

PART II – PREPARING THE COMPREHENSIVE DEVELOPMENT PLAN

CHAPTER 4 – SETTING SECTORAL GOALS, OBJECTIVES AND TARGETS

Goal formulation or the process of determining what the people want their city or municipality to become is often considered the most important step in the planning process. A badly conceived goal cannot lead to a good plan. Worse, without goals, any move that people make is at best only an aimless rambling, a directionless locomotion.

2.1 What are goals?

Goals are the translation of an organization's vision into more concrete and measurable terms. They are simply clearer statements of visions that specify the actual accomplishments that need to be achieved if the vision is to become a reality. They are the end toward which design or action tends.

2.2 What are sectoral goals?

Sectoral goals are the desired end – results that are the same, or derived from, the particular element of the vision statement that pertains to a specific sector. Such consistency is necessary to ensure that every policy and action (programs, projects, activities, legislative and other regulatory measures) formulated in the CDP will contribute to the realization of the vision.

IF YOU KNOW WHERE YOU'RE GOING, YOU WOULD KNOW HOPE BEST TO GET THERE,
AND HOW NEAR OF FAR YOU ARE TO THAT DESTINATION AT ANY POINT IN TIME

2.3 What is the importance of goals in planning?

Goals serve at least three (3) purposes in the planning process:

1. As **an end** toward which all future actions specified in the plan are directed.
2. As a set of **criteria** for evaluating alternative strategies and approaches
3. As a **standard** against which the success or failure of each action is measured.

2.4 What are the sources of development goals?

1. *Universal concept of Public Interest* - This is a broad concept that can be broken down into smaller components such as the following:
 - a. Public health and safety – This can be promoted in at least two ways in the plan:
 - i. Regulations, or prevention of conditions injurious or hazardous to the physical well – being of the community;
 - ii. Developmental measures or provision of services and facilities for the promotion of improved health and safety by planning for and building them into the physical environment.
 - b. Convenience – This is a function of the circulatory system, i.e. the proper positional arrangements and relationships between and among different land uses, and varying intensities of land development so that the movement of goods and people that they generate and attract is on the whole, efficient.

- c. Economy – This is related to convenience in the sense that while convenience pertains to physical ease of movements, economy translates physical ease to efficiency or the least costly way of carrying out one’s activities.
- d. Environmental amenity – This pertains to the pleasantness of the environment as a place in which to live, work and to spend one’s leisure time. It refers to the perceptual aspects of the surroundings, their aesthetic appeal to the eye and the other senses.
2. *The General Welfare Goals* – Section 16 of the Local Government Code (RA 7160) mandates LGUs to promote the general welfare, which it defines in a manner that represents an expanded version of the public interest.

Box 8	
GENERAL WELFARE GOALS (Section 16, RA 7160)	
1.	Preservation and enrichment of culture
2.	Promotion of health and safety
3.	Enhancement of the right of the people to a balanced ecology
4.	encouraging and supporting the development of appropriate and self – reliant scientific and technological capabilities
5.	Improvement of public morals
6.	Enhancement of economic prosperity and social justice
7.	Promotion of full employment
8.	Maintenance of peace and order
9.	Preservation of comfort and convenience

There is, however, no direct fit between the nine (9) general welfare goals and the five development sectors. Success indicators for each general welfare goal can be the concern of more than one development sector.

For example:

For General Welfare Goal No. 4 – “*Encouragement and support of appropriate self – reliant technology*”, the success indicators identified can be distributed to the different development sectors as shown in Table 16:

Table 16 - Sample of Finding the Development Sector for Success Indicators

Success Indicators	Development Sector
a. Technical / vocational schools established	Economic Support Infrastructure
b. Complete coverage /adequate supply of electric power	Infrastructure – Urban Utilities
c. Technology research and dissemination program for the use of indigenous resources and the reuse of recovered waste materials consistently pursued.	Economic and social sectors
d. Research and development programs for new products and processes	Economic Development
e. Indigenous property rights protected	Social Development
f. Native ingenuity recognized	Social Development
g. Regulated use of biotechnology	Environmental Sector
h. Linkages between academe and industry established	Economic Sector

General Welfare Goals Most Relevant to the Social Sector:

- a. preservation and enrichment of culture,
- b. promotion of health and safety, and
- c. maintenance of peace and order.

General Welfare Goals Most Relevant to the Economic Sector:

- a. encourage and support the development of appropriate and self-reliant scientific and technological capabilities,
- b. enhance economic prosperity, and
- c. promote full employment among the local residents.

General Welfare Goal Most Relevant to the Environment Sector:

- a. enhance the people's right to a balanced ecology.

General Welfare Goal Most Relevant to the Land Use/ Infrastructure Sector, include but not limited to:

- a. Enhancement of economic prosperity
- b. Promotion of health and safety
- c. Preservation of comfort and convenience among the residents

3. *Regional Physical Framework Plans (RFPF)* – These are another source of long – term goals. The general goal of each RFPF is to “achieve such a spatial arrangement and location of land use activities that would:
- a. effect rational distribution of the population;
 - b. guarantee access by the population to basic services;
 - c. ensure optimum sustainable utilization of resources, and
 - d. protect the integrity of the environment.”

These are very general and timeless goals that probably are acceptable to the widest spectrum of society. But they should be restated in terms more appropriate to the local area.

4. *National Policies* - The following NFPP goals or vision and principles may be adopted by local areas but they must be rephrased to reflect the conditions and circumstances at local levels.
- a. NFPP (2001 – 2030) Vision: National development anchored on sustainable development and growth with social equity.
 - b. NFPP Principles

- i. Food security. Provision of sufficient and affordable food products to all Filipinos through local production and/or importation.
- ii. Environmental stability or ecological integrity. Observance of appropriate standards in natural resource management and balancing the demands of production with the need for preservation of ecosystems.
- iii. Rational urban development. Encouraging the sustainable growth of cities and large towns and complementing the growth of rural areas by adopting alternative urban development approaches.
- iv. Spatial integration. Linking consumption and production areas to achieve physical and economic integration through appropriate infrastructure systems.
- v. Equitable access to physical and natural resources. Providing just distribution of, and equal access to opportunities by all Filipinos in the use and acquisition of land and other resources.
- vi. Public-private sector partnership. Encouraging shared responsibility between government and the private sector in the development and management of the country's physical resources.
- vii. People empowerment. Establishing pragmatic, appropriate, flexible and dynamic structures or mechanisms that involve the participation of key stakeholders.
- viii. Recognition of the rights of indigenous people. Ensuring the indigenous people's rights to develop, control and use lands within their ancestral domain.
- ix. Market orientation. Adopting the interplay of market forces within the framework of ecological and intergenerational factors as a basic parameter in the allocation or use of land and physical resources.

5. *Local Communities* – The ultimate source of development goals for local communities should be the local residents themselves. These goals are derived by means of participatory processes. Although the final form in which these goals will be stated is for planners to determine, planners should be careful not to substitute their own values and perceptions for those articulated by the people

2.5 *When are goals formulated?*

For all intents and purposes the formulation of sectoral goals starts with the visioning workshop where the different groups (corresponding to the development sectors) generated *descriptors* for their assigned vision element and *success indicators* for each descriptor generated

2.6 *How are goals formulated?*

There are various approaches to goal formulation:

- a. The planner's or the technocrat's goal technically derived proceeds from a thorough analysis of the problems and issues using the following formula:

Problem = Goal + Impediments to achieve the Goal

Therefore: Goal = Problem – Impediments

This approach to goal formulation is often branded as “table planning”. In application, it is similar to the practice of deciding to produce a certain product on the basis of solely market trends and forecasts, without considering consumer taste and preferences.

b. Another form of technocrat’s goal follows the dictum that a “Goal is the inverse of a problem”. It uses the following formula:

$$\text{GOAL} = \frac{1}{\text{Problem}}$$

Looking back to the vision – reality gap, treat the gaps as problems. Then, invert or negate the problems to become goals as illustrated in Figure 14.

Figure 14 – Sample Problem Tree Transformed into Policy Tree

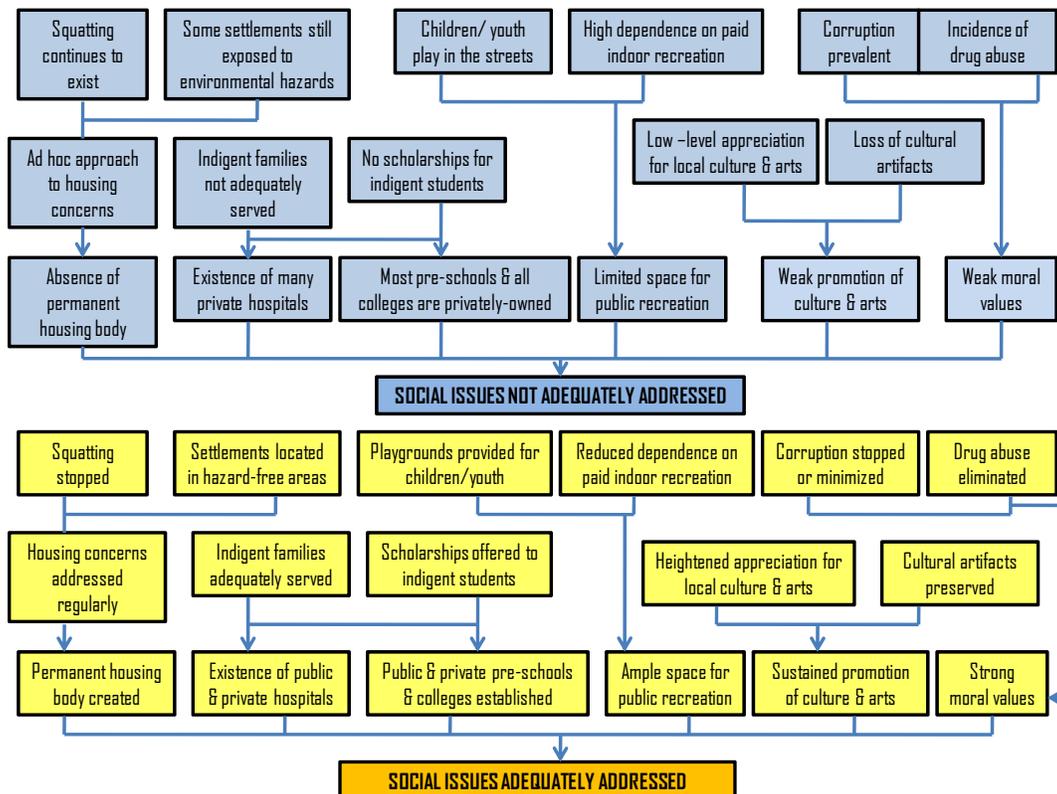
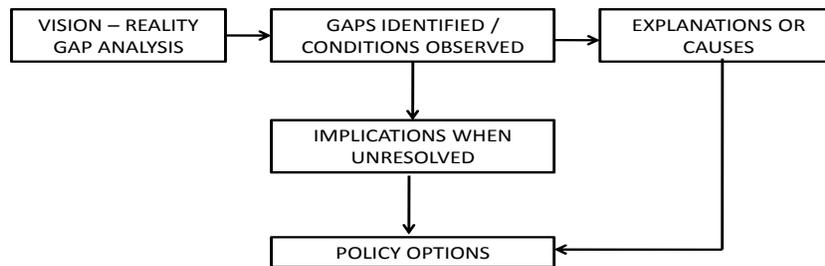
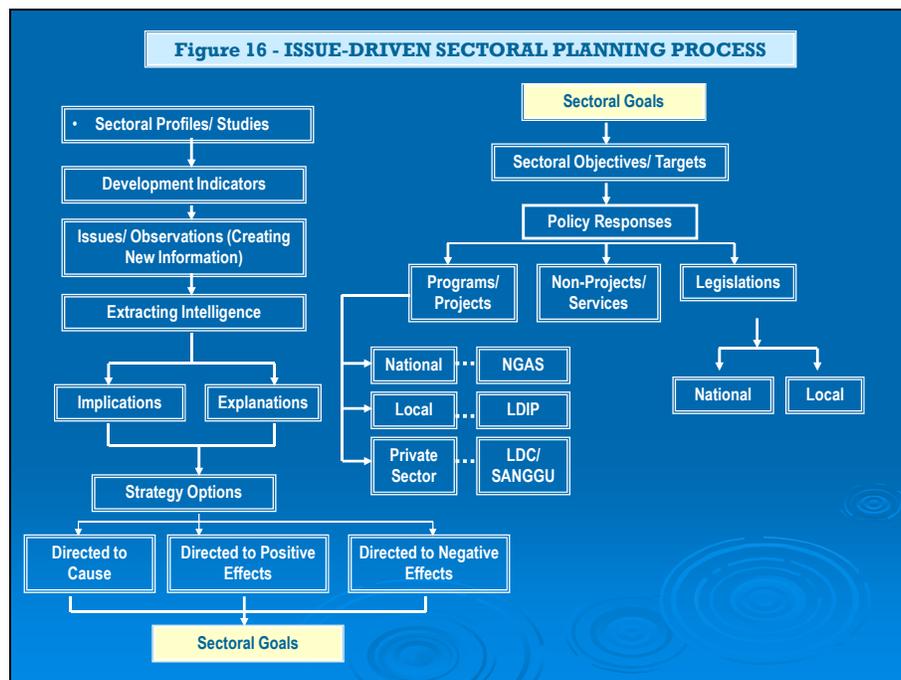


Figure 15
GAPS TO GOALS: LOGICAL FRAMEWORK



- c. Goal formulation may also be undertaken using the long method, where the Issue-Driven Planning Process (Figure 16) is used as a framework following these steps:
- i. Determine the vision-reality gap. Consider the gaps as issues or “observed conditions”
 - ii. “Extract” intelligence
 - iii. Formulate policy options
 - iv. State policy options in the form of goal statements



2.7 What is the vision – reality gap?

The vision-reality gap is the “space” or “distance” between the desired state of the area by sector, and the current situation of the sector/s. Once you know exactly where and what the gaps are, you can identify the necessary actions to close the gap. Gap analysis gives policy makers in the LGU the information they need to make better informed decisions when identifying priority areas for intervention.

2.8 How is a vision – reality gap determined?

A vision – reality gap is determined by conducting a **vision – reality gap analysis**. This type of analysis shows:

- a. how large the difference is between the vision or ideal state of the LGU and the existing situation; or
- b. how near the current situation in the city or municipality is to the vision as defined by the constituents and the LGU.

It takes off from the results of the visioning exercise and the data generated in the ecological profile and the Local Development Indicators.

The vision – reality gap may be expressed qualitatively or quantitatively. Ratings, as shown in the Current Reality Rating Scale (Table 17) can be assigned to describe the degree of attainment or non-attainment of a particular vision element vis-à-vis the success indicators assigned to each descriptor by vision element.

Table 17 - Current Reality Rating Scale	
Rating	Interpretation
0	Absolutely nothing has been done about the goal
1	Something is already being done to achieve the goal but the level of attainment is still on the low side
2	
3	
4	
5	The goal is half accomplished
6	Goal is more than half-fulfilled but still short of full attainment
7	
8	
9	
10	The goal is completely attained
N	No data available

From the vision descriptors and success indicators identified in the visioning exercise, ratings can be assigned to describe the degree of attainment or non-attainment of a particular vision element

For example:

VISION ELEMENT	DESCRIPTORS	SUCCESS INDICATORS
Local Governance	Decent	<ul style="list-style-type: none"> • Competent and professional local officials and personnel • Effective and efficient bureaucracy • Morally upright government workers

If sectoral studies on the Institutional Sector show that there is an inequitable distribution of LGU manpower because some offices are overstaffed while others are understaffed; and that graft and corrupt practices are still prevalent, a rating of “1” may be given for the success indicator “*Competent and professional local officials and personnel*”. It shows that the vision – reality gap is that wide – 9 points in a 10 – point scale. This means that very little, if at all, has been achieved of the vision of a decent local bureaucracy.

Table 18 - SAMPLE MATRIX: VISION-REALITY GAP ANALYSIS

A. Social Goals

Descriptor	Success Indicator	Rating	Interpretation
Healthy	Child mortality rate	0	Child mortality rate is increasing during a six year period
	Maternal mortality rate	5	50% reduction in maternal mortality rate

B. Economic Goals

Descriptor	Success Indicator	Rating	Interpretation
Vibrant economy	Number of new investments	8	New investments have more than doubled

Another way of determining the gap is to deduct the current rating from the desired rating. For example, the LGU envisions a 100% reduction in malnutrition rate. If the current situation shows that the malnutrition rate is, say, 40%, then the LGU still has to exert more efforts to totally wipe out malnutrition.

2.9 How can other stakeholders participate in the goal formulation process?

There are various ways of eliciting people participation in the goal formulation process. Each has its positive and negative points as shown in the table below:

Table 19 - Advantages and Disadvantages of Methodologies for Participatory Goal Formulation Process

METHODOLOGY	ADVANTAGE	DISADVANTAGE
Household survey	Can reach people directly	Requires more manpower and logistics to undertake; can elicit narrow and parochial concerns from respondents.
Barangay consultations	More efficient because they involve only representatives of people and sectoral groups; few contiguous barangays can be batched together; allow participants to join in discussions of issues	Can elicit narrow and parochial concerns from participants
Seminar - workshops	More systematic and purposive; more selective in terms of participation; have better quality of outputs	Lack of direct participation of the community

2.10 What are objectives and targets?

Objectives and Targets are more specific statements of a short or medium-range desired outcome or result. They are definite about the point to be reached or target to be achieved given the constraints of resources and time.

Objectives and targets should be **s**pecific, **m**easurable, **a**ttainable, **r**ealistic, and **t**ime-bound (S-M-A-R-T).

For example:

For the goal, “*To develop a competent and professional LGU officialdom and personnel as shown by an effective and efficient bureaucracy and morally upright government workers..*”, perhaps what can be done in the next 3 years is limited to reforming the bureaucracy to increase its effectiveness and efficiency. In addition, recruitment of new staff may be improved. The goal of having morally upright elective officials however, cannot be achieved in 3 years because it entails not only electoral reforms but also social and moral reforms among the electorate.

Using the illustration above, some of the examples of objectives/targets are listed below:

1. To conduct an organizational and management review of the entire local government bureaucracy during the first year of the current administration.
2. To restructure the organization of key offices on the last quarter of the first year based on the findings of the O&M study.
3. To improve the recruitment policy to put emphasis on the moral uprightness of potential appointees during the first quarter of the second year.
4. To conduct moral recovery seminars among LGU employees at least once every quarter.

The sectoral objectives and targets, when properly formulated will themselves suggest the appropriate programs and projects needed to carry them out.

2.10 What is the function of Community – Based Monitoring System (CBMS) in goal and objective setting?

The analysis of CBMS results makes way for the identification of goals that are more aligned with the general welfare provisions of the LGC, setting of more focused objectives and sector-specific and spatially oriented targets.

2.11 What is the function of Local Governance Performance Monitoring System (LGPMS) in goal and objective setting?

The LGPMS contains 107 indicators that correspond to the performance and service areas. Classified into *input*, *output* and *outcome* indicators, they can serve as convenient and practical ways of measuring the desired results based on the goals and objectives set. The annual “movements” of these indicators can serve as an objective basis for setting or adjusting annual targets to make them responsive and realistic. The “rating schemes” under this system can also be used as a reference for defining goals, objectives and setting targets. These are quite useful as it sets definitive quantitative and qualitative parameters that relate to certain national standards, thereby helping make targets more meaningful and relevant.

For example, the LGU may have pinpointed “poor infant and child health conditions” as one of the priority issues/problems to be addressed in its CDP. Thus, one of the CDP objectives under the Social Development sector would probably be “*Improvement of infant and child health conditions.*” If the particular manifestations of the problem situation include, for instance, high infant mortality rate, high malnutrition rate among 0-5 age group, and low child immunization rate, the targets for the objective would relate to these specific concerns.

2.12 What other tool can be used in the development of goals and objectives?

A specific tool that can be used in the development of goals and objectives is the objectives analysis. **Objectives analysis** is a tool in which the hierarchy of problems is transformed into a hierarchy of objectives. It utilizes a diagram called objectives tree that identifies means-ends relationships between and among the objectives. The objectives tree describes the scenario after solving the problems. (See sample in Figure ____)

Figure ____ Sample Objective Tree of Deteriorating Forest Condition

