

## plan implementation framework

### A. Sectoral Programs and Projects

Programs and projects covering various sectors of development are keys to achieving the visions, goals and objectives of the plan. When implemented properly, they generate social and economic benefits at the individual, community and even higher levels depending on their scale. Specific programs and projects are important not only because of the benefit that they are expected to generate but also because they use scarce resources for the generation of these benefits.

#### 1.0 Project Types

There are at least three types of projects for the CELUMEPA; these are:

- 🌐 **Key or Strategic Projects** – these are big projects whose impacts can be felt in the whole area or even outside CELUMEPA, eg., PPSEFPZ;
- 🌐 **Inter-LGU Projects** – projects that affect at least two LGUs within the CELUMEPA, eg. San Fernando – Bagulin Road;
- 🌐 **Complementary Projects** – these are local impact projects which when integrated into a sectoral program can generate benefits over and beyond their respective project settings, eg., a specific tourism project in Bagulin being linked with another project in the City of San Fernando, forming a Tourism Program with various components.

Under this classification, purely local impact projects implemented in and affecting only one LGU are excluded. These are better appreciated as project components of lower level development plans. This differentiation is important particularly in terms of identifying responsibilities between the individual LGUs and the CELUMEPA and some other implementing agencies.

The sectoral projects listed below are identified from the various sectoral and spatial development strategies (see Table No. 5.1)

#### Agri-Industrial Projects

- 🌐 **Poro Point Industrial Park Development Project** – a 50 hectares lot within Poro Point; priority SMEs are agri-based; it can take advantage of its proximity to the seaport and airport facilities.
- 🌐 **Bauang Industrial Center** – located near the Bauang Power Plant, this is also an ideal site for various food and non-food processing activities;
- 🌐 **Bacnotan Regional Agro-Industrial Center (RAIC)** – can be developed by phase for agri-based industries; total developable area can reach 1000 ha.

- 🌍 **High Value Cash Crops Production Program** – intends to optimize limited agricultural lands within the area and cash in on high demand export crops like fruits, vegetables and ornamentals; priority areas are within the floodplains of the Baroro and Naguilian Rivers.

### Tourism Development Projects

#### Seaside/Water-oriented Tourism

- 🌍 **Poro Point Tourism Project** – this was earlier planned as a recreation center with first class hotels, restaurants, commercial facilities, casino, marina and theme parks. Its development can take advantage of the airport as well as linkages with the mountain resort in Baguio City, specifically, Camp John Hay.
- 🌍 **Bauang Tourism Center** – an 80 hectares area formed by the accretion of land near the mouth of the Bauang River; can be developed into a multi-purpose eco-tourism and recreation center.
- 🌍 **Development of the San Juan Surfing Center** – almost every year international surfing competition is held in this town known for its surfing attraction.
- 🌍 **Bauang Retirement Village** – an area located inland but still near the beach resorts and, more importantly, the shopping and hospital facilities in the City of San Fernando.

#### Mountainside Tourism Project






- 🌍 **Botanical Garden and Science Centrum** – an area located 7 kms. east of the City of San Fernando featuring plants and animals within a forest environment.
- 🌍 **Agri-Tourism Project** – this particularly refers to the apiculture and sericulture research and extension center located in Sapilang, Bacnotan and managed by DMMMSU; DMMMSU Sapilang has become the country's R & D center on these two agri-commodities.
- 🌍 **Other Eco-Tourism Projects**
  - 🌍 Development of "Ili Ti Nuang" Spring in Cardiz, Bagulin
  - 🌍 Development of Tuddingan Falls in Naguilian
  - 🌍 Rehabilitation of a Kaikanan Falls in San Juan
  - 🌍 Development of caves in Bagulin
  - 🌍 Development of Lon-oy Spring in San Gabriel
- 🌍 Establishment of a **CELUMEPA Tourist Information and Assistance Center**

### Infrastructure Projects





#### **Inter-local Road Projects**





-  San Fernando-Bagulin Road
-  San Gabriel-Bagulin Road (via San Fernando and San Juan Road)
-  San Fernando-Naguilian Road
-  Bauang-Naguilian Road
-  San Fernando-San Juan By-pass Road
-  Bacnotan-San Gabriel Road Improvement
-  Naguilian-Bagulin Road Improvement

#### **Others**



-  San Fernando Airport Improvement Project
-  Metro-San Fernando Water Improvement Project
-  Establishment of an Integrated Terminal Facilities in San Fernando City
-  Urban Sewerage and Drainage Facilities Project
-  River/Flood Control Projects along Baroro and Naguilian Rivers

### Environmental Projects


-  **Detailed Transportation and Land Use Planning** (focused on the coastal strip) – this project intends to establish more specific land use as well as traffic and transportation plans within the coastal strip, taking into consideration the effects of the proposed projects as well as the need to protect areas with high ecological values (eg. greenbelts, sand dunes, flood plains, etc.)
-  **Inter-LGU Sanitary Landfill** – this project proposes to achieve economy and efficiency through scale operation of facilities, involving joint or co-management of sanitary landfill between the LGUs concerned. For this arrangement, the adjoining municipalities of Bacnotan and San Juan in the north and the municipalities of Naguilian and Bauang in the south can be grouped together. The city of San Fernando has an existing landfill, now being developed following acceptable standards.
-  **Community-Based Forest Resource Management Program** – this contains a package of activities which includes IEC, trainings and capability building, techno-transfer on upland agriculture and forest management, credit and livelihood engagements – all of these are intended to achieve the sustained use of productive resources.
-  **Community – Based Coastal Resource Management Program (CBCRMP)**– very similar with the above but focused on the sustainable management of coastal and marine resources along the coastal areas of CELUMEPA.

-  **Comprehensive Coastal Resource Development Plan (CCRDP) and Fishery Ordinance Preparation** – this can be a component of a broader CBCRM program, whose objective is to establish and delineate the optimum of coastal resources within the land-sea interface (mangrove coral reefs, sea grass, etc.) including the salvage zone, covering the four coastal LGUs. A prototype fishing ordinance can also be prepared as a vital adjunct of a CCRDP setting the regulatory framework for fishing activities within the CELUMEPA area. Additionally, an institutional capability building program for law enforcement of fishery laws and regulations can also be undertaken.
-  **Agro-forestry Development Program** – this will particularly address the vast tracts of forestlands classified as A & D that are heretofore unproductive/underused. The approach suggested is to pursue ecological and economic objectives at the same time through agro-forestry, industrial tree farms, and similar approaches. Mango production and other fruit trees as well as the establishment of sericulture communities are some activities that advance economic-ecological objectives without sacrificing the attainment of existing one.
-  **Incentive Scheme for the Stewards of Forest and Water Resources** – the certainty of sustained water in the quantity and quality desired depends critically on the appropriate behavior of institutions and individual within the forest watershed. Ensuring desired behavior can be achieved through some compensatory scheme or incentive, which can take many forms, eg., assistance in health and educational services, etc.
-  **Watershed Development Program for the Baroro and Naguilian – Bauang River** – a more intensified watershed development program should be set in place within the headwaters of these two river systems, involving CBRM approaches.

## Social Services

-  **Low and Middle Income Urban Housing** – priority areas are Bauang and San Juan in the context of the total CELUMEPA plan; immediately, the identification and acquisition of suitable sites can be made, and this can be promoted for private sector development given appropriate mix of local incentives.
-  **Integrated Center for the Custody, Care and Rehabilitation of the Elderly, Youth and Women and Child Victims** – this complex can be located in the upland area of the City of San Fernando or in San Gabriel. With urbanization, it is expected that services for special groups in critical and special situations will increase in demand.

## Governance

-  **Administrative Capacity Building for Urban and Metro Management** – this is intended to continuously provide various administrative and management capabilities at local and metro levels, involving technical, administrative and policy actors, needed to support and guide urban and metro-development.

## 2.0 Project Priorities

Based on the Visions of the CELUMEPA, the identified values of development are the following: equitable provision of jobs and income; high levels of social well-being; environmental quality and sustainable development; unity and cooperation, and good governance. The various projects were evaluated and ranked in terms of their contribution to or impact on all of these objectives. The specific criteria area:

- 🌱 Contribution to Equitable Provision of Jobs and Income (J & I)
- 🌱 Contribution to Higher Level of Social Well-Being (Soc WB)
- 🌱 Contribution to Environmental Quality and Sustainable Development (EQSD)
- 🌱 Contribution to Metro Unity and Cooperation (U & C)
- 🌱 Contribution to Good Governance (GG)

Using a Goals Achievement Matrix project prioritization scheme and involving the Metro stakeholders as raters, the priorities can be gleaned in Tables No. 5.2.





Table No. 5.1  
CELUMEPA Projects Location, Categories, Status and Implementing Units

| Sector                      | Projects   | Proposed Location   | Category |   |   | Status       | Implementing Unit   |
|-----------------------------|--|---|----------|---|---|--------------|---|
|                             |  |   | 1        | 2 | 3 |              |   |
| <u>Agri-Industrial (A1)</u> | 1 <u>Poro Point Industrial Park Development Project</u>  | Poro Point, CSF   | x        |   |   | Proposed     | JHPPDC  |
|                             | 2 <u>Bauang Industrial Center</u>  | Bauang  | x        |   |   | Proposed     | Mun. of Bauang  |
|                             | 3 <u>Regional Agro-Industrial Center</u>   | Bacnotan  | x        |   |   | FS Completed | DTI   |
|                             | 4 <u>High Value Cash Crops Production Program</u>  | SAFDZ   |          |   | x | Proposed     | PG La Union; Metro; DA  |
| <u>Tourism (Tou)</u>        | 1 <u>Poro Point Tourism Project</u>  | Poro Point, CSF   | x        |   |   | Proposed     | JHPPDC  |
|                             | 2 <u>Bauang Tourism Center</u>   | Bauang  | x        |   |   | Proposed     | Mun. of Bauang  |
|                             | 3 <u>Development of San Juan Surfing Center</u>  | San Juan  |          |   | x | Proposed     | Mun. of San Juan DOT  |
|                             | 4 <u>Bauang Retirement Village</u>   | Bauang  |          | x |   | Proposed     | Mun. of Bauang DOT  |
|                             | 5 <u>Eco-Tourism Projects</u><br>* "Ili ti Nuang" Spring<br>* Tuddingan Falls<br>* Kaikanan Falls<br>* Bagulin Caves<br>* Lon-oy Springs | Cardiz, Bagulin<br>Naguiliang<br>San Juan<br>Bagulin<br>San Gabriel |          |   | x | Proposed     | Mun. of Bagulin   |
|                             | 6 <u>Establishment of a Tourist Info and Assistance Center</u>   | City of San Fernando  |          | x |   | Proposed     | Mun. of Naguilian<br>Mun. of San Juan<br>Mun. of Bagulin<br>Mun. of San Gabriel<br>Metro; DOT |

1. Key or Strategic Project    2. Inter-LGU Project    3. Complementary Project

| Sector               | Projects   | Proposed Location                                  | Category |   |   | Status                | Implementing Unit             |
|----------------------|--|--|----------|---|---|-----------------------|-------------------------------|
|                      |  |  | 1        | 2 | 3 |                       |                               |
| Infrastructure (Inf) | 1 San Fernando - Bagulin Road                            | As indicated                                       |          | x |   | Ongoing               | DPWH                          |
|                      | 2 San Gabriel-Bagulin Road* (via Sfd and San Juan)       | As indicated                                       |          | x |   | Proposed              | DPWH                          |
|                      | 3 Bacnotan-San Gabriel Road Improvement                  | As indicated                                       |          | x |   | Proposed              | DPWH                          |
|                      | 4 San Fernando-Naguilian Road                            | As indicated                                       |          | x |   | Ongoing               | CSF & Mun. of Naguilian       |
|                      | 5 Bauang-Naguilian Road*                                 | As indicated                                       |          | x |   | Proposed              | PG La Union                   |
|                      | 6 Naguilian-Bagulin Road Improvement*                    | As indicated                                       |          | x |   | Proposed              | DPWH                          |
|                      | 7 San Fernando-San Juan By-Pass Road                     | As indicated                                       |          | x |   | Proposed              | DPWH                          |
|                      | 8 San Fernando Airport Improvement Project               | City of San Fdo                                    | x        |   |   | Proposed              | JHPPDC                        |
|                      | 9 Metro San Fernando Water Improvement Project           | San Gabriel, Bacnotan, San Juan, San Fdo, Bauang   | x        |   |   | For BOT; FS Completed | Metro-La Union Water District |
|                      | 10 Integrated Terminal Facilities                        | City of San Fdo                                    | x        |   |   | Proposed              | City of San Fdo; Metro        |
|                      | 11 Urban Sewerage and Drainage Facilities                | Coastal LGUs (Bauang, San Fdo, San Juan, Bacnotan) | x        |   |   | Proposed              | Metro                         |
|                      | 12 River/Flood Control along Baroro and Naguilian Rivers | As indicated                                       |          | x |   | Proposed              | DPWH                          |

\* Segment of the proposed circumferential road linking all the upland municipalities with the lowlands.

1. Key or Strategic Project 2. Inter-LGU Project 3. Complementary Project

| Sector              | Projects   | Proposed Location                                     | Category |   |   | Status   | Implementing Unit     |
|---------------------|--|---|----------|---|---|----------|-----------------------|
|                     |  |   | 1        | 2 | 3 |          |                       |
| Environmental (Env) | <u>1</u> Detailed Transportation and Land Use Planning             | Coastal Strip/Urban Area                              | x        |   |   | Proposed | Metro                 |
|                     | <u>2</u> Inter-LGU Sanitary Landfill                               | San Juan & Bacnotan, Bauang & Naguilian               |          | x |   | Proposed | LGUs concerned; Metro |
|                     | <u>3</u> CBRM-Forest Zone  | Forestlands Within CELUMEPA                           | x        |   |   | Proposed | Metro; DENR           |
|                     | <u>4</u> CBRM-Coastal Zone   | Coastal LGUs Within CELUMEPA                          | x        |   |   | Proposed | Metro; DENR DA        |
|                     | <u>5</u> Coastal Resource Development Plan and Fishery Ordinance   | Coastal LGUs  | x        |   |   | Proposed | Metro; DENR DA        |
|                     | <u>6</u> Agro-Forestry Development Program                         | Forestlands under A & D                               | x        |   |   | Proposed | Metro; DENR DA        |
|                     | <u>7</u> Incentive Scheme for Stewards of Forest & Water Resources | Upland Municipalities part of San Gabriel and Bagulin |          | x |   | Proposed | Metro; DENR           |
|                     | <u>8</u> Watershed Development Program                             | Baroro & Naguilian Rivers Watersheds                  | x        |   |   | Proposed | DENR                  |

1. Key or Strategic Project    2. Inter-LGU Project    3. Complementary Project



| Sector                  | Projects   | Proposed Location    | Category |   |   | Status   | Implementing Unit |
|-------------------------|--|----------------------|----------|---|---|----------|-------------------|
|                         |  |                      | 1        | 2 | 3 |          |                   |
| <u>Social (Soc)</u>     | <u>1</u> Low and Middle Income Urban Housing   | Bauang and San Juan  |          | x |   | Proposed | Metro             |
|                         | <u>2</u> Integrated Center for the Custody, Care and Rehabilitation of the Elderly, Youths Women and Child Victims | City of San Fernando |          | x |   | Proposed | Metro             |
| <u>Governance (Gov)</u> | <u>1</u> Administrative Capacity Building for Urban and Metro Management   | City of San Fernando | x        |   |   | Proposed | Metro             |

1. Key or Strategic Project    2. Inter-LGU Project    3. Complementary Project

Table No. 5.2  
Ranking of CELUMEPA Projects

| Sector               | Projects  | Proposed Location                                    | Category |   |   | Status   | Implementing Unit       | Total Weight Score* |
|----------------------|---|--|----------|---|---|----------|-------------------------|---------------------|
|                      |   |  | 1        | 2 | 3 |          |                         |                     |
| Environmental (Env)  | Inter-LGU Sanitary Landfill                               | San Juan, Bacnotan Bauang & Naguilian                |          | x |   | Proposed | LGUs concerned; Metro   |                     |
|                      | Watershed Development Program                             | Baroro & Naguilian Watershed                         | x        |   |   | Proposed | DENR                    |                     |
|                      | Pororo Point Industrial Park Development Project          | Pororo Point, CSF                                    | x        |   |   | Proposed | JHPPDC                  |                     |
| Agri-Industrial (A1) | High Value Cash Crops Production Program                  | Agric-lands  |          |   | x | Proposed | PG La Union; Metro; DA  |                     |
|                      | Incentive Scheme for Stewards of Forest & Water Resources | Upland Municipalities part of San Gabriel and Baguio |          | x |   | Proposed | Metro                   |                     |
|                      | San Fernando Airport Improvement Project                  | City of San Fdo                                      | x        |   |   | Proposed | JHPPDC                  |                     |
| Infrastructure (Inf) | Urban Sewerage and Drainage Facilities                    | Coastal LGUs (Bauang, San Fdo, San Juan, Bacnotan)   | x        |   |   | Proposed | Metro                   |                     |
|                      | Low and Middle Income Urban Housing                       | Bauang and San Juan                                  |          | x |   | Proposed | Metro                   |                     |
|                      | Regional Agro-Industrial Center                           | Bacnotan   | x        |   |   | FSCcompl | DTI                     |                     |
| Social (Soc)         | San Fdo-Naguilian Rd                                      | As indicated   |          | x |   | Ongoing  | CSF & Mun. of Naguilian |                     |

\*based on scores provided by the workshop participants using 5 criteria, namely, Jobs & Income (25%); Social Well Being (30%); Community Spirit (15%); Good Governance (15%) and Environmental Quality and Sustainable Development (15%).

| Sector                      | Projects                                       | Proposed Location                                | Category |   |   | Status                | Implementing Unit             | Total Weight Score* |
|-----------------------------|--|--|----------|---|---|-----------------------|-------------------------------|---------------------|
|                             |  |  | 1        | 2 | 3 |                       |                               |                     |
| <u>Environmental (Env)</u>  | CBRM-Forest                                    | Forestlands Within CELUMEPA                      | x        |   |   | Proposed              | Metro; DENR                   |                     |
| <u>Infrastructure (Inf)</u> | San Fdo - Bagulin Road                         | As indicated                                     |          | x |   | Ongoing               | DPWH                          |                     |
| <u>Tourism (Tou)</u>        | Poro Point Tourism Project                     | Poro Point, CSF                                  | x        |   |   | Proposed              | JHPPDC                        |                     |
| <u>Environmental (Env)</u>  | Agro-Forestry Development Program              | Forestlands under A & D                          | x        |   |   | Proposed              | Metro; DENR DA                |                     |
| <u>Infrastructure (Inf)</u> | Metro San Fdo Water Improvement Project        | San Gabriel, Bacnotan, San Juan, San Fdo, Bauang | x        |   |   | For BOT; FS Completed | Metro-La Union Water District |                     |
| <u>Environmental (Env)</u>  | Detailed Transportation and Land Use Planning  | Coastal Strip/ Urban Area                        | x        |   |   | Proposed              | Metro                         |                     |
| <u>Tourism (Tou)</u>        | Bauang Tourism Center                          | Bauang   | x        |   |   | Proposed              | Mun. of Bauang                |                     |
| <u>Infrastructure (Inf)</u> | San Fdo-San Juan By-Pass Road                  | As indicated                                     |          | x |   | Proposed              | DPWH                          |                     |
| <u>Agri-Industrial (A1)</u> | Bauang-Naguilian Rd                            | As indicated                                     |          | x |   | Proposed              | PG La Union                   |                     |
| <u>Infrastructure (Inf)</u> | Bauang Industrial Center                       | Bauang   | x        |   |   | Proposed              | Mun. of Bauang                |                     |
|                             | Integrated Terminal Facilities                 | City of San Fdo                                  | x        |   |   | Proposed              | City of San Fdo; Metro        |                     |
|                             | San Gabriel-Bagulin Rd (via Sfdo and San Juan) | As indicated                                     |          | x |   | Proposed              | DPWH                          |                     |

\*based on scores provided by the workshop participants using 5 criteria, namely, Jobs & Income (25%); Social Well Being (30%); Community Spirit (15%); Good Governance (15%) and Environmental Quality and Sustainable Development (15%).

| Sector                     | Projects  | Proposed Location                          | Category |   |   | Status   | Implementing Unit    | Total Weight Score* |
|----------------------------|---|--|----------|---|---|----------|----------------------|---------------------|
|                            |   |  | 1        | 2 | 3 |          |                      |                     |
| <u>Environmental (Env)</u> | CBRM-Coastal  | Coastal LGUs Within CELUMPEA               | x        |   |   | Proposed | Metro; DENR DA       |                     |
|                            | Coastal Resource Development Plan and Fishery Ordinance   | Coastal LGUs                               | x        |   |   | Proposed | Metro; DENR DA       |                     |
| <u>Tourism (Tou)</u>       | Eco-Tourism Project   | Cardiz, Bagulin Naguilang San Juan Bagulin |          |   | x | Proposed | Mun. of Bagulin      |                     |
|                            | * "Ili ti Nuang" Spring   |  |          |   | x | Proposed | Mun. of Naguilang    |                     |
|                            | * Tuddingan Falls   |  |          |   | x | Proposed | Mun. of San Juan     |                     |
|                            | * Kaikanan Falls  |  |          |   | x | Proposed | Mun. of Bagulin      |                     |
|                            | * Bagulin Caves   |  |          |   |   |          |                      |                     |
| <u>Social (Soc)</u>        | Development of San Juan Surfing Center  | San Juan                                   |          |   | x | Proposed | Mun. of San Juan DOT |                     |
|                            | Bauang Retirement Village   | Bauang                                     |          | x |   | Proposed | Mun. of Bauang DOT   |                     |
|                            | Establishment of a Tourist Info and Assistance Center   | City of San Fernando                       |          | x |   | Proposed | Metro; DOT           |                     |
|                            | Integrated Center for the Custody, Care and Rehabilitation of the Elderly, Youths Women and Child Victims | City of San Fernando                       |          | x |   | Proposed | Metro                |                     |
|                            | Administrative Capacity Building for Urban and Metro Management   | City of San Fernando                       | x        |   |   | Proposed | Metro                |                     |

\*based on scores provided by the workshop participants using 5 criteria, namely, Jobs & Income (25%); Social Well Being (30%); Community Spirit (15%); Good Governance (15%) and Environmental Quality and Sustainable Development (15%).

### 3.0 Indicative Project Implementation Schedule

Within a ten-year implementation schedule, the CELUMEPA implementation program can be divided into three (3) segments or stages as follows: short-term is from year one to year three; medium-term is from year four to year six; and long term from year seven to the tenth year.

The suggestion of which set of projects will form part of each of the segments is based on the following:

- ④ Doability or ease of implementation – The main consideration of this factor is the access to and availability of funding, which may come from the LGUs themselves, from the PGLU, from NGAs or even a mix of these sources. Another aspect is the simplicity of a project owing to features/characters. An example of this is the setting up of a Tourist Information and Assistance Center, as compared to the packaging of an integrated eco-tourism project for the whole CELUMEPA area which entails the consideration of various inputs in various locations. Doable project can be implemented in the short run period.
- ④ Project preparedness – Especially for big projects requiring investment of a considerable amount of resources, the degree of project preparedness is important, since its funding will anyway depend on the stage of project preparation. Normally, the preparation of a project feasibility study takes one and a half to two years; negotiation with funding agencies whether from bilateral or multilateral sources takes another year and, finally, preparation of detailed engineering may take another year. Hence, readying a project for implementation may take four to five years. Hence, for projects requiring this type of project preparation, project studies can be started in the short-run so that they can be implemented in the medium-term. If the studies are undertaken in the medium term, then their implementation can be expected in the long-term.
- ④ Project Implementation Schedule of the NGAs/Other Implementing Units – Various implementing units may have their own timetable in terms of implementing their programs/projects which are included in the CELUMEPA program. These may fall under anymore or a mix of the implementation stages indicated above.

There are other factors that should be considered in programming inter-sectoral projects over time. One is the need to phase in ahead of other project types infrastructure facilities as basis for spinning off other developments, eg., eco-tourism in upland areas will very much depend on the adequacy of roads; industrial development being dependent on power, water and telecommunication facilities, among others; etc.

Another factor is the need to start with small and manageable projects as basis for a progressive building up of implementation capability among the component LGUs. This can be considered as pilot projects to determine the roles and how these roles are played out by the various actors; these can also be a basis for identifying strengths, gaps and weaknesses of the various actors as they interact with one another to implement CELUMEPA projects.

Considering the above factors, an indicative project implementation schedule for the CELUMEPA projects as listed in Table 5.1 can be gleaned in Table No. 5.3.a, 5.3.b and 5.3.c

*Table No. 5.3.a*  
**Indicative Implementation Schedule of CELUMEPA Projects  
for the Short-Term Period (Years 1 - 3)**

| Sector          | Projects  |
|-----------------|---|
| Agri-Industrial | - High Value Cash Crops Production  |
| Tourism         | - Development of Eco-Tourism Projects in Bagulin, Naguilian, San Juan and San Gabriel<br>- Establishment of a Tourist Information and Assistance Center   |
| Infrastructure  | - San Fernando-Bagulin Road<br>- San Fernando-Naguilian road<br>- San Fernando Airport Improvement<br>- Naguilian-Bagulin Road Improvement<br>- Metro San Fernando Water Improvement Project<br>- River Flood Control along Baroro and Naguilian Rivers<br>- Integrated Terminal Facility in San Fernando |
| Environment     | - Detailed Transportation and Land Use Planning<br>- Incentive Scheme for Stewards of Forest and Water Resources<br>- CBRM-Forest Zone<br>- CBRM-Coastal Zone<br>- Coastal Resource Development Plan and Fishery Ordinance<br>- Agro-Forestry Development Program<br>- Water Development Program          |
| Governance      | - Administrative Capacity Building for Urban and Metro Management   |

*Table No. 5.3.b*  
**Indicative Implementation Schedule of CELUMEPA Projects  
for the Medium-Term Period (Years 4 - 6)**

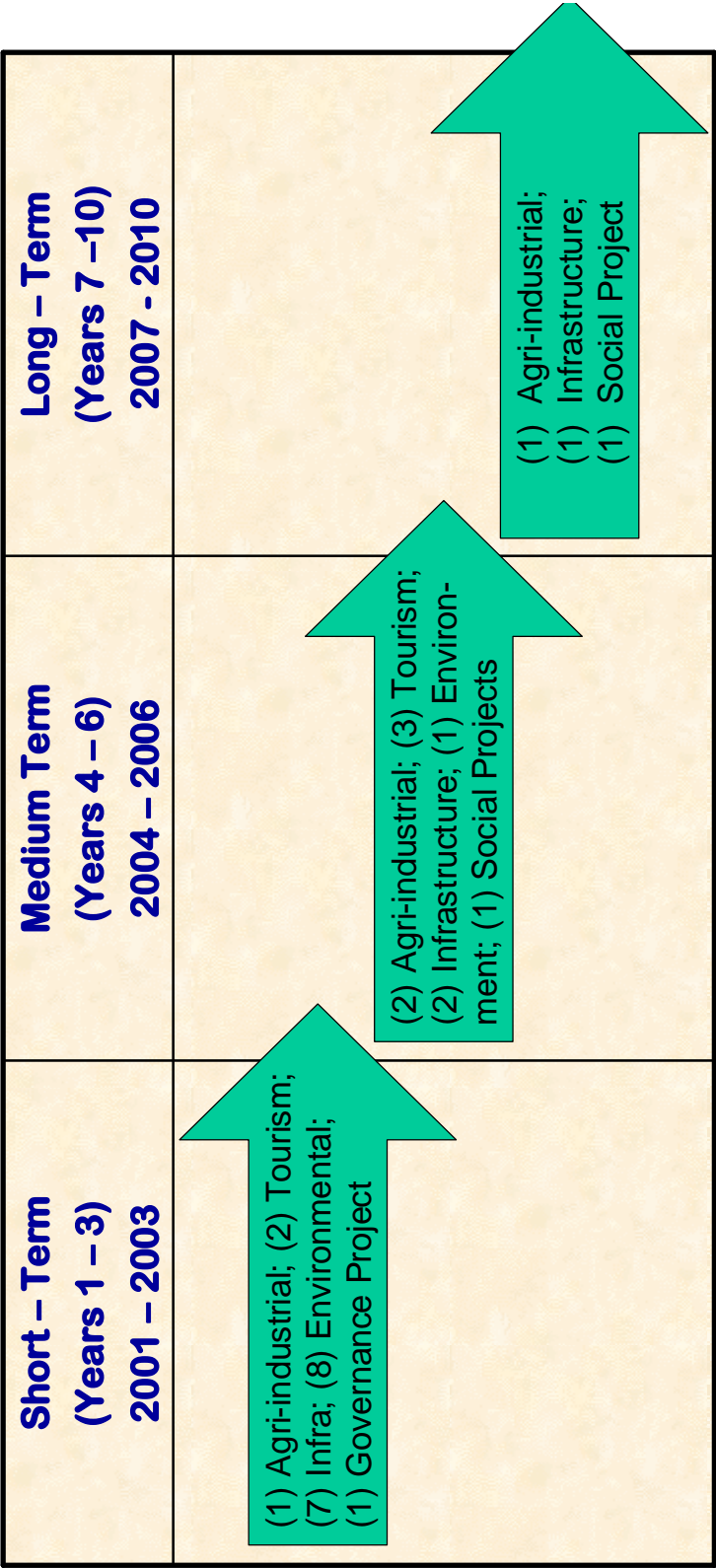
| Sector          | Projects  |
|-----------------|---|
| Agri-Industrial | - Poro Point Industrial Park Development Project<br>- Regional Agro - Industrial Center                         |
| Tourism         | - Poro Point Tourism Project<br>- Development of San Juan Surfing Center<br>- Bauang Tourism Center             |
| Infrastructure  | - CELUMEPA Circumferential Road (Bauang, Naguilian, Bagulin, Bacnotan, Road) San Fernando-San Juan By-Pass Road |
| Environment     | - Inter-LGU Sanitary Landfill   |
| Social          | - Low and Middle Income Urban Housing   |

*Table No. 5.3.c*  
**Indicative Implementation Schedule of CELUMEPA Projects  
for the Long Term Period (Years 7 - 10)**

| Sector          | Projects   |
|-----------------|--|
| Agri-Industrial | - Bauang Industrial Center   |
| Infrastructure  | - Urban Sewerage and Drainage Facilities   |
| Social          | - Integrated Center for the Custody, Care and Rehabilitation of the Elderly, Youths, Women and Child Victims |



Figure No. 5.1  
**Indicative Implementation Schedule of  
CELUMEPa Project  
CYs 2001 to 2010**



## B. Institutional Arrangements for Plan Implementation

### 1. Issues in clustered planning

The Local Government Code of 1991 encourages LGUs to associate with one another in pursuing common goals, needs and objectives. The specific form and functions of such associations have not been specified, indicating that the matter can best be left with the LGUs concerned to decide.

Some experiences in clustered planning in CAMADA (Calasiao, Mangaldan and Dagupan) and BLIST (Baguio, La Trinidad, Itogon, Sablan and Tuba), who were assisted by the EU in metro planning following the July 1990 earthquake, revealed the following concerns particularly on the part of the municipal LGUs being clustered with the city LGU, namely:

- ④ there is a fear that the city, being the “stronger” component in the cluster, might lord it over the rest of the rural LGUs;
- ④ that the association might interfere in their autonomy to pursue plans and programs of development according to their wishes.

The responses to the above issues involving close consultation and advocacy with those concerned, were as follows:

- ④ That there is a perceived common need among the LGUs which they all deemed as important and that this need can be better addressed not in isolation but in association; the problem gets to be lighter and easier when everyone is involved in its solution than when only one is assuming the burden;
- ④ The association is not a political but merely an administrative arrangement, intended to coordinate actions between or among LGUs to pursue commonly desired objectives; if policy decisions are needed, then the appropriate LGU unit is expected to be drawn into the picture.
- ④ The association recognizes the comparative and distinct strengths and weaknesses of the LGUs, and their participation will be defined largely by these attributes. However, in an association, it is also recognized that individual weaknesses and limitations in one aspect or a number of aspects can be addressed by others in the association. It is also true that “strengths” can develop faster in the context of a larger association. Within a cluster, one can envision various roles or niches based on one’s distinct advantages; networking these can provide the momentum for the optimum development of these strengths.
- ④ Clustered planning also allows economies of scale to take place and corollarily, external funding which can not be provided for small projects from one LGU can now be sourced out given a bigger scope of a project within more LGUs involved.

While the above factors can rationally be considered for advancing the cause of clustered planning, the interpersonal relations among the LGU officials is another critical factor to consider.

## 2. Some considerations for an Effective Cluster or Metro Planning.

The following gives an indication of some criteria in evolving in acceptable and effective structure:

- ④ Acceptability and legal identity, to include LGU acceptability, cluster/metro leadership, legal basis and legal identity in the local government structure.
- ④ Efficient and Effective Metro/clustered structure, involving economic efficiency, responsiveness to local needs, dependable and sustainable management support structure, conflict management/resolution unit and quality of decision-making.
- ④ Financial Sustainability.

## 3. Selection of an Appropriate Metro Structure for CELUMEPA

There are at least three (3) proposals for structuring the CELUMEPA, and these are: (1) using the existing administrative arrangement; (2) a development council structure; and (3) a development authority structure.

Evaluated against the set of criteria and sub-criteria, the results can be gleaned in Table No. 5.3 and in Figures No. 5.1, 5.2 and 5.3.

**Existing Structure.** This structure (Figure No. 5.1) is immediately operationable through a MOA executed by the LGUs concerned. Putting the Provincial Governor as chair of the development council will address some of the “birth pains” associated with the emergence of clustered planning, at the same time allowing the key coordinator (Provincial Governor) a view of the forest needed for effective coordination. This structure is also not dependent on central national government for its resources which may also be a disadvantage particularly in terms of the need for a full time technical staff and resources for project implementation. Being principally a coordinative body, it may lack the capability to implement projects although it can coordinate identified CELUMEPA projects to be implemented by concerned LGUs, provincial offices and even line agencies of the national government.

**Development Council.** Its organization may require action from the office of the President in the form of an Executive Order. This alternative allows substantial implementation capability since it may set up a project management structure providing full-time technical and administrative staffs, and even project resources (Figure No. 5.2). The only major disadvantage of this structure is the inability of the national government, under conditions of tight budgetary resources, to provide the necessary budgetary outlay. Too, the setting up of new structures with defined staffing pattern and operational budget has been discouraged as a national government policy

Figure No. 5.2

Existing CELUMEPA Structure  
(Alternative 1)

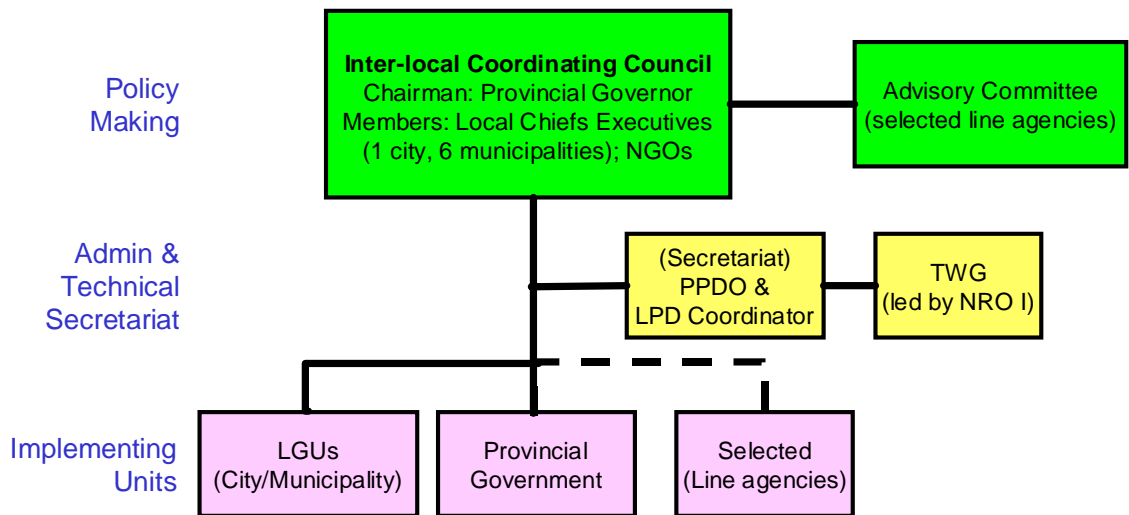
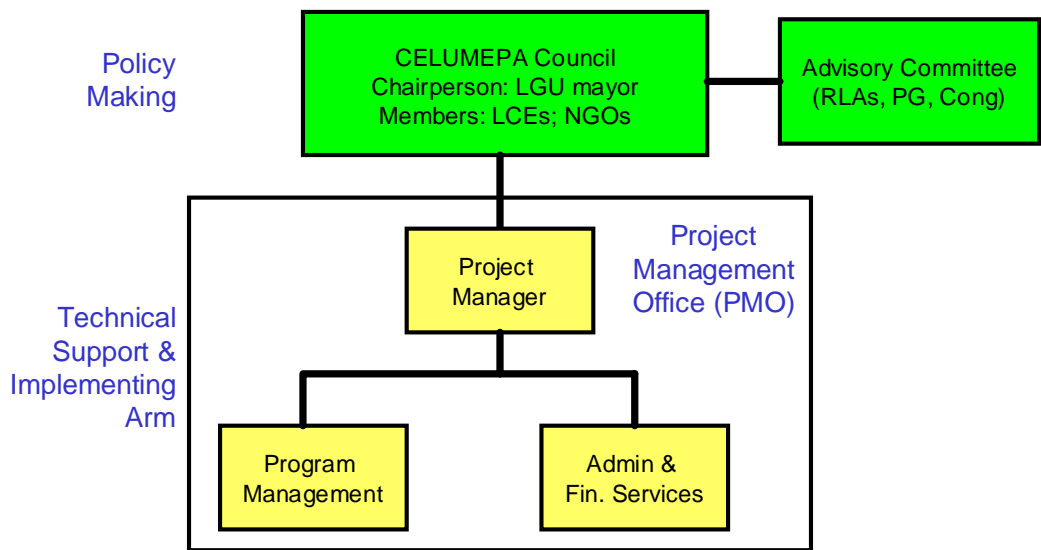


Figure No. 5.3

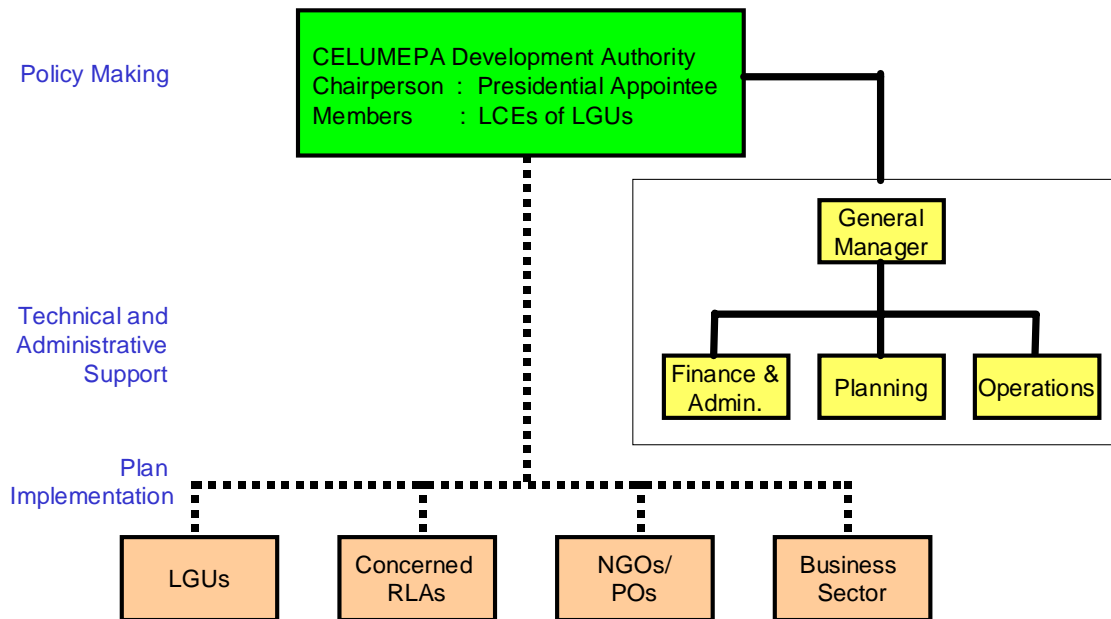
Alternative CELUMEPA Structure  
(Alternative 2)



**Development Authority.** The emergence of this organization may require legislative intervention, which enactment may also provide the necessary funding support for project implementation which can be sourced out from the national government (Fig. No. 5.3). Just like the Development Council alternative, however, this may not prosper existing administrative policies and given the severe budgetary deficits of the national government.

Figure No. 5.4

### Alternative CELUMEPA Structure (Alternative 3)

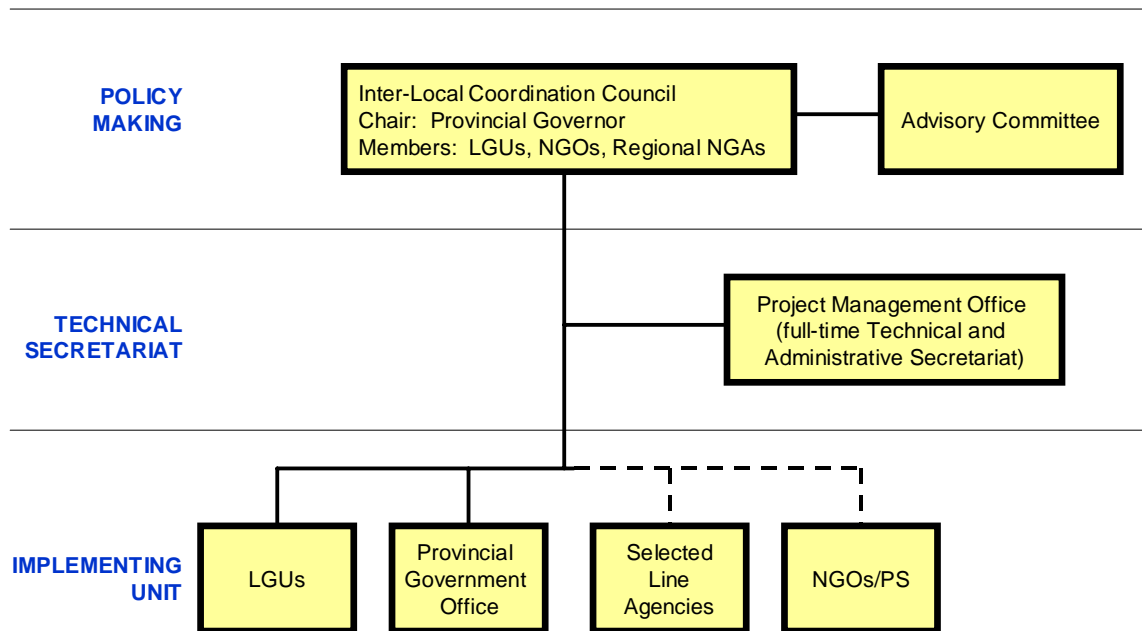


**Modified Existing Structure.** From the above, it is clear that a structure of development management that will rely on national government resources is bound to fail. Hence, the option of pooling local government resources to address the major weakness of the existing structure is a desirable first step, to ensure the need for a full time project staff. A larger slice of this resource requirement may be shared by the province, and the rest to be contributed equally or pro-rated among the LGU units based on some acceptable formula. Additionally, effective networking and linking with resource providers, mainly NGAs and ODA communities, can be made to ensure the technical as well as capital requirements of CELUMEPA projects (See proposed structure on Fig. No. 5.4).

It is also strongly recommended that for NGAs implementing identified CELUMEPA projects, they can be invited as ex-officio members of the council for the duration of the implementation of these projects.

Figure No. 5.5

### Preferred Alternative for the CELUMEPA Structure



#### 4. Good Governance Parameters

Good governance practices within the CELUMEPA will include, but not limited, to the following key elements, namely:

- **Accountability and Responsiveness**-Policy actors especially are expected to be accountable to a larger constituency, and this is the people of the whole metro area; the needs, interests and welfare of the whole metro area should be paramount over those of a few. Transparency ensures to whom accountability and responsiveness are directed to, hence, public actions should be governed by transparency.
- **Private-Public Sector Partnership** – The private sector is not viewed merely as a passive recipient or spectator of development. They have enormous resources to contribute in the context of the multifarious concerns of the area that go beyond attendance to meeting. It is important that private institutional participation be identified and defined based on a matching of CELUMEPA concerns and private sector resources.
- **Human Resource Development** – A significant component of this plan is a continuing effort to develop human resources in all sectors, public and private, so that the people themselves become the active agents and actors of their own development-a condition sine qua non for a bottom-up decentralized management.



Table No. 5.4

## CRITERIA/CONSIDERATIONS FOR AN EFFECTIVE METRO STRUCTURE

| Criteria/Considerations  | Existing   | Alternative A (Development Council)  | Alternative B (Development Council)  |
|--|--|--|--|
| <b>A. Acceptability and legal identity</b>   |  |  |  |
| 1. LGU acceptability <ul style="list-style-type: none"> <li>o approval of the highest local officials executive and legislative</li> </ul> | <ul style="list-style-type: none"> <li>• Covenant for Development/MOA</li> </ul>   | <ul style="list-style-type: none"> <li>• Prior consultation of LGUs before an EO is approved</li> </ul>  | <ul style="list-style-type: none"> <li>• Consultation and Public hearing of concerned parties</li> </ul>   |
| 2. Cluster leadership  | <ul style="list-style-type: none"> <li>• Provincial Governor</li> </ul>  | <ul style="list-style-type: none"> <li>• LGU Mayor</li> </ul>  | <ul style="list-style-type: none"> <li>• Presidential Appointee</li> </ul>   |
| 3. Legal basis   | <ul style="list-style-type: none"> <li>• Provincial Board Resolution</li> </ul>  | <ul style="list-style-type: none"> <li>• EO from Malacañang</li> </ul>   | <ul style="list-style-type: none"> <li>• Congressional Act</li> <li>o Institutional permanence</li> </ul>  |
| 4. Legal identity in the local government structure  | <ul style="list-style-type: none"> <li>• Non-issue <ul style="list-style-type: none"> <li>o member LGUs maintain their powers</li> <li>o relationship with the province is status quo</li> </ul> </li> </ul>   | <ul style="list-style-type: none"> <li>• Non-issue <ul style="list-style-type: none"> <li>o member LGUs maintain their powers</li> <li>o define lines of coordination with the province and the Council</li> </ul> </li> </ul>   | <ul style="list-style-type: none"> <li>• Issues: <ul style="list-style-type: none"> <li>o relationship with the province</li> <li>o relationship with the RDC</li> </ul> </li> </ul> |
| <b>B. Efficient and effective metropolitan structure</b>   |  |  |  |
| 1. Economic efficiency   | <ul style="list-style-type: none"> <li>• Economies of scale is reached to deliver services to the local people not possible in an individual LGU scale <ul style="list-style-type: none"> <li>e.g. Infrastructure, solid waste mgmt.</li> </ul> </li> </ul>  | <ul style="list-style-type: none"> <li>• presence of economies of scale <ul style="list-style-type: none"> <li>e.g. Infrastructure, solid waste mgmt.</li> </ul> </li> </ul>   | <ul style="list-style-type: none"> <li>• presence of economies of scale <ul style="list-style-type: none"> <li>e.g. Infrastructure, solid waste mgmt.</li> </ul> </li> </ul>         |
| 2. Responsive to local needs   | <ul style="list-style-type: none"> <li>• Needs which can't be delivered by an LGU alone can now be delivered in the cluster</li> </ul>   | <ul style="list-style-type: none"> <li>• Needs which can't be delivered by an LGU alone can now be delivered in the cluster</li> </ul>   | <ul style="list-style-type: none"> <li>• Needs which can't be delivered alone can now be delivered</li> </ul>  |
| 3. Dependable and sustainable management support structure   | <ul style="list-style-type: none"> <li>• not a full-time organization <ul style="list-style-type: none"> <li>o may not handle fully the technical and admin needs once the cluster/metro plan gets implemented</li> <li>o support staff detailed secondment from LGUs or even some of the line agencies</li> </ul> </li> </ul> | <ul style="list-style-type: none"> <li>• full-time organization <ul style="list-style-type: none"> <li>o this is needed to handle the growing technical and admin needs when the metro/cluster arrangements will be transformed into a formal one</li> <li>o new organizations involves budgetary support</li> </ul> </li> </ul> | <ul style="list-style-type: none"> <li>• full-time organization; <ul style="list-style-type: none"> <li>o new organization involves outlay</li> </ul> </li> </ul>                    |

| Criteria/Considerations  | Existing  | Alternative A (Development Council)   | Alternative B (Development Council)   |
|--|---|---|---|
| 4. Conflict Management/resolution (those requiring compromise and sacrifice) | <ul style="list-style-type: none"> <li>through the Coordinating Council (LGUs themselves)               <ul style="list-style-type: none"> <li>coordinates implementation activities of LGUs and NGAs;</li> </ul> </li> <li>relatively more politicized decision because the Council is a political body</li> </ul> | <ul style="list-style-type: none"> <li>Development Council               <ul style="list-style-type: none"> <li>coordinates implementation activities of LGUs and NGAs;</li> </ul> </li> <li>less politicized decision because the Project Management Office (PMO), as its technocratic organization, will balance the Development Council which is predominantly a political body</li> </ul> | <ul style="list-style-type: none"> <li>Development Authority               <ul style="list-style-type: none"> <li>Malacañang intervention, (e.g. land fill site of Metro Manila Development Authority)</li> <li>has its own implementing body</li> </ul> </li> <li>de-politicized since it's more technocratic organization than the Development Council</li> </ul> |
| 5. Decision-making   |   |   |   |
| <b>C. Financial Sustainability</b>   |   |   |   |
|  | <ul style="list-style-type: none"> <li>Initially purely local self-reliance - depends on the agreement of member LGUs</li> <li>Can tap ODA and other foreign sources</li> </ul>   | <ul style="list-style-type: none"> <li>mix of local and national support (from the Executive Department)               <ul style="list-style-type: none"> <li>An EO from the President will have financial implications to sustain its structure</li> </ul> </li> <li>can tap ODA and other foreign sources</li> </ul>  | <ul style="list-style-type: none"> <li>mix of local and national support               <ul style="list-style-type: none"> <li>can generate revenues from its greater corporate portfolio</li> <li>regular budget will form part of the regular budget</li> <li>can tap ODA and other foreign sources</li> </ul> </li> </ul>   |

## D. Monitoring and Evaluation System

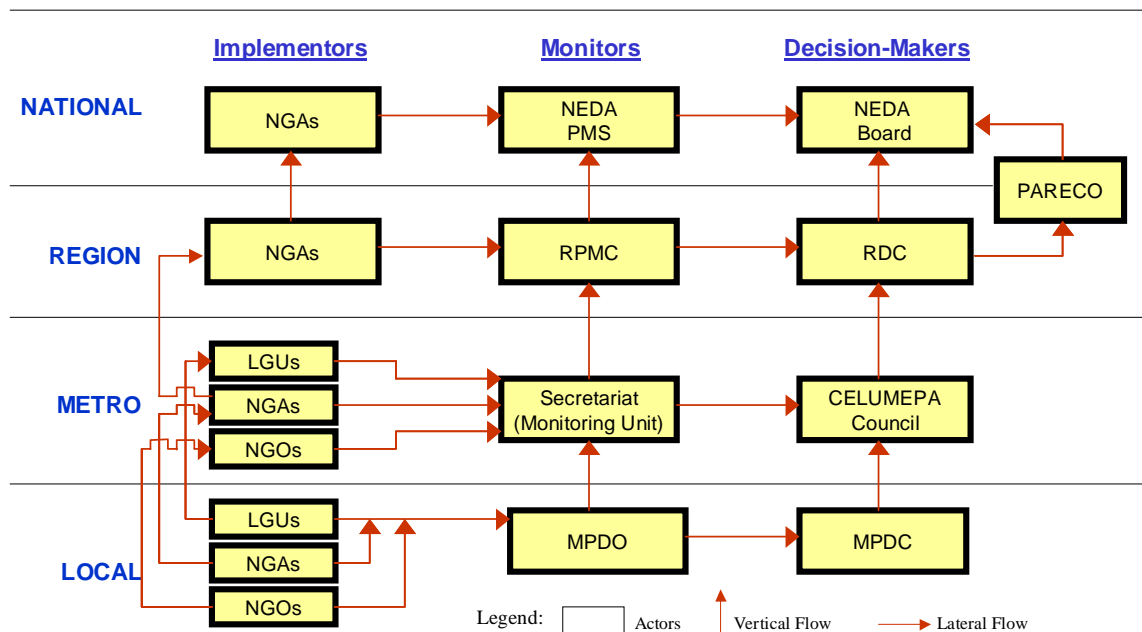
### 1. Purpose

The identified programs and projects in the CELUMEPA will be monitored and evaluated to determine their financial and physical accomplishments as well as their direct effects and long term impacts on the area. Hence, monitoring will focus on identifying problems of implementation and solving these with dispatch, while evaluation will ensure that the planned results as well benefits of project implementation will be generated.

### 2. Operational Framework

The standard concepts, principles and procedures of the Regional Project Monitoring and Evaluation System (RPMES) as well as the Results Monitoring and Evaluation System (RME) will be adopted. The CELUMEPA's project monitoring and evaluation system will be put in the context of the overall monitoring and evaluation system of the province and the region (see Figure No. 5.5).

**Figure No. 5.6**  
**Monitoring and Evaluation Framework**  
**CELUMEPA**



Since many of the identified projects are in the proposal stage, tracking these during the pre-investment phase will also be undertaken from project idea to pre-feasibility and full-blown feasibility studies, to detailed engineering and, finally, to negotiation and financing.

Two important dimensions of an effective monitoring and evaluation system are feedbacking and transparency. Project implementors are expected to be transparent so that problems of implementation are addressed properly; they are also expected to feedback on a regular basis the status and progress of implementation so that precious time is not lost in responding to existing or even potential problems of implementation.

The rules of feedbacking and transparency are also expected from the other actors, particularly decision makers/policy makers. Immediate policy feedback from them to project implementors, especially in cases where problems require policy intervention from the center, can significantly cut down delays in project implementation. It is thus important that, in order to ensure easy access to project information by all stakeholders, monitoring and evaluation system takes advantage of information and communication technology resources.

### 3. Institutional Framework

Similar to the structure in the region, the key players in the monitoring and evaluation system will be grouped into the following:

- 🌐 **Implementors** – these consist of LGUs and line agencies who are responsible in implementing anyone of the identified CELUMEPA projects; they are responsible in efficiently and effectively implementing the projects, and reporting their status or progress to the project monitors.
- 🌐 **Monitors** – these are the technical staffs of the CELUMEPA whose responsibility is to track down the progress of project implementation, validate on field the reports filed by project implementors and feedback monitoring reports to the decision-makers. Based on instructions of the CELUMEPA body, they can also coordinate with the concerned implementers to put problematic projects on track.
- 🌐 **Decision-makers** – these consist of the CELUMEPA officials who take primary interest in the speedy implementation of programs and projects. For problematic projects whose solution require actions from higher level authorities, they can directly negotiate with concerned parties or refer these to “trouble-shooting” officials of government.

Since many of the projects within CELUMEPA are major projects from the perspective not only of the CELUMEPA but also of the region, close coordination will be forged with the RDC and concerned agencies to ensure their successful implementation. In this regard, joint monitoring and problem-solving can be arranged not only to ensure efficiency and simplify project monitoring but also to create stronger impact with all stakeholders expressing their combined interest on a particular project.

Within the CELUMEPA secretariat, a unit dedicated to project monitoring, evaluation problem solving, facilitation and coordination needs to be set up.

### 4. Monitoring Changes In Resource Use

As a physical plan capturing changes in resource use and even the quality of the physical environment is important. This need can be addressed by an Environmental/ Physical Feedback Information System, capable of generating information on changes of the area's physical attributes, particularly land use, nodal functions, environmental degradation.

Since changes in land use are expectedly brought about by planned intervention in the form of programs or projects whether undertaken by public or private sectors, the monitors of information for this system will come from the following:

(1) LGUs (city and municipal) – No development, theoretically, can take place without this having to undergo some clearance and permit system (business permit, locational clearance, zoning permit, etc.) from an LGU. Hence, planned major development, particularly, can be captured and their effects and impacts on physical resources can be feedback by the LGUs to the CELUMEPA Secretariat. Over time, the Secretariat should be able to appreciate the impacts of these developments vis a vis the resource use plans. Finding these developments to be largely inconsistent, the CELUMEPA Secretariat should present its findings to the Council for appropriate action.

Additionally, the LGUs, as a matter of procedure, update their Comprehensive Land Use plans every five (5) years or as the need arises, eg., when an area is experiencing faster urban development than anticipated, a major development activity has been completed like a major road link, etc. Feedback information on these can provide some “blinking lights” that will allow monitors to keep focus on these developments.

(2) National Government Agencies – Tasked to implement projects presumably beyond the capability of LGUs, NGAs can provide information on the scale, schedule, location, progress of implementation, etc. of projects especially infrastructure. Usually, these projects are covered by Environmental Compliance Certificates or ECCs, where the information contained therein is precisely needed for assessing impacts on physical, biological and social parameters. Required by DENR for major projects of both government and private sector, the ECC can provide useful information of the potential impacts of projects and activities on physical and other resources in the project setting.

(3) NAMRIA Maps – Another approach to getting physical information at pinpointed time intervals is commissioning NAMRIA to take aerial or landsat maps on the planning area or a portion of it. Physical changes can be detected especially when compared to a previous map secured also from this source.

It is strongly suggested that once in two years, a review of land use and other physical characteristics be undertaken particularly focused on the coastal urban strip – the most dynamic component of the metro area. This should directly involve particularly LGUs and NGAs concerned. Major projects like the development of the RAIC, the PPSEFPZ, etc. should likewise be subjected to a review focused on their potential impacts/effects, so that the appropriate management intervention in the context of the CELUMEPA Plan be put in place before project implementation.