	<b>25.42</b>	<b>30.15</b>	<b>27.28</b>	<b>30.67</b>	<b>31.33</b>	<b>30.27</b>
<b>RANK</b>	<b>6th</b>	<b>2nd</b>	<b>1st</b>	<b>8th</b>	<b>5th</b>	<b>7th</b>	<b>4th</b>	<b>3rd</b>	
<b>DATE OF IMPLEMENTATION</b>	<b>3-82</b>	<b>7-81</b>	<b>6-81</b>	<b>10-81</b>	<b>11-80</b>	<b>4-82</b>	<b>11-81</b>	<b>1-82</b>	

Appendix 4. Solidarity Scalogram of Depressed Barangays in Three Philippine Cities

Rank	City	PP Project (X=Present, / = Cancelled or not yet Most Work on Dev't	1	2	3	4	5	6	7	8	9	10	11	TOTAL SCALE SCORE
1	C.M. Recto	A X	1	1	1	1	1	1	1	1	1	1	1	11
2	Sto. Domingo	A X	1	1	1	1	1	1	1	1	1	1	1	11
3	Pulong Cacutud	A	1	1	1	1	1	1	1	1	1	1	1	11
4	Mining	A	1	1	1	1	1	1	1	1	1	1	1	11
5	Sapang Libutod	A	1	1	1	1	1	1	1	1	1	1	1	11
6	Cutud	A	1	1	1	1	1	1	1	1	1	1	1	11
7	Cuayan	A	1	1	1	1	1	1	1	1	1	1	1	11
8	Capaya	A	1	1	1	1	1	1	1	1	1	1	1	11
9	San Jose	A	1	1	1	1	1	1	1	1	1	1	1	11
10	Inzo Arnaldo Vil.	R X	1	1	1	1	1	1	1	1	1	0*	1	10
11	Sta. Teresita	A X	1	1	1	1	0*	1	1	1	1	1	1	10
12	Pulong Margot	A	1	1	1	1	0*	1	1	1	1	1	1	10
13	Pandan	A X	1	1	1	1	1	1	1	1	1	1	0	10
14	Pulongbulo	A X	1	1	1	1	1	1	1	1	1	1	0	10
15	Margot	A	1	1	1	1	1	1	1	1	1	1	0	10
16	Cuayan	A	1	1	1	1	1	1	1	1	1	1	0	10
17	Virgen delos Rem.	A X	1	1	0*	1	1	1	1	1	1	1	0	9
18	Tabun	A X	1	1	1	1	1	1	1	1	1	0	0	9
19	Barra	R X	1	1	1	1	1	1	1	1	1	0	0	9
20	Banquerohan	L X	1	1	1	1	1	1	0*	1	1	0	0	8
21	Sapangbato	A	1	1	1	1	0*	1	1	0*	1	1	0	8
22	Puro	L X	1	1	1	1	1	1	0*	1	1	0	0	8
23	Bolo	R X	1	1	1	1	1	1	1	1	0	0	0	8
24	Anunas	A X	1	1	1	1	1	1	1	1	0	0	0	8
25	Milibili	R X	1	1	1	1	1	1	1	1	0	0	0	8
26	Tamaoyan	L X	1	1	1	1	1	1	0*	1	0	0	0	7
27	Homapon	L /	1	1	1	1	1	1	0*	1	0	0	0	7
28	San Francisco	L /	1	1	1	1	1	1	0*	1	0	0	0	7
29	Olotayan	R X	1	1	1	1	1	1	1	0	0	0	0	7
30	Dumalog	R X	1	1	1	1	1	1	1	0	0	0	0	7
31	Culasi	R X	1	1	1	1	1	1	1	0	0	0	0	7
32	Barangay I	R X	1	1	1	1	1	1	0	0	0	0	0	6
33	Dayao	R X	1	1	1	1	1	1	0	0	0	0	0	6
34	Lawaan	R X	1	1	1	0*	1	1	0	0	0	0	0	5
35	Sta. Trinidad	A	1	1	1	0*	1	1	0	0	0	0	0	5
36	Bunot # 39	L /	1	1	1	1	1	0	0	0	0	0	0	5
37	Rizal East # 24	L /	1	1	1	1	1	0	0	0	0	0	0	5

TOTALS = 37 37 36 35 34 31 30 27 22 16 12  
 % = 100 100 97 95 92 84 81 73 59 43 32  
 Deviations = 0 0 1 2 3 0 5 1 0 1 0  
 Non-modals = 0 0 1 2 3 2 12 10 15 16 12 = 13/72 = .1  
 Coef. of Scalability = .82

Appendix 5. Summary of Macrosocial Variables for 25 CDAP Beneficiary Barangays in Three Cities

VARIABLES and Indicators	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25
	C. M. Recto	Sto. Domingo	Sta. Teresita	Culasi	Dayao	Dumalog	Inso Arnaldo Vil.	Pandan	Pulongbulo	Puro	Banquerohan	Virgen delos Remedios	Lawaan	Barangay I	Milibili	Anunas	Bunot # 39	Risal # 24	Bnio	Olotayan	Homapon	Barra	Tabun	Tamayan	San Francisco
1. DIFFERENTIATION Scale Score (0 - 14)	14	13	13	12	11	11	10	10	10	10	10	9	9	9	9	9	8	8	8	8	8	7	7	7	7
2. CENTRALITY Overall Centra- lity (1 - 13)	8	8	8	6	5	10	13	5	12	11	3	8	7	7	6	2	5	7	13	1	4	4	10	9	5
3. SOLIDARITY Scale Score (0 - 11)	11	11	10	7	6	7	10	10	10	8	8	9	5	6	8	8	5	5	8	7	7	9	9	7	7
D/C Discre- pancy Ratio *	1.8	1.6	1.6	2.0	2.2	1.1	0.8	2.0	0.8	0.9	3.3	1.1	1.3	1.3	1.5	4.5	1.8	1.1	0.6	8.0	2.0	0.8	0.7	0.8	1.4
Overall Soli- darity	11.8 5th	12.6 2nd	11.6 6th	9.0 13th	8.2 17th	8.1 18th	10.8 8th	12.0 4th	10.8 8th	8.9 14th	11.3 7th	10.1 9th	6.3 22th	7.3 20th	9.5 12th	12.5 3rd	6.8 21st	6.1 23rd	8.6 15th	15.0 1st	9.0 13th	9.8 18th	9.7 11th	7.8 19th	8.4 16th

\*Differentiation Scale Score ÷ Centrality = DC Discrepancy or Solidarity

APPENDIX 6. Amortization for 160 New Sewing Machines in Lipa City

Based on 1980 assigned cost of Singer Sewing Machine - ₱980

1st year	₱6.25 every Sunday for 52 weeks	=	325.
2nd year	6.00 every Sunday for 52 weeks	=	312.
3rd year	6.00 every Sunday for 52 weeks	=	312.
4th year	6.00 every Sunday for 27 weeks	=	162.
	The last week	=	7.
Total Cost including 6% interest		=	<u>₱1,118.</u>

APPENDIX 7. Barangay School Sari-Sari Store Project

**BENEFICIARIES:**

12 Barangay High Schools  
30 Barangay Elem. Schools

ALLOCATION: ₱500/school x 42 = ₱21,000.00

**PURPOSE:**

- 1) Have actual experience in business
- 2) Know how to value the money earned
- 3) Be a responsible member of the community

**PROCESS:**

Each barangay schools will be given a loan in the amount of ₱500.00 with an interest of only 6% per annum as initial working capital for their Barangay school Sari-Sari Store. These will be manned by pupils/ students who are attending subjects related thereto. Pupil's/students' advisers' shall prepare schedule for the members and will have direct supervision on said store, aside from the school principal. Proceeds of which shall be allocated for graduation expenses; incoming years capital; and for school improvement.

**AMORTIZATION:**

1st month	-----	N-O-N-E		6th month	-----	₱ 60.00
2nd month	-----	₱ 50.00		7th month	-----	60.00
3rd month	-----	60.00		8th month	-----	60.00
4th month	-----	60.00		9th month	-----	60.00
5th month	-----	60.00		10th month	-----	60.00

THE CAPIZ TIMES  
OCTOBER 23-29, 1981

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## PROFILE:

### CDAP and the Barangay

It has always been the desire and goal of man ever since he has organized into groups, societies, states and nations to look for better socio-economic advancements. In the Philippines, the barangay as it was a hundred years ago, is the basic territorial unit with its own people, government, territory and sovereignty, led by a chieftain, now the Barangay Captain. As the basic governmental unit the barangay naturally becomes the center and launching point for every socio-economic development program and project.

The City Development Assistance Program (CDAP) is one such program under the umbrella of the Ministry of Local Governments and Community Development (MLGCD) as a pilot project to support the local governments in their efforts to promote people's participation among the urban and rural poor in their own development and upliftment. It is the goal of the CDAP to create and develop a program which will assist the local government administration in its local poverty issues and problems. Also to respond to the basic social and human needs of the poor.

The main thrust of the CDAP is the improvement of the "quality of life" of the poor in depressed and poverty stricken areas by having the people themselves participate not only through labor but also in every aspect of their own chosen project/s.

One principal objective of the CDAP is what is termed "People's Participation" which simply means that they, the people themselves will have to choose, plan, manage, and work on the project that they believe would help them with the financial and technical assistance of the CPDS. A barangay that is interested in having CDAP projects must first create a body or an "Association of the Poor" in the barangay. A resolution by the body for a proposed project would then be forwarded to the CPDS for scrutiny of its feasibility and viability. An approved proposal would then be implemented by the CPDS and after completion be turned over to the association for its operation.

On June 29, 1977, Roxas City was one of the first five (5) cities out of the fifteen (15) cities selected as pilot cities throughout the country to avail and implement CDAP projects. The other four cities are: Dagupan, Naga, Cagayan de Oro and Puerto Princesa. The fact that Roxas City was qualified and chosen as a pilot city only proves the City's capacity, willingness and need to develop the various sectors in the community.

The City Planning and Development Staff (CPDS) with the full support of the City Government headed by Mayor Teodoro R. Arcenas and the MLGCD has already implemented CDAP projects which are now fully operational, generating and augmenting the sources of income and livelihood of the participating poor, thus enhancing and improving their standard of living.

Listed below are the barangays which have at present CDAP Projects.

- |                         |  |
|-------------------------|--|
| 1. Inzo Arnaldo Village | - Chorizo & Garment Making                                     |
| 2. Baybay               | - Fishing Boat "Corantay"                                      |
| 3. Culasi               | - Garment Making   |
| 4. Cogon                | - "Taborluc" Fishing Boat                                      |
| 5. Dayao                | - Duckery  |
| 6. Bolo                 | - Hand Tractor   |
| 7. Barangay I           | - Rice Mill  |
| 8. Tanza                | - Rice Mill  |
| 9. Milibill             | - Poultry Raising  |
| 10. Culajao             | - Poultry Raising  |
| 11. Lawan               | - Bakery   |
| 12. Dumolog             | - Pig Dispersal & Additional Commodity Assistance to Fishermen |

Perhaps what is significant is that CDAP is neither a concept that will remain as it is, nor a politician's promise which always stays as it is, but is definitely a reality as it meets and fulfills its goal, aims and objectives.

## SCOPE OF WORK

(Socio-Economic Impact)

S.7E  
992-6304  
4/18/87A. General Objectives

Based upon in-depth studies of at least 6 RSC subprojects, plus general information gathered from interviews with villagers, officials, CPDS personnel and RSC advisors, the consultant shall prepare an assessment of the impact of the RSC/CDAP program and subprojects at the barangay level. This assessment will constitute one part of the general assessment of the RSC/CDAP program which is being undertaken by a three-person team, of which the consultant is a member.

B. Specific Requirements

In making this assessment of the impact of the Program at the barangay level, the consultant should focus on, though need not limit his investigations to, the following question areas:

1. **Economic Impact:** Are the projects providing significant income or employment to the beneficiaries? Are the beneficiaries' economic standings higher than before the project, lower, or unchanged? If increased income is being generated, how is that income spent (consumption goods, food, savings)? Is there any evidence that the income and employment generated by the subprojects are having an economic multiplier or spread-effect in the community or in nearby communities? Have some groups benefitted more than others? Are the benefits from the projects being distributed equitably among the beneficiaries?
2. **Social Impact:** Has the organization of barangay residents into Associations of the Poor contributed to increasing solidarity and cohesiveness within the community or has it been divisive? Has the

RSC program resulted in greater involvement by elites, traditional leaders, and other influential people in the overall socio-economic development of the village? Has the RSC/CDAP poverty-focus generated a corresponding concern with equity issues among the villagers, particularly those in the upper socio-economic class? Have new leaders emerged within the community as a result of the Program. Have the organizational structures and skills fostered by the Program resulted in or facilitated new and other organizations or organizational activities?

3. Attitudinal or Psychological Impact: Has the RSC/CDAP program resulted in subjective feelings of well-being among the beneficiaries? Do the beneficiaries now feel that they are in more control of their destinies and that through their associations bring about other changes within the village? Has the Program created any false hopes or expectations among the beneficiaries, and particularly among the poor who are not now benefitting directly from a subproject? Do the beneficiaries perceive of the subprojects as their own, or are they viewed as government projects? Do the beneficiaries view the associations of the poor as meaningful, viable organizational structures, or are they viewed as foreign contrivances required by the RSC program officials in order to receive subproject benefits? Do the members feel they belong to the associations?

#### C. Methodology

Most of the data will be gathered through informal interviewing and discussions with villagers, local officials, and RSC advisory staff. Time will not permit conducting extensive surveys, though short,

selective interviewing with a survey instrument should be undertaken. Supplementary data can be obtained from CDAP and CPDS subproject files, earlier evaluations of subprojects, official records and reports, and other primary and secondary data sources that may be available to the consultant.

D. Reports

The consultant will contribute to the overall 1982 RSC Evaluation Report. He should submit an executive summary of his findings of approximately 10 pages to the Chief of the Evaluation Team on or before May 19, 1982, for incorporation in the main report. The consultant's final report which should not exceed 30 pages (single spaced) will be attached as an annex to the main report. This final report should follow the general format below:

- |                                 |           |
|---------------------------------|-----------|
| 1. Summary Findings             | 3-5 pages |
| 2. Methodology and Data Sources | 2-3 pages |
| 3. Impact of RSC/CDAP           |           |
| a. Economic                     | 5 pages   |
| b. Social                       | 5 "       |
| c. Attitudinal/Psychological    | 5 "       |
| d. Other                        | 5 "       |

The final report must be submitted to USAID for attachment to the basic evaluation report on or before June 1, 1982.

file  
492-0304  
4/8/83

SCOPE OF WORK

(General)

A. OBJECTIVE

To assess (1) the validity of the Rural Service Center (RSC) approach as a means of responding to the development needs of the rural poor, (2) the feasibility of the RSC program expanding beyond the 16 pilot chartered cities, and (3) the future role of foreign donors, including USAID, in the RSC program.

B. SCOPE OF WORK

The USAID-assisted Rural Service Center Project is an attempt to build the capabilities of chartered city governments to respond to the development needs of poverty groups within their boundaries. A key feature of the project is its emphasis on the people's participation in the development process, i.e., the selection, design, and implementation of the projects that will benefit them. The project has been in existence since 1978 and will terminate March 31, 1983. At both the city and the barangay (village) level, the project has been rather successful. Planning and development capabilities of most city officials have improved significantly; and a number of good, participatory, income-generating sub-projects have been established in the barangays. The institutionalization of the program at the central level, however, has been less successful, and there are serious questions regarding the present centralized organization's ability to administer the program effectively and to expand it to additional cities in the future.

USAID needs to have an objective assessment of the project before it can decide on follow-on assistance, if any, that might be provided to chartered and market city governments for their poverty-focused development activities. The primary outcome of this assessment, therefore, will be some specific recommendations to USAID/Manila in regard to future USAID assistance in these activities. In addition, it is expected that the assessment will be able to identify some lessons learned in the RSC project that will have applicability and/or relevance to certain other GOP/USAID activities ongoing or planned within the mission (e.g., the Local Resources Management (LRM) Project, Municipal Development Fund, and the diverse community organization activities contained within the Rainfed Resources Management Project).

The three-person assessment team will be composed of Bill Berg, USAID/Jakarta who will serve as Chief; Dr. Richard Schwank, Anthropologist; and a Filipino Consultant with expertise in local government and familiarity with participatory rural development.

The assessment team will concentrate, though not necessarily limit, its analysis to the following areas:

- a. The capacity of MLG/CDAP to manage and expand a rural service center development project and to provide the needed technical services and expertise to the participating rural centers. In examining this

capacity, several alternative managerial modes should be considered: (1) CDAP alone, (2) CDAP with expatriate technical assistance, (3) CDAP as contract managers only who procure locally all technical services and expertise required by the rural centers, (4) abolishment of the project's "special project" status and delegation of administrative responsibility to the MLG/Bureau of Local Government, and (5) either some combination of the preceding managerial modes or the identification of still other modes.

- b. The capabilities of city governments, chartered and non-chartered, to utilize CDAP funds effectively in the implementation of people's social action development sub-projects. In addressing this area of concern, the assessment should consider the extent to which the City Planning and Development Staff (CPDS) Offices, which have responsibility for the RSC program in the participating cities, have recruited and retained qualified staff to undertake the program and have institutionalized the administrative, financial, and social action guidelines and processes developed under RSC. It will also be necessary to examine the understanding of and commitment to the RSC program of city officials, both those directly involved in the program (e.g., the Mayors, CPDS Coordinators and CPDS staffs) and those only peripherally involved (e.g., city councilors and treasurers). Another area that should be examined is the overall impact of the RSC program on development planning capabilities in the cities, since it is widely held that there was no such capacity within the cities previous to the introduction of the RSC project. It would be useful in this regard to compare the planning and development capabilities of RSC cities with non-RSC cities, both chartered and unchartered.
- c. The socio-economic impact of the RSC sub-projects at the barangay level. Both quantitatively and qualitatively, the assessment team should attempt to ascertain what impact the sub-projects are having on the target beneficiaries. This would include an assessment of both tangible benefit (e.g., increases in jobs, income, and quality of life) and intangible benefits (e.g., increases in organizational skills, self-confidence, personal esteem and dignity, and feelings that one is in greater control of the local environment and that conditions are improving or have the potential to improve). The spread effects of the RSC sub-projects, especially in terms of these latter intangible benefits, need to be carefully assessed. Of particular importance is a need for an accurate evaluation of the significance of benefits in terms of costs per beneficiary. The question to be addressed in this regard is can the same or greater impact be attained through other less costly and/or more efficient programs and administrative structures (e.g., through LRM).

The assessment team will furnish USAID with a report of its findings and recommendations. The final report should consist of no more than 35 type-written (double-spaced) pages; this shall include a 3-4 page executive summary of the major findings and recommendations.

The assessment team will need to take at least one field trip to a chartered city to meet with city officials and visit several of the RSC sub-projects. Individual team members may need to take additional trips singly. Copies of previous evaluations, field trip reports, assessments, project files, and other relevant information will be available to the team. It is expected that the analysis of this diverse data will itself play an important role in the formulation of the team's assessment and recommendations. In addition, of course, the USAID and MLG/CDAP officials involved in the RSC project will be available for meetings and discussions and can accompany the assessment team on field trips if desired.

April 14, 1982

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Suggested Detailed Scope of Work for Team Leader

A. General Objectives

Based upon in-depth interviews with key officials at MLG/CDAP, representative participating cities, plus general information gathered in discussions with RSC Consultants and USAID personnel, as well as data gathered from reports, previous evaluations, and other documents, the consultant shall prepare a summary of representative views and an assessment of MLG/CDAP's capacity to manage and expand a rural service center development project and to provide the needed technical services and expertise to the participating cities. The assessment will constitute one part of the general assessment of the program which is being undertaken by a three-person team.

B. Specific Requirements

In making this assessment of MLG/CDAP's capacity to manage and expand the RSC Project, the consultant shall focus on, but need not limit his inquiry to, the following:

1. Financial Planning and Resource Administration: For the past three years or more MLG/CDAP has had difficulty obtaining its operating budget on a timely basis (for sub-project funding, salaries, travel, etc.), what have been the reasons for these delays, are these delays likely to continue into the future, has the RSC program been irreparably damaged by these delays, what steps or changes in the budgeting process or in MLG/CDAP organizational structure need to occur to avoid these delays in the future?

Aside from the general delay in receiving budget allocations, how efficiently and effectively have GOP sub-project funds been allocated and disbursed to the participating RSC cities, what are the existing constraints in the effective allocation, processing, and disbursement of these funds?

MLG/CDAP also has authority to utilize US grant funds under this project for training, research, seminars and workshops, and other project-related activities. How effectively have these funds been planned, budgetted, and utilized? What constraining factors limit effective use of these funds? What steps should USAID take to improve its performance in assisting the RSC Project.

2. Perceptions and Attitudes toward RSC Concept at Central Level: The RSC concept has been operationalized for more than a year and the program has achieved some striking successes at the local level. What are the general perceptions of the concept and the program by senior, policy officials in MLG and other agencies or ministries? What is the degree of awareness of the concept and program? Is there support for continuing the GOP program? Is the program viewed as a (USAID-assisted) special projects, or as an MLG project, or broader program? What are the views of RSC's future once USAID assistance phases out, based on the existing joint agreement? What is the GOP budgetary commitment to the project for the future (1983 and beyond)?

3. **MLG/CDAP Staff:** Is the organization and staffing of MLG/CDAP office adequate to provide the managerial support required to administer the current 22 RSC chartered cities? What is the general quality of staff in terms of their qualifications, experience, and training? What is the general assessment of their performance during the past year and a half? Besides delays in budget allocation limiting staff travel time, and field travel, what have been the factors or constraints which have resulted in the lack of counter-parts for the RSC (US) consultants? What have been the contributions of the GOP staff to the success of the RSC program at the local level? Could the staff assume adequately the role of the US consultants? in the existing 22 RSC cities? in an expanded program?
4. **Alternative RSC Managerial Modes:** In making the general assessment of MLG/CDAP capacity to manage and expand the program, the consultant should consider possible alternative managerial modes or organizational formats. These might include among others (a) MLG/CDAP alone (i.e., with no local or expatriate technical assistance); (b) MLG/CDAP with continued expatriate technical assistance (similar to the present situation); (c) MLG/CDAP functioning as contract managers who procure locally all technical

services and expertise required by the rural service centers; (d) abolishment of the project's "special project" status and delegation of administrative responsibility to other offices within MLG (e.g. Bureau of Local Government) or within other ministries; and (d) some combination of any of the above or the identification of still other modes.

C. Methodology

Most of the data and information will be gathered through informal interviewing and discussions with MLG/CDAP personnel, local government officials, MLG officials, U.S. Consultant to RSC, and USAID personnel. Supplementary data can be obtained from MLG/CDAP reports and records, field trip reports, earlier evaluations, and other available data sources.

D. Field Trips

To provide orientation and to promote team building, the evaluation team will travel together to Angeles and Lipa/Batangas, spending approximately two days in each city, talking with City Planning and Development Staff personnel and visiting RSC sub-projects in the field.

E. Reports

The consultant is responsible for the final RSC Evaluation Report. The other two members of the team shall each submit approximately 10 page executive summaries to the consultant prior to May 19, 1982. These summaries, along with the consultant's own findings shall comprise the main body of the report. Additional information and narratives will be placed in appendices of the main report.

The final report should not exceed 35 pages (double-space).  
This should include a 3-4 page executive summary of the  
major findings and recommendations, with the remainder of  
the report consisting more or less of each member's own  
10 page executive summary.

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