

MONITORING, REVIEWING AND EVALUATING THE CLUP AND ZO

With the CLUP and its implementation program established, assessment procedures of its effectiveness must be instituted. Monitoring, review and evaluation are performed to assess how fully and how effectively a plan is being carried out. On the whole, the process is meant to assess the overall impact of the plan to the quality of life of the population. Basically, monitoring and evaluation of land use changes and specific program/project implementation is carried out.

PURPOSE

- To establish/assess the effectiveness of the CLUP as determined by the quality of life indicators set forth in the vision.
- To evaluate conformity of land development projects issued permits and clearances with the approved ZO.
- To assess impacts of land development project issued permits and clearance on the local economy, environment and on social services.
- To ensure completion of program or project being implemented through a systematic and progressive assessment based on timetables, cost and benefits to target groups or outcome.

EXPECTED OUTPUTS

- Monitoring system and procedures, and set of indicators for quality of life assessment.
- Monitoring system and procedures for land use changes.
- Project Monitoring Schemes (PMS)

STEPS

1. **Organize/create monitoring review and evaluation (MRE) teams, which are coordinative in nature and consisting of LGU organic personnel and other stakeholders, i.e., multi-sectoral teams; barangay level monitoring teams.**
2. **Develop monitoring systems and procedures and establish indicators and benchmark data and frequency of monitoring activities to serve as guide for monitoring in the following aspects: (Refer to *Annex 12-1 Designing a Project Monitoring System*)**

- 2.1 Quality of Life Assessment using the essential elements of the vision adopted by the city/municipality. This can be done through:
- a. The Vision Reality Gap Analysis described in Step 3, Setting the Vision.
 - b. Use of indicators of well-being consistent with population and development sensitive planning approach. These indicators of abilities (“to be”) or capabilities (“to do”) include, among others, health (to be healthy); nutrition (to be well-nourished); education (to be educated or to be knowledgeable and skilled); fertility (to bear and rear desired number of children); and migration (to travel in search of economic and social opportunities)

*Refer to **Annex 12-2** on Core Indicators for Gender-Responsive Population and Development (POPDEV) Planning at the Local Level*

- 2.2 Land Use Changes, considering land use development clearances and permits issued by the Office of the Zoning Administrator. These are presented in reports of issuances, decision maps and environmental studies conducted for the purpose. Consultations with stakeholders are also conducted to assess community’s reactions on the particular project or land use change.

Decision mapping may be done manually by indicating in the Zoning Map the approximate location of land development projects issued clearances and permits using “mapping pins”. To facilitate interpretation color of pin shall correspond to the color codes for land use categories specified in Step 7: Preparing Land Use Plan. This method will make transparent to stakeholders the real-time monitoring of land use changes. The guide on the use of GIS in monitoring land are provided in the HLURB GIS Cookbook for LGUs.

If a significant number of locational clearances or development permits are non-conforming or inconsistent with the CLUP/ZO, the LGU may decide to revisit the effectiveness/responsiveness of the existing CLUP/ZO.

*A sample guideline prepared by HLURB-RFO 10 for assessing when to revise the CLUP is presented in **Annex 12-3**.*

- 2.3 Project Implementation Monitoring System/Scheme (PMS) is basically a systematic design of monitoring a particular project. It is a systematic, timely, and regular gathering of feedback about the progress of a project in terms of inputs, operations and outputs, and the timely provision of appropriate support or intervention, if need be.

Actual data is compared with the plan to determine whether clearance from funding and support agencies has been sought and whether there are any deviations from the original plan. The cause of deviations, if any, are examined and solutions/persons likely to solve the problem and necessary interpretations are identified. (*Refer to **Annex 12-1**, Designing a Project Monitoring Scheme*)

2.4 Conduct of review and evaluation of action taken and development outcomes to determine relevance, efficiency, effectiveness, impact and sustainability. The intent is to incorporate lessons learnt in the process.

3. Conduct actual monitoring consistent with the developed system and procedures.

3.1 Conduct “comparing sessions”/consultative workshop on indicator of well-being for quality of life assessment.

3.2 Conduct decision mapping sessions/consultations/workshops on impacts of land use changes.

3.3 Conduct project monitoring sessions/consultation/workshop to determine stages of implementation of program/project.

4. Evaluate the results of the monitoring activities.

Evaluation maybe done in two ways:

1. On-going Evaluation - On - going and periodic evaluation is conducted to provide early feedback to project management on the following concerns: policies affecting the project; attainment of sectoral goals and objectives; adequacy of institutional arrangements; and the appropriateness of project design and the level of resources.

One familiar activity is the conduct of mid-program and project evaluation to determine if the assumptions made regarding the project environment and target group are still valid. The review likewise helps determine whether the project should be modified due to environmental constraints. Moreover, the review can ascertain how natural phenomena, local political events, national and international incidents have affected the project (NCRFW, 1993: 31).

2. Post Evaluation - On the other hand, post evaluation involves the systematic and objective assessment of completed development projects. It may be done at the end of the project or sometime thereafter. It analyzes project outcomes and the underlying factors which contribute to the project's success or failure so that it can identify the features that deserve replication in future projects as well as the pitfalls that need to be avoided.

In cities/municipalities with existing Monitoring team/unit or Project Monitoring Committee (PMC), integrate monitoring of CLUP implementation, considering the above stated activities.

5. Submit monitoring, review and evaluation reports, findings and recommendations to the Mayor, SB/SP for consideration and appropriate action.

Findings and recommendations may lead to:

- Revision of strategies or policies provided for in the CLUP and development control/ guidelines in the ZO or at least revision of CLUP.
- Repacking and refocusing of programs and projects, including financial aspects. (Refer to Annex 12-4 - Updating or Revising an Existing CLUP)

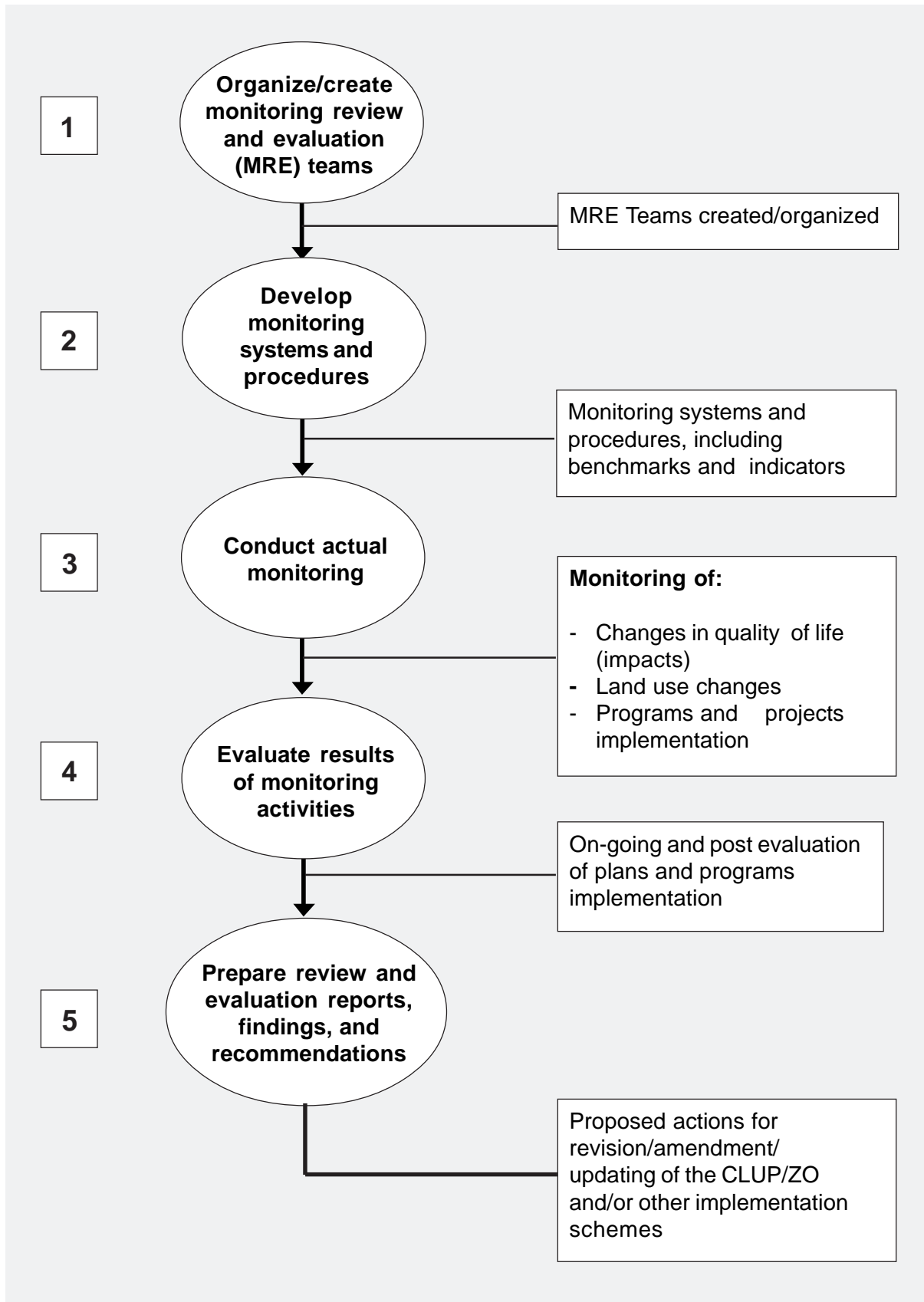
ANNEXES

- Annex 12-1 Designing a Project Monitoring Scheme
- Annex 12-2 Core Indicators for Gender-Responsive Population and Development (POPDEV) Planning at the Local Level
- Annex 12-3 Guidelines on the evaluation of CLUP/ZO for Re-planning Purposes
- Annex 12-4 Updating or Revising an Existing CLUP

FURTHER READING

Gender Responsive Population and Development Planning Guide
Planning Strategically

Flow Chart for Plan Monitoring and Evaluation



Annex 12-1

DESIGNING A PROJECT MONITORING SCHEME

The Project Monitoring Scheme (PMS) is basically a systematic design of monitoring a particular project. If properly designed, it serves as a useful tool to systematize the task of monitoring. It is input-based, activity-related and output oriented.

Steps in Designing and Implementing PMS:

Step 1 Develop the Monitoring Objectives

A PMS should specify the purpose for undertaking monitoring. A set of objective statements, which include checking of explicit consideration of population factors/issues and tracking gender-differentiated progress of projects for target beneficiaries, should be formulated vis-à-vis identified project performance targets.

Step 2 Developing a Monitoring Plan

The monitoring plan embodies the project outputs, critical activities and project inputs (data on these can be gathered from various project documents), monitoring points, and the plans and schedule for gathering and analyzing of information.

Step 3 Gather Information

Actual monitoring starts with the collection of information regarding the conduct of the project. Depending on the kind of information needed, technical person assigned in the monitoring then selects the best monitoring strategies to employ to achieve this end.

Step 4 Analyzing Information

Analyzing information for monitoring purposes generally involves comparing the actual performance/ accomplishments (dates, activities, outputs) with the intended or planned; and then finding the reasons for and correcting, any discrepancies - whether the deviations are reasonable and beneficial or unjustified and harmful to the project.

Step 5 Provide Support Intervention

When gathering and analyzing information about a project, one may come across many ideas on how to improve the conduct of the project, or how to correct certain deficiencies. There may be several alternatives for improving the project. One of the tasks in project monitoring is to discuss the alternatives with the implementer and decide what plan of action would be best for the interest of the project.

- There should be a list of options for interventions. Resources needed are determined for each option.
- For urgent cases, one may directly suggest corrective measures
- Legal measures are a last resort and sought only when other options failed
- Monitoring should end with report writing, summarizing the findings and recommendations.

Annex 12-2
CORE INDICATORS FOR GENDER-RESPONSIVE
POPULATION AND DEVELOPMENT (POPDEV) PLANNING AT THE LOCAL LEVEL

INDICATOR	DEFINITION	LEVEL OF DESEGREGATION	FREQUENCY	LATEST AVAILABLE DATA	SOURCE OF BASIC DATA
Population Processes 1. Crude Birth Rate	The number of live births per 1,000 population during a given period	national, regional, provincial, municipal, city, national, regional, provincial	Annual After every census year	1997 1995-2005	1) Vital Statistics Report, National Statistics Office (NSO) 2) Population Projections, NSO
2. Crude Death Rate	<i>The number of deaths per 1,000 population during a given period</i>	national, regional, provincial, municipal, city national, regional, provincial	Annual After every census year	1997 1995-2005	1) Vital Statistics Report, NSO 2) Population Projections, NSO
3. Total Fertility Rate	<i>The average number of children that would be born alive to a woman during her lifetime if she were to pass through her child-bearing years conforming to the age-specific fertility rates of a given year</i>	national, regional, provincial national, regional, provincial	Annual After every census year	1997 1995-2020	1) Vital Statistics Report, NSO 2) Population Projections, NSO
4. Maternal Mortality Rate	<i>The number of deaths among women 15-49 years old from pregnancy-related causes per 100,000 live births in a given period</i>	national, regional, provincial	Every 5 years	1997 1990-1995	1) Vital Statistics Report, NSO 2) Technical Working Group - Maternal and Child Mortality, NSO
Population Outcomes 5. Annual Population Growth Rate	<i>The pace at which the population is increasing (or decreasing) during a given period on a yearly basis expressed as a percentage of the basic population</i>	national, regional provincial, city, municipality	Every 10 years	2000	Census of Population and Housing (CPH), NSO

INDICATOR	DEFINITION	LEVEL OF DESEGREGATION	FREQUENCY	LATEST AVAILABLE DATA	SOURCE OF BASIC DATA
6. Percentage of Population by Five-Year Age Group and by Sex	<i>Percentage distribution of the population classified by 5-year age group and by sex</i>	National, regional provincial, city, municipality	Every 10 years	2000	CPH, NSO
Development Processes 7. Percentage Distribution of Local Government Expenditures by Specific Activities	<i>Percentage Distribution of Local Government Expenditures by Specific Activities such as: 1) social improvement; 2) adjudication; 3) protective services; 4) general administration; 5) government finance; 6) equipment; 7) economic development; 8) real property; 9) inter government aids, loans/ advance/ transfers; and 10) others</i>	Regional, provincial, city, municipality	Annual	2001	Bureau of Local Government Finance
8. Labor Force Participation Rate by Sex	<i>Percent of population 15 years old and over who are either employed or unemployed but looking for work in relation to the total population</i>	National, regional provincial, key cities	Quarterly	October-00	Integrated Survey of Households Bulletin, Labor Force Survey, NSO
9. Length of Local Government Roads by surface Type	<i>The length of local government roads (in kilometers) by surface type such as: earth, gravel, asphalt and concrete</i>	National, regional, provincial, city - municipality	Annual	2001	DPWH
10. Elementary and Secondary Cohort Survival Rates	<i>The number of total enrollees in the beginning grade/ year who reached</i>	National, regional provincial, city - municipality	Annual	SY 2000 - 2001	DECS Statistical Bulletin and/or Basic Education Statistics

INDICATOR	DEFINITION	LEVEL OF DESEGRAGATION	FREQUENCY	LATEST AVAILABLE DATA	SOURCE OF BASIC DATA
	<i>the final grade/year at the end of the required number of years of study expressed as a percentage of enrollees in the beginning grade/year.</i>				
11. Doctor-Population Ratio	<i>The number of population per doctor in a population</i>	National, regional, provincial, city – municipality	Annual	1996	Philippine Health Statistics, (PHS), DOH
12. Hospital Bed-Population Ratio	<i>The number of population per hospital bed</i>	National, regional, provincial, city	Annual	1996	PHS, DOH
13. Percent of births attended by Health Personnel	<i>The number of births attended by health personnel expressed as a percentage of the total number of births in a given period</i>	National, regional, provincial, city	Annual	1997	1) Vital Statistics Report 2) PHS, DOH
14. Contraceptive Prevalence Rate	<i>The percentage of women currently using a family planning method among currently married women in the reproductive ages (15-49)</i>	National, regional	Every 5 years	1998	National Demographic and Health Survey, (NDHS), NSO
15. Percentage Distribution of Households by Type of Housing Unit Occupied	<i>The number of households by type of unit occupied which include: 1) single house; 2) duplex; 3) apartment/ accessoria/ condominium; 4) improvised barong-barong; 5) commercial/ industrial/ agricultural/etc.; and</i>	National, regional, provincial, city, municipality	Annual	2000	CPH, NSO

INDICATOR	DEFINITION	LEVEL OF DESEGREGATION	FREQUENCY	LATEST AVAILABLE DATA	SOURCE OF BASIC DATA
	6) <i>other housing units, expressed as a percentage of the total number of households</i>				
16. Percentage Distribution of Households by Main Source of Water Supply	<i>The number of households by main source of water supply which include: 1) tap (inside house); 2) public well; and 3) private deep well, expressed as a percentage of the total number of households</i>	National, provincial, city, municipality	Every 10 years	2000	CPH, NSO
17. Percentage Distribution of Households by Type of Toilet Facilities Being Used	<i>The number of households by type of toilet facilities used which include: 1) water-sealed, sewer/septic tank, used exclusively by the household; 2) water-sealed, sewer/septic tank, shared with other households; 3) water-sealed, other depository, used exclusively by the households; 4) water-sealed, other depository, shared with other households; 5) close pit; 6) open pit; and 7) others, expressed as a percentage of the total number of households</i>	National, regional, provincial, city, municipality	Every 10 years	2000	CPH, NSO

INDICATOR	DEFINITION	LEVEL OF DESEGREGATION	FREQUENCY	LATEST AVAILABLE DATA	SOURCE OF BASIC DATA
18. Percentage Distribution of Households by Type of Garbage Disposal	<i>The number of households by type of garbage disposal which include: 1) pick by garbage truck; 2) burning; 3) composting; and 4) burying, expressed as a percentage of the total number of households</i>	National, provincial, city, municipality	Every 10 years	2000	CPH, NSO
19. Crime Rate by Type	<i>Number of crimes reported per 100,000 population by type</i>	National, regional, provincial, city, municipality	Annual	2001	Philippine National Police
20. Percentage Distribution of DSWD Clienteles Served by Type and by Sex	<i>The number of DSWD clientele served by type which include: 1) household heads and other needy adults; 2) socially-disadvantaged women; 3) children in difficult situations; 4) victims of calamities and social disorganization; and 5) disabled persons, expressed as a percentage of the total number of clientele and classified by sex</i>	National, regional, provincial	Annual	2001	Department of Social Welfare and Development
Development Outcomes 21. Unemployment Rate, Total and by Sex	<i>Total number of unemployed persons expressed as a percent of the total number of persons in the labor force, total or by sex</i>	National, regional, provincial, key cities	Quarterly	October-00	Integrated Survey of Households Bulletin, Labor Force Survey, NSO

INDICATOR	DEFINITION	LEVEL OF DESEGREGATION	FREQUENCY	LATEST AVAILABLE DATA	SOURCE OF BASIC DATA
22. Average Family Income	<i>Refers to the total family income received in cash or in kind realized by all families in the area divided by the total number of families in the same area</i>	National, regional, provincial, key cities	Every 3 years	2000	Family Income and Expenditure Survey, NSO
23. Literacy Rate by Sex	<i>The percentage of the population who can read and write a simple message in any language or dialect classified by sex</i>	National, regional, provincial	Every 10 years Every 5 years	2000 1994	1) CPH, NSO 2) Functional Literacy, Education and Mass Media Survey, NSO
24. Percentage of Malnourished 7-10 Years Old Children	<i>The number of 7-10 year old children who are moderately and severely underweight expressed as a percentage of total population of children 7-10 years old</i>	National, regional, provincial, key cities	Every 5 years	1996	Updating of the Nutritional Status of Filipino Children at the Provincial Level, FNRI
25. Percentage of Infants with Low Birth Weight	<i>The number of Infants with birth weight of less than 2.5 kilograms expressed as a percentage of the total number of infants</i>	National, regional, provincial, city	Annual	1997	Vital Statistics Report, NSO
26. Morbidity Rates by Leading Causes	<i>The number of reported illnesses from a specific leading cause expressed as a percentage of the total number of illnesses from all causes</i>	National, regional, provincial, city	Annual	1996	PHS, DOH
27. Elementary and Secondary Completion Rates by Sex	<i>Completion rate refers to the percentage of first year (female/male) entrants in the cycle of education surviving to the end</i>	National, regional, private and public	Annual	2003	BEIS, DepEd

INDICATOR	DEFINITION	LEVEL OF DESEGRAGATION	FREQUENCY	LATEST AVAILABLE DATA	SOURCE OF BASIC DATA
	<i>of the cycle. The term is used interchangeably with survival rate and retention rate</i>				
28. Employment rate by sex, age group and highest grade completed	<i>Ratio (in percent) of the total number of women/men in labor force</i>	National, regional	Quarterly	2004	LFS, NSO
29. Nutritional status of pregnant women/ incidence of Malnutrition	<i>The condition of the body resulting from the intake, absorption and utilization of food and from factors of pathological significance</i>	National, regional	Every 5 years	2003	FNRI
30. Mortality by leading causes, age and sex	<i>Death ratios. Shows the numerical relationship between deaths from a cause and from the total number of deaths from all causes in all ages taken together</i>	National, regional, provincial	Annual	2004	Vital Statistics Report, NSO
31. Morbidity by leading causes, age and sex	<i>Morbidity is any departure, subjective or objective from a stage of physiological well-being</i>	National, regional	Annual	2001	FHSIS, DOH
32. Percent of women candidates and share in local elective positions	<i>The number of women candidates over the total number of candidates</i>	National, regional, provincial, municipality	Every election year	2004	COMELEC
33. Percent of women in managerial, supervisory and technical positions	<i>Number of women in managerial, supervisory and technical positions over the total number of women in managerial, supervisory and technical positions</i>	National, regional, provincial, municipality	Quarterly	2004	CPH, LFS, NSO

INDICATOR	DEFINITION	LEVEL OF DESEGREGATION	FREQUENCY	LATEST AVAILABLE DATA	SOURCE OF BASIC DATA
34. Percent of male/female headed households by civil status	<i>Number of male/female headed households by civil status over the total number of households</i>	National, regional	Annual	2003	CPH, NSO, FIES, APIS
35. Leadership/membership in labor unions, cooperatives and peasant organizations by sex	<i>Distribution of leadership/membership in labor unions, cooperatives and peasant organizations in labor unions by sex</i>	National	Annual	2003	BITS-BLES

Annex 12-3
GUIDELINES ON THE EVALUATION OF CLUP/ZO FOR REPLANNING PURPOSES
(REF: HLURB REGION X)

I. OBJECTIVES:

To provide bases in recommending decisions as to whether an area/locality needs to replan, update and/or amend their CLUP/ZO.

1. To identify areas for re-planning/updating.
2. To provide systems and procedures on the assessment/evaluation of the implementation of the approved CLUP/ZO.
3. To ensure the integration of solutions on issues/problems identified in the course of implementing the CLUP/ZO.

II. TOOLS FOR EVALUATION/ASSESSMENT

- DZA report on applications for Certificate of Zoning Compliance (CZC), Exception, Variance, CNC (Certificate of Non-Conformance, where applicable)
- Decisions of the Regional Officers (ROs) on Locational Clearance (LC) applications (before the devolution of the LC issuance function to the LGU)
- Decisions of Zoning Administrator/Zoning Officer/Enforcement Officer (Upon the devolution of HLURB function)
- Decisions of the SP/SB on subdivisions, including subdivisions 9 lots and below, farmlot, memorial parks and Socialized Housing Project counterpart.
- Decisions on violations of the ZO

III. PARAMETERS

- Nature and number of CZCs issued
- Nature and number of Variances, Exceptions, CNCs issued
- Amount of change and rate of increase
- Nature and number of structures without CZCs
- Nature and number of subdivision projects (9 lots and below, farmlot, SHP and memorial parks)

IV. PROJECT INVENTORY

- Location of projects with CZCs/LCs
- Location of subdivision projects with DPs
- Projects in the LDIP, whether implemented or not
- Other projects not in the LDIP but implemented
- Revisit VISION, development thrusts not only of the city/municipality but also that of the province, region and nation as a whole, (the in-thing, the buzz-word for the season, e.g., Countryside Agricultural Development, Newly Industrialized Country, Sustainable Development, Gender Sensitivity, etc.)
- Interview with Local Government Officials, NGOs, POs, Civil Society
- Actual development in the city/municipality as against the proposals in the development plan

- All revisions/rezoning found to be too harsh for implementation
- All projects implemented as against projects programmed for implementation

V. PROCEDURAL GUIDELINES

- Check the completeness of the CLUP
- Determine the degree and/or extent by which the CLUP and ZO have been implemented/enforced
 - Prepare inventory of projects
 - Conduct field investigations
 - Conduct interviews with public and private sectors/officials

VI. REVIEW QUESTIONNAIRE

- Do the CLUP and ZO contain substantial elements as indicated in the CLUP/ZO guidelines?
- Has the CLUP/ZO been fully implemented/enforced by the locality?
- Are the proposed programs and projects indicated in the plan being implemented in the identified locations and in the timeframes as scheduled/ programmed?
- Are those the priority projects of the city?
- Are the intended clientele benefited by the projects?
- Are there other projects implemented which are not included in the CLUP?
- If yes, do these projects support the development need of the city?
- Is the actual development of the city still within the conceptual framework of the CLUP/ ZO (How much of non-urban areas have been converted to urban uses, % of non-urban to total urban area)
- Is the overspill due to lack of available space in non-urban areas?
- Are there deviations between the actual development and the proposed land use/ZO? If yes, identify the specific areas where there are deviations and the development projects (classification and location) taking place.

Deviation from proposed land use/ZO are considered significant when:

- The number of non-conforming applications/projects for specific classification granted within the zone is 50% and above of the total number of applications within the city.
- The land area covered by identified non-conforming project classification is 50% and above of the area of the given zone.
- The programs and projects identified in the LDIP are not implemented by at least 20%.
- Do the goals and objectives, and projections of the plan still support the current development trend? If no, elaborate.
- Has the local government met difficulties/setbacks in the implementation of the CLUP/ZO? If yes, specify and discuss.

VII. RE-PLAN

- Current developments in terms of urbanization has overtaken the projections indicated in the CLUP.
- CLUP/ZO has been outdated by the LGU's emerging functional role, goals and objectives, and requirements brought about by current developments.

VIII. RE-ZONE/UPDATE

- Development is still within the confines of the plan, but certain proposed zones have been developed into other uses.
- Development has reached the limit of the plan within the immediate period, thus, the need to update projections, requirements and land use proposal, etc.
- If the approved plan has not been enforced, it should be updated to keep abreast with current developments.

IX. STATUS QUO

- If at least ten (10) out of the fourteen (14) questions in the questionnaire for review have been answered “yes”
- If the plan and actual developments are at par.

**Annex 12-4
 UPDATING OR REVISING AN EXISTING CLUP**

