

第6章 教訓と提言

6-1 教訓

(1) 住民のニーズに対応するためのメゾレベルへのアプローチの有効性

フィリピンの地方分権化推進のために本プロジェクトで実践した地方自治体(州レベル)を直接の実施機関としたアプローチ(メゾレベルへのアプローチ)は、持続可能な開発を実践するために有効であった。本プロジェクトは、州政府を直接の C/P とする初めての試みであったが、州と町の連携促進、そのほか関係者や関係機関とのネットワークやパートナーシップ関係の構築を図り、結果として地域の人的・物的開発資源を有効に「発見」及び活用し、人々のエンパワーメントにもつながる持続性のある開発メカニズムの枠組みを構築することができた。これには州、町をはじめとした地方自治体の果たした役割が非常に大きい。

(2) 中央からの分権を実質的なものにする「地方開発メカニズム」

地域資源を有効に活用した開発のノウハウがない地方政府の開発能力向上を図るうえで、州や町自治体等のメゾレベルを中心とした地方開発メカニズムの構築は、マクロレベル(中央政府)で制定した地方分権法を実質的なものとするために非常に効果的であった。

(3) 町やコミュニティーの行動原理を変えた「地方開発メカニズム」

地方開発メカニズムの構築を通して、町やコミュニティーレベルの行政組織がこれまでのような受身の姿勢ではなく、地域情報の収集と発信、予算の確保、組織的人的ネットワークの構築、身近な開発資源を「発見」したり活用したりすることなどの重要性を認識し、それが自発的かつ責任をもって考え、実行するという行動変容につながったことの意義は大きい。

(4) Learning by doing: 実践による学習効果と能力向上

本プロジェクトでは実際に67案件もの事業を実践し、またそのプロセスにおいては C/P や町行政開発担当官が実際にフィールドに赴き、「自ら何をしたいか、何ができるか」を考えることから始めている。プロジェクト開始当初は計画どおりに事業が進まないなどの問題があったが、結果として手法が確実に学習され定着するためには、そのようなプロセスが C/P らの開発能力の向上、地方開発メカニズムの構築に大きく貢献したものと考えられる。最初にマニュアルや完成された概念を先方政府に一方的に「教える」のではなく、事業を実践しながらメカニズムの概念をともに確認し合うことが重要である。

(5) 段階的オーナーシップの醸成: C/P イニシアティブへ

プロジェクト開始当初は C/P の開発調整能力が高くなかったため、専門家が中心となって事業形成を行ってきたが、20町を3フェーズに分けることで、徐々にイニシアティブを C/P に移譲し、第3フェーズでは C/P だけで町に対するコンサルティング等の調整を行うに至っている。こうして C/P のオーナーシップは向上し、地方開発メカニズムの継続性の確保にも貢献することにもつながり、有効な

アプローチであったといえる。

(6) 多様な地域開発手法の開発と共有化

本プロジェクトが州・町行政、コミュニティとともに実践した地域開発事業のなかで、開発資源の有効活用、持続性の確保、普及促進等の点において様々な有効な開発手法が開発・実践された。このような多様な具体的な開発手法は、類似案件においても活用できるものと思われる。またそれらの総合的な情報は、今後ナレッジ・マネジメント・バンク(KMB)のなかで記録・更新され、一般に共有できるようになっている。これらの情報の共有化及び開示は、地方政府の結果責任(アカウントビリティ)を高めることに大きく貢献し、更なる地方分権化及び地域からの民主化を進めることにつながると思われる。

例:リボルビング・ファンドの導入(家畜・野菜活用)、ローカル技術の活用、町連携事業(村落道路整備、研修センター)、農民から農民への普及(傾斜地農業)等(第4章参照)

(7) 既存組織内でのプロジェクト体制の確立

他ドナー等のプロジェクトでは事業実施のためにプロジェクト・マネージメント・オフィス(PMO)を行政機関とは別の組織として設置し、外部からの人材で構成することがあるが、本プロジェクトにおいてはPMOのC/Pをすべて州政府企画開発局(PPDO)の職員のみで構成し、プロジェクトオフィスも地方政府のなかに設置した。これは地方行政の能力向上、プロジェクト成果の持続性を確保するうえで重要だった。また、今後PPDOにおいて本プロジェクトでの経験を十分に生かすために、PPDOの地域別体制化の必要性が、フィリピン側関係者の間で強く認識されるようになった。

(8) PDM 変更の柔軟性の確保

本プロジェクトで実践した地方開発メカニズムの構築においては、プロジェクト開始当初に作成されたプロジェクトマスタープランを柔軟にとらえることにより、その達成に貢献できたものと思われる。特に、本プロジェクトのような実践型の案件では、プロジェクト開始当初に作成したPDMを基本としつつも、常に目標を達成するための活動の有効性を確認しながら、必要に応じてPDMを変更したり、精度を高めていくなどの柔軟性が必要である。概してPDMは一度作成したら変更できないという誤解があるが、技術協力プロジェクトにおけるPDMはあくまでもより効果的にプロジェクトを実施するための道具であり、プロジェクト管理の一手段であるということを認識すべきである。

(9) PDM、活動計画(PO)の早期作成

本プロジェクトではプロジェクト開始当初はPDM及びPOを作成していなかった。結果として上記(8)のようにPDMに対する柔軟性が生まれた部分もあるが、一方でプロジェクト目標や成果に係る具体的な指標が設置されていなかったため、プロジェクトチーム、JICA フィリピン事務所及び本部の関係者において、プロジェクトがめざす方向性について共通の認識に欠け、効率的なプロジェクト運営に支障を来したことも事実である。プロジェクト関係者の共通の認識を保つためには、プロジェクト開

始当初から PDM 及び PO を作成することが必要不可欠である。

(10) 上位目標の設定

本プロジェクトで設定した上位目標は、当初、スーパーゴールと混同されていた感があるが、中間評価時点で大幅に変更するには至らなかった。上位目標は、通常、プロジェクト終了後 3～5 年程度で達成すると予測されるものである。したがって、本プロジェクトで設定された上位目標の部分的達成は、ある程度可能ではあるが、全面的な達成は不可能であると予測される。プロジェクト計画段階でその現実性を十分に検討したうえで目標を立てることはいうまでもないが、プロジェクト期間中にも適宜見直し、その設定が現実的ではないと判断された場合には、合同調整委員会や運営委員会を通じて上位目標の検討・変更等を行うことが必要である。

(11) プロジェクト終了に向けた対応

「アプローチの定着」を目的としたプロジェクトの場合、円滑な「定着」を図るために、プロジェクト終了に向けた日本側のフェーズアウトの方針(通常、Phasing out strategies と呼ばれる)を少なくとも協力期間の中間時までには検討しておく必要がある。

(12) 費用対効果を計測する手法の開発

本プロジェクトでは北部 16 町で 67 件の事業の「実践」を通じてアプローチを定着させるという手法を用いて、成果をあげることができた。67 という事業数はあらかじめ設定されたものではなく、16 町それぞれのニーズを汲み取り、C/P をはじめとしたステークホルダーとともに事業として具体化できるものを洗い出した結果である。一方で、このアプローチを定着させるための投入量としての妥当性や費用対効果については、客観的に分析できる段階にはまだなく、今後同様の案件を効率的に運営していくうえでは課題となるであろう。本プロジェクトの事例が、今後の同様のプロジェクトの効率性を高めるための一助となることが望まれる。

6-2 提言： 本プロジェクト終了時までには実施予定の活動

2004 年 2 月末に予定されている本プロジェクトの終了時までには実施されるべき活動は、以下のとおりである。

- (1) KMB を予定どおり 12 月までに完成させ、町自治体企画開発調整官 (MPDC) をはじめとした主なユーザーに対して利用方法等に関する研修を行う。また人口センサス分析を完成させる。
- (2) PMO 機能の PPDO への円滑な再統合、及び PPDO の組織改変のために必要な準備、及びアドバイスを行う。
- (3) プロジェクトで実施したフィールド事業の持続性を確保するために、引き続きモニタリング・フォローアップ活動を行う。

(4) 本プロジェクトで構築された地方開発メカニズムの概念や、実践した地域開発事業の事例やノウハウを紹介するために、ビデオやレポートを作成し、セミナーを開催する。それらを通して対外的に本プロジェクトの経験の情報共有に努める。

(5) プロジェクト終了後も、構築された地方開発メカニズムが有効に活用できるように、協力期間終了に向けてC/PがPPDOに戻ることを想定し、調整する。

(6) 2004年4月からの青年海外協力隊(JOCV)の派遣に際し、本プロジェクトの成果を生かしながらJOCVの活動が行われるよう準備する。

6-3 今後の課題

(1) プロジェクト期間終了後の課題

プロジェクト期間終了後は、州及び町の開発予算によって本プロジェクトが実践したアプローチにより事業の展開を図っていくことになる。州政府はプロジェクトの成果を南部地域へ展開していく意向を示しており、そのためにPPDOの組織改編含め、より効果的な実施体制の構築を検討している。またNEDA Regional Office 7からは本プロジェクトで構築したメカニズムをグッドプラクティスとして他州でも展開していきたい意向の表明があった。このような展開をより効果的に図るためにセブ州政府から調査団に対し、アドバイザー型のフォローアップ専門家の派遣の要請があった。

今後本プロジェクトの成果を他の地域へ普及させていくためにプロジェクトはNEDAやDILGなどの中央政府と協調していく必要がある。

なお、JICA フィリピン事務所においても、本プロジェクトの教訓や提言をフィリピン内でどのように活用・共有・普及していくかを検討する必要がある。

更に、JICA 本部においても、本プロジェクトの教訓や提言をどのように他の類似案件にフィードバックしていくのかについて検討し、本プロジェクトで得られた教訓及び提言を広く関係者と共有し情報開示していく必要がある。

(2) 終了時評価実施方法の改善に向けて（団長所感）

今回の終了時評価調査に関して、以下のような反省・改善点を提示したい。

1) 本プロジェクトのように活動が多岐にわたり、実際的な開発手法も多様であり、かつ関係者も多種多様であるような場合には、このような短期間で包括的に評価することは困難である。客観的な情報収集を行い、かつ十分に関係者からヒアリングするためには、日本からの評価団全員に少なくとも3週間くらいの調査期間が必要である。

2) 実際に現場視察を行うことは重要であり、少なくとも第1段階、第2段階、第3段階のそれぞれの

事業が比較できるくらいの期間の現地調査が必要であった。今回は、時間の都合で、1日だけの現地視察しかできなかつたため、現場からの意見や評価を十分に情報収集できたとはいえない。

3) JICA の技術協力プロジェクトにおける中間・終了時評価は、第三者評価ではなく、プロジェクト運営管理の一環として行われてきた。したがって、本来であれば、よりよくプロジェクトを実施・管理するために、プロジェクト側の自己評価のうえに、中間評価や終了時評価があるべきと考える。ただし、現実には包括的な自己評価をするような時間の余裕は、プロジェクトの現場にはないのが通常であるが、プロジェクト側もどのような点をアピールしたいのか、どのような観点で評価してほしいのか、どのような点を改善しようとしているのか、などについてプロジェクトなりに C/P と事前に協議し、ある程度の自己評価を実施し準備しておくことが必要ではないかと思われる。そのような準備があつてこそ、より質の高い、プロジェクト側にとっても有益な評価が実施できるのではないだろうか。

4) 本終了時評価団は、2日間、州及び町レベルでのカウンターパートを対象にワークショップを開催し、プロジェクトの地方開発メカニズムがどの程度理解されているか、能力の向上が図られているかなどについて、検証することができた。しかし、プロジェクト全体について C/P 全員からの評価を十分聞くことは、時間の都合上、不可能であった。また、住民自らのプロジェクトに対する評価についても、直接ヒアリングすることはできず、既に行われたいくつかの評価報告書の二次評価を行うにとどまった。短期間の評価調査団でこのような評価をすることは困難であるため、プロジェクト側で、事前にそのような住民を対象としたインパクト評価調査を実施しておくことが必要ではなかつたかと思われる。また、このような評価は、中間及び終了時評価の前に、できれば参加型評価手法を用いて、定期的に行われると更に効果的ではないかと思われる。

5) 今回の終了時評価に先駆け、本来であればプロセス評価も併せて実施しておくことが望ましかつたと思われるが、手法が確立していないのも事実である。プロセス評価として今回、本報告書に明記されているのは、中間評価における提言がどのように実行されたかという部分のみであり、その他の JICA フィリピン事務所、JICA 本部、フィリピンの州政府などとの間に行われてきたプロジェクトの進捗モニタリングの記録が、十分評価対象とはならなかつた。評価をプロジェクト運営管理の向上のツールととらえるのであれば、そのようなプロセス評価の手法も今後開発していく必要があると思われる。

付 属 資 料

1. 調査日程

1	10月5日	日	PM	18:15 本邦発(JL745) 21:30 マニラ着
2	10月6日	月	AM	在フィリピン日本大使館表敬 JICAフィリピン事務所打合せ
			PM	13:00 マニラ発(PR857)→14:15 セブ着 団内打合せ プロジェクト専門家との打合せ
3	10月7日	火	AM	国家経済開発庁ビサヤ支庁表敬
			PM	専門家ヒアリング
4	10月8日	水	終日	PPDO C/P ワークショップ
5	10月9日	木	AM	PPDO 局長、専門家からのヒアリング
			PM	州知事協議 MPDC(町自治体企画開発調整官)ワークショップ
6	10月10日	金	終日	事業視察(Catmon, Medellin and Daanbantayan)
7	10月11日	土	AM	C/P へのインタビュー
			PM	調査結果取りまとめ作業
8	10月12日	日	AM	調査結果取りまとめ作業
			PM	団内打合せ
9	10月13日	月	AM	C/Pヒアリング 内務自治省(DILG)との協議
			PM	合同評価レポートの作成
10	10月14日	火	AM	合同調整委員会 ミニッツ署名
			PM	調査団主催夕食会
11	10月15日	水		09:30 セブ発(PR848) → 10:40 マニラ着
			PM	JICAフィリピン事務所報告 在フィリピン日本大使館報告
12	10月16日	木	AM	09:00 マニラ発(PR426) → (西川) 09:30 マニラ発(JL746) → (田中、薬師、監物)
			PM	13:25 福岡着(西川) 14:45 東京着(田中、薬師、監物)

2. 主要面談者

■セブ州政府:The Provincial Government of Cebu

Hon. Pablo P. Garcia	Governor, Chairperson-JCC
Engr. Adolfo V. Quiroga	Project Director, Provincial Planning & Development Coordinator
Ms. Melita Labarejos	Staff, Provincial Planning & Development Office (PPDO)
Ms. Edna Javelosa	Staff, PPDO
Ms. Nerces Bispo	Staff, PPDO
Mr. Ariel Escalona	Staff, PPDO
Ms. Marites Palomares	Staff, PPDO
Ms. Baby Manuel	Staff, PPDO
Mr. Rex Seno	Staff, PPDO
Mr. Cirilo Abrenica, Jr	Staff, PPDO
Ms. Delia Cabataña	Staff, PPDO

■国家経済開発庁ビサヤ支庁:National Economic and Development Authority Regional Office No.7:

Dir. Romeo Escandor	Regional Director, Vice-Chairperson - JCC
Ms. Madelyn Escandor	Chief, MICAD

■セブ州地方自治体:Local Government Units of Cebu

Municipality of Carmen : (RAM Pump visit)

Hon. Amytis Batao	Municipal Mayor
Mr. Jacinto Capuyan	Brgy. Captain
Mr. Bernard Bonjoc	AI Technician
Mr. Dante Delima	Executive Director (VIDI)

Municipality of Medellin: (Watchtower visit)

Mr. Edward Baring	Municipal Agriculturist Officer (MAO)
Mr. Mario Calderon	Field Assistant

Municipality of Daanbantayan (Maya High School/ Paper Recycling Visit)

Mrs. Araceli A. Cabahug	School Principal
Mrs. Maria Lee A. Garbo	School Teacher
Mrs. Maria Michelle A. Cuyos	School Teacher

Mrs. Vilma P. dela Peña School Teacher
Mr. Nestor R. Tamayo School Teacher

■NGO:The Northern Cebu Development Center, Inc. (NCDCI)

Ms. Maribel Resma Field Coordinator
Ms. Ligaya Pasco Field Assistant
Ms. Silvinita Ornopia Field Assistant
Mr. Mario Calderon Field Assistant

■在フィリピン日本大使館

野口 智明 一等書記官
渡辺 浩子 二等書記官
間淵 利明 二等書記官
小西 洋子 専門調査員

■JICA フィリピン事務所

中垣 長睦 所長
高田 裕彦 次長
瀧澤 郁雄 所員
高田 健二 所員
Mr. Rey Gerona In-House Consultant

■プロジェクト専門家

清家 政信 チーフアドバイザー
佐藤 峰子 業務調整員
千頭 聡 村落開発
山口 綾 参加型開発
上村 泰 IEC

■内務自治省:Department of Interior and Local Government

Mr. Manuel Gotis Acting Director, Bureau of Local Government
Development
保科 秀明 個別専門家(地方分権支援・政策アドバイザー)

3. ミニッツ

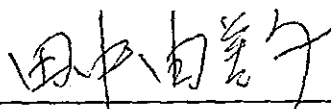
MINUTES OF DISCUSSIONS
BETWEEN
THE JAPANESE EVALUATION STUDY TEAM
AND
AUTHORITIES CONCERNED OF THE REPUBLIC OF THE PHILIPPINES
ON
JAPANESE TECHNICAL COOPERATION
FOR
THE CEBU SOCIO-ECONOMIC EMPOWERMENT AND DEVELOPMENT PROJECT

The Japanese Final Evaluation Team (hereinafter referred to as "the Team"), organized by the Japan International Cooperation Agency (hereinafter referred to as "JICA"), headed by Ms. Yumiko Tanaka, visited the Republic of the Philippines from 5 to 16 October 2003, for the purpose of final evaluation of the Cebu Socio-Economic Empowerment and Development Project (hereinafter referred to as "the Project").

During its stay in the Republic of the Philippines, the Team had a series of discussions with the Philippines authorities concerned and jointly evaluated the achievements of the Project and exchanged views on the project activities to fulfill the Record of Discussions signed in January 1999.

As a result of the discussions, the both sides agreed upon the matters referred to in the documents attached hereto.

Cebu, 14 October 2003



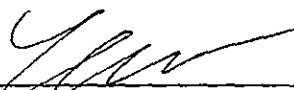
Yumiko TANAKA

Leader
Japanese Project Evaluation Team
Japan International Cooperation Agency
Japan



Pablo P. GARCIA

Governor
Provincial Government of Cebu
Republic of the Philippines



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ATTACHED DOCUMENT

CONTENTS

1. Introduction	2
1-1 Preface	2
1-2 Objective of Evaluation	2
1-3 Schedule for the Final Evaluation Team	2
1-4 Collocutor and Attendants of Joint Evaluation Committee	3
1-5 Methodology of Evaluation	4
2. Background and Summary of the Project	6
2-1 Background of the Project	6
2-2 Summary of the Project	6
2-3 Project Design Matrix	7
3. Establishment of "Local Development Mechanism"	9
3-1 Concept of "Local Development Mechanism"	9
3-2 Establishment of Local Development Mechanism	10
3-3 Evaluation of Field Projects	11
4. Evaluation	15
4-1 Achievement of the Plan	15
4-2 Results of the Evaluation	16
5. Lessons Learned and Recommendations	21
5-1 Lessons Learned	21
5-2 Recommendations for the remaining project period	23
5-3 Future Recommendations	23

Annexes



1. Introduction

1-1. Preface

The Project was initiated in March 1999 and will be completed in February 2004. The Team dispatched by JICA visited the Republic of the Philippines from 5 to 16 October 2003 for the purpose of evaluating the achievements of the Project. The evaluation has been undertaken jointly by the Philippines authorities concerned and the Team.

1-2. Objectives of Evaluation

Main objectives of the evaluation were as follows:

- (1) to review the achievements and assess the major outcome of the Project according to the Project Design Matrix (PDM);
- (2) to evaluate the Project from the aspects of five evaluation points: relevance, effectiveness, efficiency, impact and sustainability;
- (3) to recommend further actions to be taken for successful completion of the Project by February 2004.

1-3. Schedule of the Final Evaluation Team

Date	Activities
Oct. 6, Mon	<ul style="list-style-type: none">• Discussion with Embassy of Japan and JICA Philippine office in Manila• Departure for Cebu• Team meeting
Oct. 7, Tue.	<ul style="list-style-type: none">• Meeting with the National Economic and Development Authority, Regional Office No. VII• Interview with Japanese Experts
Oct. 8, Wed	<ul style="list-style-type: none">• Workshop with the Project C/P (PPDO/PMO)
Oct. 9 Thu.	<ul style="list-style-type: none">• Meeting with Japanese Experts• Interview with Provincial Planning & Development Coordinator, the Provincial Government of CEBU• Workshop with MPDCs of LGU• Interview with the Governor, the Provincial Government of Cebu
Oct. 10, Fri.	<ul style="list-style-type: none">• Field Visit (Catomon, Medellin and Daanbantayan)
Oct. 11, Sat.	<ul style="list-style-type: none">• Interview with PPDO counterparts• Preparation of the Minutes of Meetings (M/M)
Oct. 12, Sun.	<ul style="list-style-type: none">• Preparation of the Minutes of Meetings (M/M)
Oct. 13, Mon.	<ul style="list-style-type: none">• Meeting with PPDO (Discussion of drafted M/M)• Preparation of the final draft of the Minutes of Meetings (M/M)
Oct. 14, Tue.	<ul style="list-style-type: none">• Joint Coordinating Committee• Signing of M/M• Reception hosted by the Team
Oct. 15, Wed	<ul style="list-style-type: none">• Leaving for Manila• Report to JICA Philippines Office• Report to the Embassy of Japan
	<ul style="list-style-type: none">• Departure from Manila

1-4. Collocutor and attendants of Joint Coordination Committee

1-4-1. The Philippines Side

The Provincial Government of Cebu

Hon. Pablo P. Garcia	Governor, Chairperson-JCC
Engr. Adolfo V. Quiroga	Project Director, Provincial Planning & Development Coordinator
Ms. Melita Labarejos	Staff, Provincial Planning & Development Office (PPDO)
Ms. Edna Javelosa	Staff, PPDO
Ms. Nerces Bispo	Staff, PPDO
Mr. Ariel Escalona	Staff, PPDO
Ms. Marites Palomares	Staff, PPDO
Ms. Baby Manuel	Staff, PPDO
Mr. Rex Seno	Staff, PPDO
Mr. Cirilo Abrenica, Jr	Staff, PPDO
Ms. Delia Cabataña	Staff, PPDO

National Economic and Development Authority Regional Office No.7:

Dir. Romeo Escandor	Regional Director, Vice-Chairman - JCC
Ms. Madelyn Escandor	Chief, MICAD, NEDA- 7

1-4-2. Japanese Side

(1) The Study Team:

Ms. Yumiko Tanaka	Leader
Mr. Yoshiaki Nishikawa	Local Development Mechanism
Mr. Michiyuki Kenmotsu	Project Evaluation
Mr. Hiroyuki Yakushi	Evaluation Planning

(2) Project Team:

Mr. Masanobu Kiyoka	JICA Chief Advisor, CEBU-SEED
Mr. Satoshi Chikami	JICA Expert, CEBU-SEED
Mr. Yasushi Uemura	JICA Expert, CEBU-SEED
Ms. Aya Yamaguchi	JICA Expert, CEBU-SEED
Ms. Mineko Sato	JICA Project Coordinator, CEBU-SEED
Ms. Miki Ozaki	JICA Expert (Short term), CEBU-SEED

(3) JICA Philippines Office:

Mr. Osamu Nakagaki	Resident Representative
Mr. Ikuo Takizawa	Assistant Resident Representative
Mr. Rey Gerona	In House Consultant

1-4-3. Other Participants

Department of Interior and Local Government

Mr. Manuel Gotis	Acting Director, Bureau of Local Government Development,
Mr. Hideaki Hoshina	JICA expert



1-5. Methodology of Evaluation

1-5-1. Definition of Evaluation

Evaluation is an assessment, as systematic and objective as possible, of an ongoing or completed project on its design, implementation and results. The aim is to determine the relevance and fulfillment of the objectives, effectiveness, efficiency, impact and sustainability. An evaluation should provide information that is credible and useful. Based on the evaluation, recommendation and lessons will be drawn, which could be incorporated into the evaluated project and that of similar nature.

1-5-2. Methodology of Evaluation

Project Cycle Management (PCM) method was applied for the evaluation. In this method, Project Design Matrix (PDM) represents the project design and will be compared with the outcomes of the Project adopting the five evaluation criteria: relevance, effectiveness, efficiency, impact and sustainability. The original PDM, documents, and reports were reviewed to produce a PDM for evaluation that describes the project design in the five-year cooperation period.

To compare the outcomes of the Project with its design, an evaluation grid has been produced. For each of the above criteria, evaluation and survey items were set, and method of data collection was selected. Prior to the arrival of the evaluation study team, various records and identifiable outputs have been presented by the Project team for the assessment. The findings from the interviews as well as questionnaire survey conducted by the Team have also been taken into consideration for making this evaluation.

1-5-3. Criteria of Evaluation

The Team reviewed all the activities and achievements and evaluated the Project based on the following five criteria:

(1) Relevance

An overall assessment of whether the Project purpose and overall goal are in keeping with the donor policy and with recipient needs and priorities.

(2) Effectiveness

A measure of whether the Project purpose has been achieved. This is then a question of the degree to which the outputs have contributed towards achieving the intended Project purpose.

(3) Efficiency

A measure of the production of outputs (results) of the Project in relation to the total resource inputs. In other words, how economically various inputs have been converted into outputs.

(4) Impact

The positive and negative changes for the society have been produced directly and indirectly as the result of the Project, which were foreseen and unforeseen consequences.

(5) Sustainability

An overall assessment of the extent to which the positive changes achieved by the Project can be expected to last after the completion of the Project.



1-5-4. Information for Evaluation

In order to evaluate the Project performance, the following materials and sources were referred:

- (1) Record of Discussions (R/D), Plan of Operations (P/O), Minutes of Discussions, Quarterly Monitoring Reports, and other documents produced in the course of implementation of the Project;
- (2) Project Design Matrix (PDM);
- (3) Data of input to and output from the Project;
- (4) Result of series of interviews and questionnaires;
- (5) Direct observation.

117



21

2. Background and Summary of the Project

2-1. Background of the Project

The Philippines Government adopted the Local Government Code in 1991 in order for promoting the decentralization, thus a large part of the authority and functions for local development was transferred from the central to local governments. The Estrada government which came to power in 1998 declared that it would expand and carry forward the Social Reform Agenda, i.e., the anti-poverty programme launched in 1995, while further advancing the decentralization. In this connection, the Philippines Government has formulated the Central Visayas Development Plan (1993 to 1998). The Central Visayas has been considered to be the poorest district in the Philippines. According to the 1994 nationwide family budget survey, the annual earnings in this district were the lowest in the Philippines, standing at 6,409 pesos against the national average of 8,969 pesos. However, the country lacked the ability to give shape to the plan. Therefore, in 1993, the Philippine Government, in cooperation with JICA, drew up the Comprehensive Cebu Development Plan aimed at (1) sound and sustainable economic growth, (2) balanced growth and (3) social development and alleviation of poverty, and requested the Government of Japan to provide project-type technical cooperation for revitalization of the Cebu district.

2-2. Summary of the Project

The Project management has been based on PDM, which was revised during the mid-term evaluation conducted in November 2001. The Project Purpose was stated as follows,

(1) Overall Goal

The socio-economic development of Cebu Province will be enhanced with prevalence of local government and development system on the basis of the Local Government Code.

(2) Project Purpose

Local development mechanism will be developed with strengthened local government administration in partnership with local communities and NGOs for sustainable and effective use of development resources.

(3) Outputs of the Project:

- 1) The capability of development administration of the Provincial Planning and Development Office (PPDO) is strengthened.
- 2) Municipal administrative methods and procedures concerning implementation of development projects will be demonstrated
- 3) Experiences and know-how of the local development projects will be accumulated
- 4) Knowledge Management Bank (KMB) will be established in order to disseminate and share information on methods, procedures, know-how and experiences.

The organization of the Project consists of as follows:

- 1) Counterpart of Project Management Office (PMO) in PPDO
- 2) JICA Team
- 2) JCC
- 3) National Committee

The project has set the Project Management Office (hereafter referred as "PMO") as an implementing office of the project activities, and the Philippine counterparts were allocated from Provincial Planning Development Office (hereafter referred as "PPDO") on a full time bases.

2-3. Project Design Matrix

In general, the project is designed based on the Participatory Planning Method, which emphasizes the logical coherence of each activity, output and the project purpose, which is represented in the Project Design Matrix (PDM). During the project life, PDM is to be revised accordingly in order to cope with the contingencies. In this Project, PDM has been revised in November 2001, on the basis of review conducted by Japanese Mid-Term Evaluation Team dispatched by the Japan International Cooperation Agency (JICA). As a result, PDM₁ was developed. Upon conducting final evaluation, a PDM for evaluation has been developed again on the basis of the PDM₁. In the following sections, the kind of adjustment took place is explained in brief.

2-3-1. PDM₀ to PDM₁

The PDM₀ was altered on the basis of the advice by the Mid-Term Evaluation in the following points.

(1) The Project Purpose was revised to clarify its meaning as follows:

PDM₀

The efficient Local Development System within the provincial government and local units will be developed through the implementation of practical activities relating to the Basic Human Needs (BHN) and the livelihood generation in partnership with their communities.

PDM₁

Local development mechanism will be developed with strengthened local development administration in partnership with local communities and NGOs for sustainable and effective use of development resources.

(2) The Outputs of the Projects were revised to clarify its meaning and to secure the sustainability as follows:

PDM₀

1) The organizational capability of development administration within the provincial government and local units will be strengthened.

2) The applicable model of the sustainable and self-reliable participatory local development will be developed.

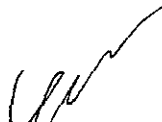
PDM₁

1) The capability of development administration of the Provincial Planning and Development Office (PPDO) is strengthened.

2) Municipal administrative methods and procedures concerning implementation of development projects will be demonstrated

3) Experiences and know-how of the local development projects will be accumulated

4) Knowledge Management Bank (KMB) will be established in order to disseminate and share information on methods, procedures, know-how and experiences.



- (3) The activities of the Projects are modified to meet the revised outputs accordingly.
- (4) Indicators for the achievement of the Overall Goal, the Project Purpose and the Outputs were developed.
- (5) Important Assumptions were reviewed taking into consideration of the actual situations.

2-3-2. PDM₁ to PDM_E

This final evaluation is conducted on the basis of **PDM_E** developed out of PDM₀ and PDM₁. No alteration was made to the Narrative Summary and the Important Assumptions of PDM₁. Changes were made on the indicators of the Project Purpose and Outputs, since some of the indicators shown in PDM₁ were not relevant to evaluate the actual achievements of the Project.

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3. Establishment of "Local Development Mechanism"

3-1. Concept of "Local Development Mechanism"

Before the evaluation study has been initiated, it had been pointed out that the meaning of the "Local Development Mechanism" mentioned in the Project Purpose was not clearly understood and shared among the personnel related to the Project. The evaluation team discussed the matter with related personnel and set the following working definition for the evaluation purpose.

The Local Government Code (LGC) of 1991 has been enacted in the Philippines at the so called "macro level", in which people's participatory approaches at the "micro level" were encouraged in the process of the local development planning to be initiated by the local governments at the "meso level". However, at the time, the local governments neither had sufficient capabilities of planning and implementing local development projects, nor been facilitated with effective mechanism to pursue such decentralization.

(1) Concept of "Local Development Mechanism" of the Project

The "Local Development Mechanism" which the Project has been trying to develop is the mechanism at the meso level, by which local government units including the Province can enhance the local development capabilities, including identification, implementation, monitoring and evaluation of development projects, with the local initiatives and effective utilization of the locally available resources.

The capabilities for the local development officers to improve are: 1) to plan, implement and evaluate the field projects well reflecting the community initiatives and through consultations among the parties concerned to make sustainable and effective use of the local development resources; 2) to ensure the sustainability of the local development projects and 3) to replicate similar projects in other areas in Cebu Province through the feed-back of effective approaches and outcomes of the implemented projects.

(2) "Local Development Mechanism", therefore, consists of the following three components.

1) Providing a "platform" in the process of identification of the field projects:

The function to provide a "platform" is to create opportunities of cooperation for local development to exchange views on direction and methodologies in the process of project identification, among provincial government, municipalities, peoples organizations and other stakeholders concerned. Meaning of the "platform" here is the place or opportunity for those who are going to the same direction.

2) Establishing "social networking and development partnership" in the process of implementation of local development projects:

Establishment of social networking is to develop networks between and among implementing actors of local development projects, such as municipalities and peoples organizations, and technical resources including various department of provincial and national government, NGOs, universities, research institutes in formulation and implementation stage of local development projects. Development partnership among the

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actors in the process of networking is also established with mutual responsibilities and contributions for implementation of local development projects. This includes such approaches to group several municipalities with similar conditions to work together for project implementation based upon the comparative analysis of socioeconomic data.

3) Function to strengthen the sustainability and to promote replication:

Function to strengthen the sustainability and to promote replication of local development projects in other areas of Cebu Province will be achieved through the establishment of Knowledge Management Bank (KMB), revolving fund, training of peoples organizations in technology and management, institutionalization, capacity building of PPDO, etc.

3-2. Establishment of Local Development Mechanism

Local Development Mechanism has been established in the following aspects.

(1) The counterparts of PMO has obtained the capacity to act as a principal coordinating agent and provided concerned stakeholders in the province with the Platform. Different levels of local governments have been able to meet together through Platform. These governments together with other relevant stakeholders have become able to discuss their local problems, find the direction of development, and identify and formulate the priority projects in consultation with PMO members. PMO is expected to act as an intermediary agent between Provincial executive and municipal administration.

(2) In prior to the Local Government Code of 1991, the Municipal governments were merely implementing the projects decided by the central or provincial governments. Through the implementation of the Project, executing agencies such as Municipal administration and residents have become able to establish social networking with other agencies in the province which have technical and/or financial resources. This also enabled the municipal governments participate in every stage of development projects, namely identification, formulation and implementation, in cooperation with PPDO/PMO.

(3) Through the interviews, workshops and questionnaire surveys conducted during this final evaluation, it was found that provincial and municipal governments, community people and NGOs have well recognized the mechanism developed by the Project and consider them as useful and effective in decentralization processes.

The development of Local Development Mechanism was made possible due to the following reasons:

(1) The PMO was established within the Provincial government, deploying its main staff from PPDO, and not as a separate and special unit especially made for the Project.

(2) PMO members' capabilities for consulting, collaborating and networking have been enhanced through the actual implementation of various projects at Municipality and barangay levels.

(3) PMO was organized in such a way as each member should be responsible for certain

municipalities so as to become well acquainted with local situations and stakeholders.

(4) The PMO counterparts' capabilities to analyze and utilize data for planning have been enhanced.

(5) Through the implementation of livelihood and infrastructure development projects, Municipal administration, including Mayors and Municipal Planning and Development Coordinators (hereafter referred as "MPDC"), Municipal Agriculture Officers and Municipal Engineers, became aware of the importance of the partnership-based approaches taken by the Project.

According to the framework of the Local Government Code of 1991, different levels of local governments are encouraged to work together, however, there was no such mechanism in the course of actual implementation of local development projects before the Project. Through the Project, various stakeholders met together and developed a network, for the first time, for community development.

Although the targets set by some indicators are not yet achieved, it can be said that development of Local Development Mechanisms was almost achieved. Re-integration of PMO counterparts to PPDO is planned, which will strengthen Local Development Mechanism in the Province.

One of the unique aspects of the Project is that it integrated two different directions of decentralization processes, i.e., one from central to local governments and the other from communities to local governments, through which PMO recognized the role of meso-level local administration to provide the meeting point, which is another function of the platform, of these two directions.

3-3. Evaluation of Field Projects

The Project implemented 67 field projects with participatory processes of local governments and other stakeholders, as a means of establishing Local Development Mechanism. PMO counterparts gained hand-on development experiences through such processes, which were quite new to them and exposed them to the real development situations.

The field projects aimed at improving living standard of rural Cebu, covering two major spheres: 1) enhancement of basic human needs and 2) livelihood improvement. In the following, evaluation of these projects is presented from the viewpoints of sustainability and replicability, and the findings are summarized categorically in accordance with these two aspects. Discussions on the cases are also presented together with the summary sheets of evaluation of all the field projects.

3-3-1 Sustainability

Although the development is always accompanied with uncontrollable factors due to complex socioeconomic and natural environments, the Project has strategically introduced the following approaches to enhance sustainability. Although it is still preliminary to

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judge the sustainability of all the implemented projects, some projects implemented in the first stage are showing encouraging results.

Revolving Fund

The revolving fund has been introduced to designing livestock dispersal project and input-repayment schemes of various income-generating projects. Livestock dispersal projects, in general, are showing encouraging results, whereas it is too early to make judgment on the repayment situation of the income-generating projects. In both cases, however, one key element is the participatory process of designing the repayment system. Unlike previous top-down approach, the beneficiaries, Municipal Agriculture Officers (MAO) and the Project intensively interacted and discussed together to arrive at a specific system that was considered as workable in certain locality and acceptable by the parties concerned. Varying performance among beneficiaries in the case of income-generating projects remains to be studied for further considering the repayment scheme and project management.

Emphasis on Local Technology

Local technology is different from "indigenous technology" and can be defined under this Project as the technology that can be found, procured and maintained properly in the Philippines and more preferably, in Cebu Province. Emphasis on the local technology has significantly contributed to lowering not only the cost of implementation but also operation and maintenance cost of the field projects, since, in general, local technology makes use of locally available resources. In addition, and more importantly, this emphasis has facilitated the formation of social network within Cebu Province. Additional value is the assistance for the technology providers who do not have secured access to financial support. Without this access, the providers cannot go through the process of trials and errors that allows further improvement of the local technology. The value of assistance should be properly recognized in this respect. Charcoal briquette making project, seaweed(guzo) culture project and water supply project through the use of ram pump technology are all taking advantage of local technology that strongly enhances sustainability.

Training for Beneficiary People's Organization(PO)

Project provided training opportunities for beneficiary POs in cooperation with the local NGOs and government agencies/institutions. POs have certainly enhanced the capacity, through these training, in the three main fields: acquisition of skills relevant to the undertaking, organization management and project management. Particular reference can be made to collaboration with a local NGO(NCDCI) that conducted as many as 100(one hundred) training sessions in the five northern municipalities. Through these training, POs have been encouraged to identify and formulate the development projects that address the issues commonly shared in the respective community.

3-3-2 Facilitation mechanism for replication and expansion

It was found that the PMO counterparts have become a core of forming the platform and formulating social networking. The PMO's central roles and functions played and developed under the Project will become crucial asset to institutionalize the Local Development Mechanism at the Provincial level. The Project has introduced the

following mechanism for replication and expansion to various areas in the Province.

Capacity Development of Counterpart Staff

PMO counterparts are mainly deployed from the Provincial Planning and Development Office (PPDO) that is the main counterpart agency. The staff used to have little opportunities to directly interact with municipal staff for local development and thus, were not fully aware of the reality of rural Cebu. Project provided ample opportunities for them to work in the field for project identification, formulation and implementation. Throughout this process, C/P staff, municipal staff and local people intensively interacted with a shared view of local development. The capacity development is clearly exemplified by the operation and management of the third stage municipalities that C/P staff took full responsibility.

Agency-based Partnership

One key factor of replication is to identify the project environment that is similar to the one where a success has been achieved. School-based paper recycling projects in various municipalities present a good example of this consideration. Project provided equipment and training for school teachers through training of trainers (ToT) while the schools made the paper recycling a part of the curriculum. Department of Education was a partner that enabled this collaboration between schools and the Project. The process of replication is very encouraging.

Participatory Project Cycle

Participation is a key word for local development that is not limited to the project itself but a process that should be viewed from a longer perspective. Project cycle management allows this process to continue through feed backing of the experience to the new cycle, and participation of all those concerned enhances the local ownership of this process. With this principle, Project evaluated two projects, i.e., Sloping Agriculture and Land Technology/Soil and Water Conservation and Rural Road Rehabilitation. Organization of the evaluation was appropriate in that provincial and municipal staff, barangay people and all others enjoyed freedom of expression to produce fair evaluation.

Knowledge Management Bank (KMB) and Provincial Newsletter

The KMB and Provincial newsletter "Sugbo" provide new means of information sharing. Sugbo has been regularly published on a quarterly basis since October 2001 and distributed among all the municipalities and cities in Cebu Province. Although the distribution at the barangay level remains to be further improved, the regular publication is a great achievement. PPDC and counterpart editorial staff are highly motivated to continue the publication. The KMB is another means of information sharing that the Project has designed for the Province to manage through internet system. Although the impact of the KMB is still to be seen since it is currently under construction, the contents being developed include quite a volume of useful information and inspiring findings generated through the Project. Judging from the enthusiasm and strong interests shown by the counterpart staff, it was found that updating and maintaining the KMB would be highly likely.

The result of the evaluation is as shown in "The summary of the assessment of Field Projects" is shown in ANNEX 4, most of the local development projects executed by the Project is likely to be sustained and replicated.

Institutionalization

Firstly, Local Government Code provides overall legal institutional framework of cooperation among local government units (hereafter referred as "LGU"). The project put this framework into operational activities. Municipality agreed with the provincial governments on the operation of the Project through concluding memorandum of agreement (MoA) that specified respective roles and function. In further enhancing partnership among stakeholders, MoA was concluded for implementing field projects. For example, the project on Artificial Insemination (A.I.), Municipal Training Center, Charcoal Briquette Production were all implemented through this institutional arrangement. Budget allocation to credit component of Farmer Field School in Borbon provides another laudable example of the provincial initiative.

Secondary, LGUs took their own initiatives in institutionalizing developmental activities introduced by the Project. Through various measures, LGUs became determined to further strengthen the institutional capacity. This is exemplified by the provincial contribution to the Artificial Insemination projects in the form of budget and staff allocation and regular holding of monitoring meetings of A.I. technicians. Awarding system was also introduced as an incentive for the A.I. technicians. A variety of institutionalised measures can be found at the municipal level such as enactment of municipal ordinances on Coastal Resource Management in Bogo and Medellin. Budget allocation to regular publication of "Sugbo" as well as planned establishment of IEC office to maintain KMB in PPDO provides other examples of the provincial government's initiatives.

117



21

4. Evaluation

4-1. Achievement of the Plan

The details of the achievements are shown in ANNEX 3. (Evaluation Grid)

Followings are the summary of the achievements of the outputs.

Project purpose: "Local development mechanism will be developed with strengthened local government administration in partnership with local communities and NGOs for sustainable and effective use of development resources."

The achievement of the project purpose is shown in the chapter 3. "Establishment of "Local Development Mechanism""

Output 1: The capability of development administration of the Provincial Planning and Development Office (PPDO) is strengthened.

Achievements:

Based upon the following observations, the capability of development administration of the PPDO is found to be strengthened.

The competence in data analysis has been improved and the C/P's competence in consultation and coordination has also been improved. The counterparts are well understood the importance of the concept of "Platform" and "Social network and Development partnership" in the process of implementation of local development projects. They recognize coordination as a function of PPDO.

Mandated as integrating and coordinating agency by the LGC of 1991, PPDO/PMO's monitoring and evaluating capabilities were strengthened, although slightly different manner from what originally planned.

Provincial Government's Public Relation functions also has been improved by publishing provincial newsletter, "Sugbo"

Output 2: Municipal administrative methods and procedures concerning implementation of development projects will be demonstrated.

Achievements:

Concepts of Platform and social networking have been introduced to the municipalities in implementing all the projects. As a result, understanding the importance and effectiveness of these concepts is shared among municipal stakeholders.

The fields projects have been designed from the beginning to include mechanism to ensure their sustainability and replicabilities. Some of the projects were already found as good practices of sustainable and replicable projects.

The Project was able to convince several Municipal governments that the field projects implemented under the Project should be included in their Annual Investment Plans (AIP)

and therefore corresponding budget be regularly allocated. In case of water supply project undertaken in Tabogon, the Municipality decided to regularly allocate necessary budget for maintenance of this project in their Annual Investment Plan after the completion of the activities supported by the Project.

Output3: Experiences and know-how of the local development projects will be accumulated.

Achievements:

In total 67 field projects have been identified, formulated, implemented and monitored/evaluated under the Project. Through their execution processes, experiences and know-how for the local development by identifying and utilizing the local technology, promoting people's participation and development partnership with the municipalities were surely accumulated among the PPDO/PMO. The profiles and assessment of those projects have been also made by the PPDO/PMO, as shown on the Project's website for public use.

Output4: Knowledge Management Bank (KMB) will be established in order to disseminate and share information on methods, procedures, know-how and experiences.

Achievements:

The Knowledge Management Bank (KMB) with internet system, provincial newspaper titled "Sugbo", demonstration videos and other information materials have been developed as tools for information dissemination and sharing. It took some time and strenuous efforts by the PMO to develop basic concepts and design and user-friendly system. The whole KMB is still under construction, however, some contents were already shown on the website, which have been accessed by about 30 times per day. Although its construction is a little behind the schedule, it will be completed by the end of December 2003. If the KMB could be fully utilized, it will become effective tool for sharing development know-how, statistical data, contact organizations and other necessary information. It also includes the contents of "Sugbo", which information could be used to formulate similar local development projects by the local government units and other organizations interested. The Provincial government has already secured the budget for maintaining and updating the KMB after the completion of the Project.

As a conclusion, all the planned outputs are mostly achieved. Some outputs have not been achieved yet due to the delay of release of the census data, however, those are expected to be achieved by the end of the Project in February 2004.

4-2. Results of the Evaluation

Details of the results of the evaluation are shown in the Annex 3 "Evaluation Grid". The followings are the summary of the evaluation results.

4-2-1. Process of Project Implementation

In spite of the complex nature of the Project, which included various actors, the activities were smoothly done thanks to good collaboration and cooperation among Japanese experts and Philippines counterparts, as well as the good support by provincial government,

108

108

21

including the Governor of Cebu Province. Other actors involved were national government agencies, departments of the provincial government, 16 municipalities, barangays, people's organizations, NGOs, Universities, private firms, etc.,

In the absence of PDM, PO and APO, the Project itself has gone through the process of trials and errors at an early stage. Because of its complex nature involving a large number of stakeholders, it took considerable amount of time to reach to common understanding and consensus on the overall implementation methodology. However, the lessons learned from these processes became key elements for the smoother implementation of the Project at the latter stage.

4-2-2. Relevance

Overall Goal and Project Purpose of the Project are consistent with the development policy of the Philippines and the Province of Cebu, as well as the Official Development Assistance (ODA) policies of Japan. The important assumption of the Project, i.e., sustained decentralization policy, remained valid throughout the Project period and will most likely continue. The participation of various stakeholders in making PDM was initially limited, however, the Project ensure the participation of stakeholders in all the stages of implementation of the field projects. Therefore, the Project was highly relevant.

4-2-3. Effectiveness

Some indicators show that the Project purpose is not achieved yet, however, it is likely that those will be achieved by the end of the Project period in February 2004. All the Outputs effectively contributed to the achievement of the Project Purpose, primarily due to the good relationship between and among the Philippines counterparts and Japanese side. The Project was highly effective.

4-2-4. Efficiency

Inputs from both Japanese and Philippine sides were appropriately provided as planned and all of them were well utilized to achieve the outputs. The Project efficiency is high.

4-2-5. Impact

It will take some time before the overall impact and sustainability of the filed projects are attained and assessed. It is premature to say when and how the Overall Goal will be achieved, however, the Project is moving towards that direction. The Local Development Mechanism developed by the Project increased the sense of local ownership. Networks among actors were established.

Regarding the legislative impact, Municipal Ordinances on Coastal Resources Management (CRM) were approved by the Municipal Council of Bogo in April 2003 and Medellin in 2002 as a result of the Local Development Mechanism. In addition, the NEDA Region VII will launch a Decentralisation Planning Structure Project (DPSP) in Visayas from 2003 to 2006, which is expected to apply the Project's approaches and mechanisms to further promote decentralization processes.

Through all stages of execution, the Project paid attention to the global issues and some

positive impacts are observed particularly in the issues of poverty reduction, participatory process. With regards to the issues of gender equality and environmental protection, special attention were paid to prevent negative impacts. No negative impacts were observed.

4-2-6. Sustainability

The sustainability of the Local Development Mechanism largely depends upon the capability and expertise of the PPDO/PMO counterparts. It will be ensured if the PPDO/PMO continue to apply and evolve the approaches developed by the Project and further depends upon the restructuring of the PPDO to be more area-based. Whether the Local Development Mechanism will be sustained and developed also depends on the political will of the Province, municipalities, local leaders and executive officers, among others.

Sustainability depends upon whether the process and approach developed under the Local Development Mechanism could be fully utilised and replicated in other areas of the Province, including the southern parts of the Province. The Mechanism includes; 1) "Platform" function of consultation, participation and transparency, 2) "social networking and development partnership" function and 3) sustainability and replicability function as already mentioned under 3-1.

4-2-7. Evaluation from the Viewpoints of Global Issues

Global Issues(GIs) form fundamental principal philosophy of development cooperation. The issues are multi-facets in nature and could be both means and ends of development, covering developmental concerns of significance such as poverty, gender, environment and governance. Development Assistance Committee of OECD emphasizes the importance of GIs in evaluating development projects though appropriate methods still remain to be refined.

Policy intervention at macro level alone cannot be effective in addressing GIs. National Government recognizes the GIs mainly through figures while local people are facing them through their daily life. As a matter of fact, GIs are the issues that local people are directly concerned with despite the term "global". In this respect, decentralized governance provides an enabling environment for addressing the GIs. Local institutions at the meso level are much better informed of the local reality than national government agencies. In the decentralized governance, the local institutions can find more opportunities to design their own, location-specific interventions into "local" GIs through networking and partnership building. Directly assisting and working with the local institutions at the meso level, The Project has been able to identify people's needs and opportunities at the micro level, formulate and implement location-specific interventions into "local GIs" through Local Development Mechanism.

The Team finds through its evaluation that a better opportunity can be identified at the meso level for designing effective measures to address GIs if decentralized governance is in place. Local Development Mechanism is found to be highly operational in the environment that the Local Government Code provides.

(1) Poverty reduction

At the upper meso level, i.e., the provincial level, the Project identified the existing development gaps among municipalities, through comparative data analysis of municipal development. On the other hand, at the lower meso level, i.e., the municipal level, a wide range of field projects were identified, formulated and implemented with a view of increasing income and addressing vulnerability concerns. Integration of these two at the meso level will certainly contribute to enhancing development capacity of the province in poverty reduction.

(2) Gender equality and empowerment of women

Based upon the recommendations made by the Mid-term Evaluation Team, the Project recorded by gender the number of participants in various training courses and people's organizations. Although the Project did not take any special measures to give more opportunities to women, women have been major participants of such projects as cattle breeding and food processing. Also several projects, such as integrated livestock raising in Bogo and meat processing in Bantayan have been implemented through Rural Improvement Clubs, which members were mainly women, and contributed to increase their income. However, the strategies for gender mainstreaming have not yet been developed and further gender impact analysis would be needed to measure gender impact of the field projects.

(3) Environment protection

In all of local development projects implemented by the Project, environmental issues were always paid attention. Some of the projects directly focused on the improvement or protection of environment, for example, coastal resources management in 5 municipalities, waste paper recycling in Bogo and Poro, public market drainage improvement in Bogo, etc. Sustainable agriculture through soil and water conservation in Tabogon and Sogod is also environment oriented.

(4) Participatory process of project cycle

Before the enactment of Local Government Code of 1991, all the local development projects were decided by national or provincial government and participation of community people was seldom seen. The Local Government Code encourages the participation of people in the project cycle but due to the lack of experiences and resources it was not realized. The Project introduced participatory approaches by way of workshops, consultation meetings, etc. All of 67 local development projects were identified, formulated and implemented by participatory approach. At the workshop held during the evaluation study, all 15 MPDCs expressed participatory processes have been good from the viewpoint of identifying needs and problems of communities.

4-2-8. Conclusion of the Evaluation

In general, Japanese technical cooperation projects targeted the capacity building of a certain government organization. In such projects, Japanese experts concentrate on the training of counterpart staff of single organization of the national government. The methodology for such projects is rather simple and well established.

The Project purpose is stated as "Local development mechanism will be developed with strengthened local government administration in partnership with local communities and NGOs for sustainable and effective use of development resources." Such mechanism concerns many stakeholders at various levels: 1) national government at macro level, 2) provincial government at higher meso level, 3) municipal government at lower meso level, and 4) community at micro level as well as NGOs, universities and research institutions. The methodology for such complicated Project is not yet developed in Japan's technical cooperation.

The Philippines side also realized the importance of such mechanism, despite that the top to down method had been previously applied, i.e., national government used to decide on the local development projects before the LGC of 1991.

The detailed Plan of Operations was not made at the initial stage. The Project set "the go out to the field and do something with your own brain and hands" principles for the field activities. At the first stage it took long time to realize something but the results proved this method as most effective to strengthen the capability of counterpart and develop the mechanism.

The Project Purpose is attained. The Project is evaluated positively from the aspects of OECD/DAC's five criteria, as well as the aspects of the global issues, although further effort by both Japanese and Philippine sides are needed to make the established mechanism stronger and sustainable.

The project is evaluated as a successful and effective project.

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5. Lessons Learned and Recommendations

5-1 Lessons Learned

The enactment of the Local Government Code of 1991 redefined the role of the different sectors of government in the management of development at the local level. There has been a shift of the focus of government planning, management and execution from the central to the regional and local government units. While there are many positive signs of progress as well as broad commitments to decentralization, serious implementation problems threaten the sustainability of the processes. While there is a general awareness and agreement on the changed roles due to decentralization, most national government agencies continue to perform their traditional roles as providers rather than enablers, capacity builders or enhancers.

On the other hand, the performance of many LGUs remains to fall short of expectations adding to the sense of frustration with the decentralization processes. Many LGUs still have limited capability on local development planning and management. Most LGUs are not ready and well equipped to assume the responsibility of planning and managing the development of the localities as well as the challenges and opportunities that go with decentralization. Therefore, what has been achieved through this Project can provide a large number of good lessons to meet the objectives of decentralization efforts of the government. There is at present an initiative to strengthen decentralized structures in the country through local development project piloted under this Project.

Thus the major lessons learned from the Project are as follows:

- (1) The Project has been the first foreign assisted project directly targeted at the provincial level for promoting the decentralization by implementing local development projects, through which integrating the provincial and municipal authorities in forging sustainable development have been accomplished. Such a mechanism is workable not only in theory but has proved to be workable in the real context of the Philippines.
- (2) Establishing the Local Development Mechanism at meso level has proved to be one of the most effective and efficient means to promote the decentralization processes in the Philippines context. It has provided an opportunity for the Local Government Units, including the Province, to meet among themselves as well as to develop social networking and development partnership among people and authorities concerned to best utilize the local resources for sustainable development.
- (3) Through the Mechanism, the local government, especially at the municipal and community levels, became aware of the importance of sharing information, budget, personnel and responsibility rather than passively waiting for the national and provincial governments input.
- (4) The Project introduced the "go out to the field and do something with your own brain and hands" principles for the field activities. At the first stage it took a long time to realize something but the results proved this method as most effective to strengthen the capability of counterpart and develop the effective Local Development Mechanism.

- (5) The Project's first stage approaches have been a test case, mostly lead by the JICA expert team. However, the ownership and initiatives have been gradually shifted to the PPDO/PMO at the second stage and completely shifted at the third stage. Therefore, such a process has proved to be effective to enhance the capability and sense of ownership of the local government units and ensured the sustainability of such mechanism.
- (6) Numerous innovative approaches have been developed by implementation of the field projects, such as revolving fund (livestock and vegetables), inter-municipal approaches (road construction and training center), farmer to farmer teaching (sloping agriculture), village volunteers (Barangay Animal Health Aid), transfer of agricultural extension work from Province to municipalities, etc. The development of the KMB has been one of the most effective means to disseminate information on such innovative approaches.
- (7) Due to the "Platform" and "social networking and development partnership" functions promoted under the Local Development Mechanism, the Project facilitated and promoted legislative institutionalization (Municipal Ordinances of Marine Resources, Memorandum of Agreement, etc.) as well as formalization of regular personnel and budget in the Municipal Annual Development Plans. Certain regularization of personnel and budget has been also observed at the Provincial level due to the Project. These institutionalization could serve as good indicators to measure sustainability.
- (8) The flexibility to change the PDM according to the reality has resulted in the development of effective Local Development Mechanism.
- (9) It was a good decision of the Project to have deployed counterparts from the PPDO to the Project Management Office (PMO), instead of setting a separate project office with external consultants, in order to enhance the capability of the local governments and ensure the sustainability of the Project's accomplishments. Thus, the reintegration of counterparts to the PPDO and organizational reform of PPDO might be conducted to be more area-specific to fully utilize the lessons learned from the Project.
- (10) The phasing-out strategies should have been developed at least by the mid-term of the Project implementation period in order to ensure smoother phasing out and sustainability of the Local Development Mechanism.
- (11) Political commitment of local government units, including the Governor and Mayors, plays a crucial role for the sustainability and replicability of the Local Development Mechanism. Regular and continuous budgetary and personnel allocation to local development projects should be ensured in line with the Local Development Mechanism.
- (12) The NEDA, DILG should collaborate more with the Project to disseminate the results of the Project at different provinces.

5-2 Recommendation for the remaining project period

The following activities are expected to be undertaken for the remaining period of the Project up to February 2004:

- (1) Completion of the KMB and training of expected users of KMB, such as MPDC
- (2) Completion of the population census analysis
- (3) Prepare for the reintegration and organizational reform of the PPDO, including assignment of sufficient number of personnel to continuously monitor and evaluate the field projects, KMB/Sugbo and data analysis implemented by the Project
- (4) Continue the follow up activities for ensuring sustainability of the field projects
- (5) Produce video materials to show the accomplishment of the Project including concept of the local development mechanism and achievements of various field projects
- (6) Document the Project experiences in the form of completion report or publication both in English and Japanese and disseminate them to the public, media and personnel concerned with the Project.
- (7) In preparation for the phasing out of the Project, the PPDO counterparts need to be adjusted and reoriented to working for the PPDO with using the available resources and fully applying the Local Development Mechanism.
- (8) Organize open seminars to present and share the experiences and results of the Project to the public, media and personnel concerned with the Project.
- (9) Prepare for the collaboration plan with the Japan Overseas Cooperation Volunteers (JOCV) to be dispatched at the end of 2003;

5-3. Future Recommendations

- (1) The Provincial Government has requested the Team to have the follow-up phase of the Project so as to make sure the Local Development Mechanism should be well maintained and further expanded to the southern part of the Cebu Province as well as be shared by other Provinces of the Philippines as an effective model for promoting decentralization processes.
- (2) The Local Development Plans (Annual Investment Plans, Medium-term Development Plans and Long-term Development Plans) of the province and municipalities should incorporate the activities of the Project, as has been already done in some municipalities. This will ensure regular funding and thereby, sustaining the Project to attain the desired outcome.
- (3) Objectively verifiable performance indicators (e.g. input-process-output-outcome indicators) should be adequately defined as bases for monitoring the field projects and

eventually determining the attainment and overall impact of the Project to local communities. This will be the task of the PPDO as one of the cumulating activities under the Project.

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Minutes of Meeting Annex

Annex1. Project Summary

- 1-1 PDM1
- 1-2 PDMe
- 1-3 Local Development Mechanism
 - 1-3.1 Structure
 - 1-3.2 Process
 - 1-3.3 Linkage between macro, meso, and micro; *PMO as focal point*)
 - 1-3.4 Image of "out put" of the Local Development Mechanism under Local Government Code

Annex 2. Plan of Operation

- 2-1 Plan of Operation (Summary statement)
- 2-2 Plan of Operation

Annex 3. Evaluation Grid

- 3-1 Achievement
- 3-2 Process
- 3-3 5 criteria evaluation

Annex 4. Field Project Assessment

Annex 5. Project Inputs

- 5-1 Dispatch of Experts
- 5-2 Provision of Equipment
 - 5-2.1 Amount
 - 5-2.2 Equipment List
- 5-3 Counterpart Training in Japan
- 5-4 Operating expenses by JICA and input by Cebu Government
- 5-5 List of counterparts
- 5-6 Expenditure of Cebu Provincial Government for the period from April 1999 to June 30, 2003

Annex 6. Summary Process of Field Project

- 6-1 Category1
- 6-2 Category2
- 6-3 Category3

Annex 7. Partners of Local Development Projects (Field Projects)

Annex 8. Assessment of Local Administration

- 8-1 Province and Municipality
- 8-2 PPDO
- 8-3 Municipality and Local Community

9 November 2001

ANNEX 1-1
Project Design Matrix Revise (PDM₁)

<i>Narrative Summary</i>	<i>Verifiable Indicators</i>	<i>Means of Verification</i>	<i>Important Assumptions</i>
<p>Overall Goal The socio-economic development of Cebu Province will be enhanced with prevalence of local governance and development system on the basis of the Local Governance Code.</p>	<ul style="list-style-type: none"> • Population dependency ratio of municipalities will be decreased 	<ul style="list-style-type: none"> • Population Census 	
<p>Project Purpose Local development mechanism will be developed with strengthened local government administration in partnership with local communities and NGOs for sustainable and effective use of development resources.</p>	<ul style="list-style-type: none"> • Third party evaluation of local development mechanism and KMB utilization 	<ul style="list-style-type: none"> • Project reports, Evaluation reports, • Third party evaluation report 	<ul style="list-style-type: none"> • Sustained decentralization policy

<i>Narrative Summary</i>	<i>Verifiable Indicators</i>	<i>Means of Verification</i>	<i>Important Assumptions</i>
<p>Outputs</p> <ol style="list-style-type: none"> The capability of development administration of the Provincial Planning and Development Office (PPDO) is strengthened. Municipal administrative methods and procedures concerning implementation of development projects will be demonstrated. Experiences and know-how of the local development projects will be accumulated. Knowledge Management Bank (KMB) will be established in order to disseminate and share information on methods, procedures, know-how and experience. 	<ol style="list-style-type: none"> <ol style="list-style-type: none"> Indicators of improvement of the PPDO staffs' competence in data analysis (e.g., quality/quantity of analysis reports) Indicators of consultative competence of PPDO with municipal development administration (e.g., assessment of municipal officials) Indicators of M&E function of PPDO (e.g., number of projects evaluated) Regular publication of Provincial Newsletter <ol style="list-style-type: none"> Various formats Quality and quantity of documents prepared in accordance with the formats Number of the projects implemented with the methods and procedures Number and results of the evaluation of the projects <ol style="list-style-type: none"> Evaluation of the pilot projects Profile of the pilot projects <ol style="list-style-type: none"> Guideline, manuals, extension tools (audiovisuals, CD, pamphlets) Above materials will be shown in the web site. Number of access through Internet and opinions shown in the bulletin board Number of training courses and number of participants 	<p>Project reports, External assessment of analysis reports</p> <p>External assessment through interviews with mayors/MPDCs</p> <p>M&E reports</p> <p>Provincial Newsletter</p> <p>2. Project reports</p> <p>3. Project reports</p> <p>4. Project reports and homepage</p>	<ol style="list-style-type: none"> Annual project budget will be secured. The Project will be supported by the provincial and the municipal governments.

Narrative Summary	Verifiable Indicators	Means of Verification	Important Assumptions
<p>Activities (Activities for Output 1)</p> <p>1-a. Set up computer-aided local data storing facilities at PPDO</p> <p>1-b. Conduct on-the-job-training for C/Ps in statistical data analysis</p> <p>1-c. Make advice to municipalities for local planning on the basis of findings of data analysis</p> <p>1-d. Prepare operational guidelines for monitoring and evaluation (M&E)</p> <p>1-e. Publish the provincial newsletter, <i>SUGBO</i>.</p> <p>(Activities for Output 2)</p> <p>2-a. Identify and formulate development projects through data analysis</p> <p>2-b. Conduct M&E</p> <p>2-c. Undertake follow-up activities based on the results of M&E</p> <p>2-d. Conduct training/seminars and undertake IEC activities for implementing development projects</p> <p>(Activities for Output 3)</p> <p>3-a. Implement pilot projects</p> <p>3-b. Compile information of experiences of implementation of pilot projects</p> <p>3-c. Identify and record factors of success/failure of pilot projects and lessons learned</p> <p>3-d. Promote partnership with agencies concerned</p> <p>(Activities for Output 4)</p> <p>4-a. Develop guidelines, manuals and extension tools</p> <p>4-b. Show the above materials developed on the Web-page</p> <p>4-c. Place bulletin board on the Web-page</p> <p>4-d. Conduct training in the skills for making use of the materials of 4-a</p> <p>Others</p> <p>5-a. Promote information dissemination about the Project</p> <p>5-b. Conduct third-party evaluation of the Project timely</p> <p>5-c. Establish M&E system of the Project operations</p>	<p>input (Japanese Side)</p> <p>1. Dispatch of experts</p> <p> - Long-term experts</p> <p> - Short-term experts</p> <p>2. Counterpart training</p> <p>3. Provision of machinery and equipment</p> <p>4. Cost sharing for local activities</p> <p>(Philippines side)</p> <p>1. Assignment of counterparts administrative personnel</p> <p>2. Arrangement of land, buildings and facilities</p> <p>3. Sharing of expenses for project implementation</p>		<p>1. Provincial and municipal officers concerned will remain on duty.</p> <p>2. Procurement of machinery and equipment will be appropriately done.</p> <p>3. People will continue to support the Project.</p> <p>4. Rural development projects are implemented smoothly.</p>

ANNEX 1-2. Project Design Matrix for Evaluation (PDME)

September 2003

<i>Narrative Summary</i>	<i>Verifiable Indicators</i>	<i>Means of Verification</i>	<i>Important Assumptions</i>
<p>Overall Goal The socio-economic development of Cebu Province will be enhanced with prevalence of local governance and development system on the basis of the Local Governance Code.</p>	<ul style="list-style-type: none"> • Population dependency ratio of municipalities will be decreased 	<ul style="list-style-type: none"> • Population Census 	
<p>Project Purpose Local development mechanism will be developed with strengthened local government administration in partnership with local communities and NGOs for sustainable and effective use of development resources.</p>	<ol style="list-style-type: none"> 1. Extent of establishment and diffusion of local development mechanism. 2. Change in functions of and cooperation between provincial government and municipal governments in relation to the local development. 3. Status of building up social cooperation relation between provincial and municipal governments, etc., 4. Recognition of provincial/municipal governments, local people, NGOs, etc. 	<ul style="list-style-type: none"> • Project reports, Evaluation reports, • Various interviews • Workshops • Evaluation Report on of KMB utilization 	<ul style="list-style-type: none"> • Sustained decentralization policy

<i>Narrative Summary</i>	<i>Verifiable Indicators</i>	<i>Means of Verification</i>	<i>Important Assumptions</i>
<p>Outputs</p> <p>3. The capability of development administration of the Provincial Planning and Development Office (PPDO) is strengthened.</p>	<p>1-a. Indicators of improvement of the PPDO staffs' competence in data analysis.</p> <ul style="list-style-type: none"> • Comparison of Data Analysis report and its draft. • Results of participants in the training courses. • Number of development projects formulated and realized, utilizing the analysis. • Frequency of briefing to and utilization by municipalities analysis report and its reputation. <p>1-b. Provision of basic statistics and data.</p> <p>1-c. Indicators of competence PPDO in consultation with municipal development administration and in coordination among related organizations.</p> <ul style="list-style-type: none"> • Number of consultation meetings held before the Project and functions of PMO in relation to implementation of development project. <p>1-d. Indicators of M&E function of PPDO</p> <ul style="list-style-type: none"> • Monitoring Reports. • Number of projects evaluated • Contents of evaluation reports. <p>1-e. Indicators of public relations functions of Provincial Government.</p> <ul style="list-style-type: none"> • Number of Regular publication of Provincial Newsletter • Reputation on the Newsletter • Number of Barangays posting up Newsletter • Popularity of Newsletter 	<ul style="list-style-type: none"> • Draft of Data analysis report • Record of results of participants • Project reports, interview with experts • Population analysis report and revision of regional analysis report based on 2000 census • Interview with experts, Evaluation by municipalities to Provincial government. • Interview with Experts, Counterparts, LGUs and NGOs. • Evaluation of each pilot project (Contents of KMB) • MOA • Monitoring reports. • Evaluation reports • Provincial Newsletter • Interview with LGUs, NGOs, People 	<ul style="list-style-type: none"> 1. Annual project budget will be secured. 2. The Project will be supported by the provincial and the municipal governments.

<i>Narrative Summary</i>	<i>Verifiable Indicators</i>	<i>Means of Verification</i>	<i>Important Assumptions</i>
<p>4. Municipal administrative methods and procedures concerning implementation of development projects will be demonstrated. (Identify, plan and implement the local development projects.)</p>	<p>2-a. Change of provincial and municipal administrations in identification, planning and implementation of local development projects. 2-b. Change of relations between government and regional community. 2-c. Number of development project implemented in cooperation with other departments of Provincial Government. 2-d. Number of development project implemented in cooperation with Central Government, Universities, etc. 2-e. Number of Memorandum of Agreement (MOA) between Province and Municipalities 2-f. Various formats such as proposal, etc. 2-g. Quality and quantity of documents (proposals) prepared in accordance with the formats 2-h. Stableness of implementing process established 2-i. Number of training courses (for technical training, institutional strengthening, project management) held for People's Organization 2-j. Number of execution in accordance with the process proposed. 2-k. Record of cooperation with NGOs 2-l. Sustainability of local development projects. (2-m) Utilization of facilities built. (2-n). Evaluation of implementation process based on the procedure)</p>	<ul style="list-style-type: none"> • Interview with Experts, PPDO, LGU, People. • Evaluation of pilot projects • Interview with Experts, PPDO, LGU, People • Proposal • Proposal • Interview with Experts, PPDO, • Interview with Experts, PPDO, LGU, • Questionnaire • Interview with experts • Project record on the results • Interview with experts. • Evaluation on pilot projects <p>(• Interview with experts, PPDO, LGU)</p>	
<p>5. Experiences and know-how of the local development projects will be accumulated.</p>	<p>3-a. Evaluation of the pilot projects 3-b. Profile of the pilot projects</p>	<ul style="list-style-type: none"> • Evaluation table of pilot projects (KMB contents) 	

<i>Narrative Summary</i>	<i>Verifiable Indicators</i>	<i>Means of Verification</i>	<i>Important Assumptions</i>
<p>6. Knowledge Management Bank (KMB) will be established in order to disseminate and share information on methods, procedures, know-how and experience.</p>	<p>4-a. Number and quality of Guideline, manuals, extension tools (audiovisuals, CD, pamphlets) 4-c. Above materials will be shown in the web site. 4-d. Number of access through Internet and opinions shown in the bulletin board 4-e. Number of training courses using the above materials and number of participants 4-f. Quality of contents of KMB</p>	<p>• Various materials made • Web site • Interview with counterparts and related persons. • Questionnaire • Interview with experts • KMB contents</p>	

Narrative Summary	Verifiable Indicators	Means of Verification	Important Assumptions
<p>Activities (Activities for Output 1)</p> <p>1-a. Set up computer-aided local data storing facilities at PPDO</p> <p>1-b. Conduct on-the-job-training for C/Ps in statistical data analysis</p> <p>1-c. Make advice to municipalities for local planning on the basis of findings of data analysis</p> <p>1-d. Prepare operational guidelines for monitoring and evaluation (M&E)</p> <p>1-e. Publish the provincial newsletter, <i>SUGBO</i>.</p> <p>(Activities for Output 2)</p> <p>2-a. Identify and formulate development projects through data analysis</p> <p>2-b. Conduct M&E</p> <p>2-c. Undertake follow-up activities based on the results of M&E</p> <p>2-d. Conduct training/seminars and undertake IEC activities for implementing development projects</p> <p>(Activities for Output 3)</p> <p>3-a. Implement pilot projects</p> <p>3-b. Compile information of experiences of implementation of pilot projects</p> <p>3-c. Identify and record factors of success/failure of pilot projects and lessons learned</p> <p>3-d. Promote partnership with agencies concerned</p> <p>(Activities for Output 4)</p> <p>4-a. Develop guidelines, manuals and extension tools</p> <p>4-b. Show the above materials developed on the Web-page</p> <p>4-c. Place bulletin board on the Web-page</p> <p>4-d. Conduct training in the skills for making use of the materials of 4-a</p> <p>Others</p> <p>5-a. Promote information dissemination about the Project</p> <p>5-b. Conduct third-party evaluation of the Project timely</p> <p>5-c. Establish M&E system of the Project operations</p>	<p>input (Japanese Side)</p> <p>1. Dispatch of experts - Long-term experts - Short-term experts</p> <p>2. Counterpart training</p> <p>3. Provision of machinery and equipment</p> <p>4. Cost sharing for local activities</p> <p>(Philippines side)</p> <p>1. Assignment of counterparts administrative personnel</p> <p>2. Arrangement of land, buildings and facilities</p> <p>3. Sharing of expenses for project Implementation</p>		<p>3. Provincial and municipal officers concerned will remain on duty.</p> <p>4. Procurement of machinery and equipment will be appropriately done.</p> <p>3. People will continue to support the Project.</p> <p>4. Rural development projects are implemented smoothly.</p>

Annex 2-1 Summary Statement

Output 1: Capability of development administration of PPDO is strengthened.

Activity: Data Analysis for Local Planning. Four tasks are envisaged. These tasks have reinforcing effects and all should be integrated to effectively produce the output. Additional contribution of these tasks is provision of statistical information, knowledge and skills to upgrading Comprehensive Land Use Plan (CLUP).

Activity 1: Improvement of local data analysis

Summary: Output of the previous data analysis should be improved in terms of quality, i.e., statistical rigour and of quantity, i.e., area coverage. Integrated Rural Accessibility Planning(IRAP) will be integrated into Standard Scores and Minimum Method.

Critical factor: Partnership-building with the local university

Target Product and Linkage with Project Output: (1) Evaluation report (5/15, 02); (2) revised analysis report(9/30, 02); (3) expanded analysis report(3/31, 03) will all provide bases of the PPDO's advisory capacity for local development planning.

Activity 2: Census 2000 data analysis

Summary: For the purposes of updating data as well as ensuring the use of updated demographic data for planning, Census 2000 data shall be analyzed.

Critical factor: Timely release of Census 2000 data by NSO in the middle of 2002.

Target Product and Linkage with Project Output: (1) Report on the analysis of Population Census 2000(12/31, 02); and (2) integration of the results of the updated demographic studies and trends into provincial and municipal planning.

Activity 3: Staff training

Summary: As a support to the above two tasks, staff training on statistics is considered indispensable and included as third task.

Critical factor: Not applicable

Target Product and Linkage with Project Output: PPDO staff will become more competent in statistical analysis.

Activity 4: Presentation

Summary: Analyses will be presented in two forms. One is a seminar on Population Census 2000. A wide range of planners and policy-makers will be invited to the seminar. The other is in the form of consultative/advisory meeting with municipal staff and mayors for local planning.

Critical factor: Completion of the reports on the analytical studies.

Target Product and Linkage with Project Output: (1) Dissemination of data analysis through the seminar, and (2) Provision of objective basis for local development planning through meetings with municipalities.

Summary Statement

Output 1 : Capability of development administration of PPDO is strengthened.

Activity: Preparation of monitoring and evaluation(M&E) guideline.

Summary: Cebu SEED Project puts a strong emphasis on partnership-building for local development that encompasses the role of PPDO in facilitating M&E activities. On the basis of the lessons learned through utilizing the guideline already prepared, it is expected to further refine and revise it.

Critical factor: The extent of collaboration among stakeholders.

Target Product and Linkage with Project Output: (1) Revised M&E guideline; and (2) Collaborative partnership between beneficiary and cooperating/proponent organization(s) for sustaining the project benefits. PPDO should find its role in maintaining the partnership through M&E.

Activity: Publication of Provincial Newsletter.

Summary: Printed means of communication is still the most viable for bridging the gap between the provincial government and the people in remote rural areas. Publication of provincial newsletter, Sugbo, will facilitate communication within the province. Sugbo is to be published on a quarterly basis.

Critical factor: Ownership building in the provincial government.

Target Product and Linkage with Project Output: Regular publication of Sugbo. Administrative information shall be properly delivered to and shared with the people in the Province.

Summary Statement

Output 2: Municipal administrative methods and procedures concerning implementation of development projects will be demonstrated.

Activity 2-a: Identify and formulate development projects through data analysis

Summary: Based on the experience of the 1st and 2nd stages, project identification and formulation will be undertaken for the 3rd stage municipalities.

Critical factor: Cooperation of the LGUs

Target Product and Linkage with Project Output: Guidelines, criteria and manuals will be prepared.

Activity 2-b: Conduct M&E

Summary: All the field projects implemented throughout twenty municipalities will be monitored and evaluated based on the municipal M&E system. For this we might need to develop standard systems for different types of field projects.

Critical factor: Identification of M&E agents at municipal level and support of PPDO/OPAP/OPV

Target Product and Linkage with Project Output: Municipal M&E system with formats and procedures, and monitoring reports and evaluation reports.

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Activity 2-c: Undertake follow-up activities based on the results of M&E

Summary: Based on the M&E conducted for 1st and 2nd stages, follow-up activities will be identified and undertaken, if necessary.

Critical factor: Availability of financial resources in the LGUs

Target Product and Linkage with Project Output: Terminal reports of the follow-up activities

Activity 2-d: Conduct training/seminars and undertake IEC activities for implementing development projects

Summary: Training and seminars for the 3rd stage municipalities will be conducted with focus on organizational development, project management and technical skills enhancement.

Critical factor: Availability of resource persons and trainers

Target Product and Linkage with Project Output: Training reports, post-training evaluation and IEC products

Summary Statement

Output 3: Experiences and know-how of the local development projects will be accumulated.

Activity 3-a: Implement pilot projects

Summary: Implementation of pilot projects in northern tip and Carnotes Island will be finished by the end of March and June, 2002 respectively. Activities in the 3rd stage municipalities in Bantayan Island will be started in April, 2002.

Critical factor: Cooperation of the agencies concerned, such as LGUs and availability of budget

Target Product and Linkage with Project Output: Experiences of local development through project implementation

Activity 3-b: Compile information of experiences of implementation of pilot projects

Summary: Information of experiences acquired through a series of pilot project activities will be compiled in consciousness of KMB.

Critical factor: Conceptualization of KMB

Target Product and Linkage with Project Output: Terminal report of each pilot project

Activity 3-c: Identify and record factors of success/failure of pilot projects and lessons learned

Summary: Based on the experiences of a series of pilot project activities, critical issues about pilot projects will be identified and recorded in consciousness of KMB.

Critical factor: Conceptualization of KMB

Target Product and Linkage with Project Output: Report on critical issues about pilot projects

Activity 3-d: Promote partnership with agencies concerned

Summary: Partnership with agencies concerned will be promoted and strengthened through a series of pilot project activities.

Critical factor: Identification of appropriate partners and good coordination with them

Target Product and Linkage with Project Output: Terminal report of each pilot project

Summary Statement

Output 4: Knowledge Management Bank(KMB) will be established in order to disseminate and share information on methods, procedures, know-how and experience.

Activity 1: Conceptualization of knowledge management for local development

Summary: Total concept of KMB is to be developed and agreed upon. SWs and 1H of KMB are to be clearly defined in terms of formulation, operation and maintenance.
Critical factor: Consensus building.

Target Product and Linkage with Project Output: Concept paper and core group of staff for developing KMB.

Activity 2: Preparation of information for KMB

Summary: Relevant information and materials shall be prepared and collected for the KMB web site.
Critical factor: Competence of core staff

Target Product and Linkage with Project Output: Information and materials for KMB

Activity 3: Web page designing of KMB and data encoding

Summary: In order to have a wide range of audience/users, KMB will be opened to internet. For this, web designing should be properly done and data should be digitized for opening the KMB web page.

Critical factor: Availability of competent web-designer

Target Product and Linkage with Project Output: KMB web page opened in internet

Activity 4: Training on KMB

Summary: Use of KMB shall be facilitated through provision of training for the expected main users.
Critical factor: Availability of competent trainers

Target Product and Linkage with Project Output: Access to KMB and updating information are ensured.

Activity 5: Operation and Maintenance(O&M) of KMB

Summary: Once established, competent O&M of KMB is essential for attracting attention from those concerned with local development.
Critical factor: Staff allocation

Target Product and Linkage with Project Output: Regular updating of relevant information of KMB.

Output 1: PPDO capacity-building through provision of sound, objective basis for local planning at provincial and municipal level
Activity: Data Analysis for Local Planning(1-a, 1-b and 1-c of PDM)

Task	Responsibility	Completion	2002				2003				2004		
			1st Qtr	2nd Qtr	3rd Qtr	4th Qtr	1st Qtr	2nd Qtr	3rd Qtr	4th Qtr	J&F		
1: Improvement of Local Data Analysis 1-1) Evaluation of the report by local university 1-2) Incorporation of recommendation in analysis and on-the-job training 1-3) Expansion of area coverage	Nerces/ Kiyoka	1st Qtr, 03	→	→	→	→	→	→	→	→	→	→	→
2: Census 2000 data analysis 2-1) Formulation of terms of reference and partnership building with local university 2-2) Formulation of analytical framework 2-3) Analysis 2-4) Updating demographic data in local/municipal analysis	Nerces/ Kiyoka	1st Qtr, 03	→	→	→	→	→	→	→	→	→	→	→
3: Staff Training 3-1) Training Needs Assessment 3-2) Curriculum design 3-3) Training and Evaluation	Nerces and Mely/Kiyoka	2nd Qtr, 02	→	→	→	→	→	→	→	→	→	→	→
4: Presentation 4-1) Population Census 4-2) Municipal planning	Nerces/ Kiyoka	4th Qtr, 03	→	→	→	→	→	→	→	→	→	→	→

ANNEX 2 Plan of Operations(PO)

Output 1: PPDO capacity-building for monitoring and evaluation(M&E)
Activity: Monitoring and Evaluation (1-d of PDM)

Task	Responsibility/Completion	2002				2003				2004		
		1st Qtr	2nd Qtr	3rd Qtr	4th Qtr	1st Qtr	2nd Qtr	3rd Qtr	4th Qtr	J&F	J&F	
1: Preparation of M&E guideline	PPDO/ Chikami											
1-1) Review of the guideline already prepared, through activities for output 2 and 3												
1-2) Modification and fine-tuning of M&E system												
1-3) Institutionalizing the guideline												

Timeline markers: (6/30) and (12/31) with arrows indicating specific points in time.

Output 1: PPDO capacity-building for information dissemination
Activity: Publication of Provincial Newsletter(1-e of PDM)

Task	Responsibility/Completion	2002				2003				2004		
		1st Qtr	2nd Qtr	3rd Qtr	4th Qtr	1st Qtr	2nd Qtr	3rd Qtr	4th Qtr	J&F	J&F	
1: "Sugbo" publication	IEC group, editorial staff /Uemura											
1-1) Editorial staff meeting												
1-2) Regular publication of Sugbo												
1-3) Special edition												
1-4) Evaluation and refinement												

Timeline markers: Dashed lines and arrows indicating activity periods across quarters.

Output 2: Municipal Administrative Methods and Procedures of Field Project Implementation

Activities	Responsible Person	Time of Completion	2002				2003				2004			
			1st Qtr	2nd Qtr	3rd Qtr	4th Qtr	1st Qtr	2nd Qtr	3rd Qtr	4th Qtr	J&F			
2-a. Identification and Formulation of Field Projects	Yamaguchi	4th Qtr 02												
(1) Initial visit to the 3 municipalities in Bantayan Is (2) Consultation with the LGUs about priority sectors/areas (3) Information gathering on socio-economic aspect (4) Identification of possible projects and rough estimate of cost (5) Socio-gender survey and analysis (6) Project identification and conceptualization				(3/31) (4/30) (5/31) (6/30) (8/31) (12/31)										
2-b. Conduct Monitoring and Evaluation	Chikami	1st Qtr 04												
(1) Development of M&E System (2) Installation of M&E System (3) Modification and Fine-tuning of M&E System (4) Continued Monitoring Activities (5) Evaluation of Field Projects (6) Recommendation based on Evaluation				(-June) (April-June) (July-December) (-February) (April-September) (October-February)										
2-c. Follow-up Activities based on M&E Results	Chikami	3rd Qtr 02												
(1) Analysis of M&E Results (2) Formulation and Preparation of Follow-up Activities (3) Implementation of Follow-up Activities														
2-d. Training and Seminar using IEC Materials in Bantayan Municipalities	Uemura Yamaguchi	2nd Qtr 03												
(1) Training/Seminar Needs Assessment (2) Conduct of Training/Seminars														(January-June) (12/31)

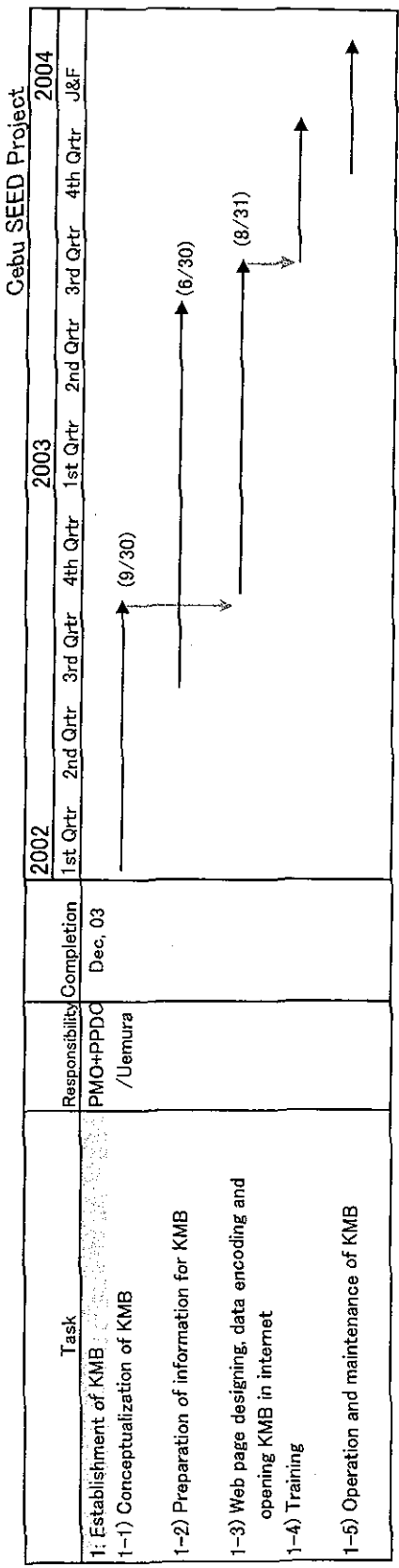
ANNEX 2 Plan of Operations(PO)

Output 3: Experiences and know-how of the local development projects will be accumulated.

Activities	Responsible Person	Time of Completion	2002				2003				2004	
			1st Qtr	2nd Qtr	3rd Qtr	4th Qtr	1st Qtr	2nd Qtr	3rd Qtr	4th Qtr	J&F	
3-a. Implementation of Pilot Projects (1) In Northern tip municipalities (2nd stage) (2) In Camotes Island municipalities (2nd stage) (3) In Bantayan Island municipalities (3rd stage)	Chikami Yamaguchi	2nd Qtr 02	→ (-3/31)	→ (-6/30)	→ (6/30)							
3-b. Compilation of information of Experiences (1) Record of information (2) Review of information to be compiled	Chikami Yamaguchi	2nd Qtr 03		→ (July-September)	→ (6/30)							
3-c. Identification and Record of Factors and Lessons Learned (1) Categorization/Review of pilot projects (2) Selection and record of information for activity 4	Chikami Yamaguchi	2nd Qtr 02			→ (April-December)			→ (6/30)				
3-d. Partnership with Agencies Concerned (1) Identification of partners (2) Formulation, implementation and M&E of pilot projects in good coordination with partners	Chikami Yamaguchi	1st Qtr 04			→ (-December)							→ (-February)

ANNEX 2 Plan of Operations(PO)

Output 4: Knowledge Management Bank(KMB) will be established in order to disseminate and share information on methods, procedures, know-how and experience.(4-a, 4-b, 4-c and 4-d of PDM)



Annex3. Evaluation Grid

3-1 Achievement.

* Evaluation is made by following four categories :

A: Achieved more than planned. B: Achieved as planned.

C: Not achieved yet but likely to achieve by the end of the Project. D; Difficult to achieve the planned level by the end of the Project.

Evaluation Inquiry	Information/data required	Information Source and data collection methods	Findings	Evaluation
Achievement of Overall Goal (The socio-economic development of Cebu Province will be enhanced with prevalence of local government and development system on the basis of the Local Governance Code)	Decrease of population dependency ratio of municipalities	Population census	It is too early to judge when and how the overall goal will be achieved, but it is observed that there appears several facts showing the movement towards the overall goal.	n.a
Situation of important assumptions to achieve Overall Achievement of Project Purpose (Local development mechanism will be developed with strengthened local government administration in partnership with local communities and NGOs for sustainable and effective use of development resources)	Sustained decentralization	Hearing at related authorities	National policy of decentralization is and will be sustained.	A
		<ul style="list-style-type: none"> Project reports, Evaluation reports, Various interviews Workshops Evaluation Report on of KMB utilization 	Although the targets of some indicators are not achieved yet, most of them are likely to be achieved by the February, 2004. It can be said that the Project Purpose is almost achieved.	B
	1. Extent of establishment and extension of local development mechanism.	<ul style="list-style-type: none"> Project reports, Evaluation reports, Various interviews Workshops Evaluation Report on of KMB utilization 	Although it is too early to judge the sustainability and diffusion, local development mechanism with strengthened local government administration in partnership with local communities and NGOs for sustainable and effective use of development resources is certainly developed and established.	B
	2. Change in functions of and cooperation between provincial government and municipal governments in relation to the local development.		Before the role of municipal government was merely implementing the project decided by the central or provincial government. Now the municipal government is participating every stage of development projects, namely identification, formulation and implementation, in cooperation with the provincial government and other stakeholders.	A
	3. Status of building up social cooperation relation between provincial and municipal governments, etc.,		Before there were very little relation between government and other social groups, such as NGOs, Pos, universities, etc. Now Cebu SEED Project developed many projects in cooperation with such social groups.	A
	4. Recognition of provincial/municipal governments, local people, NGOs, etc.		Provincial/municipal governments, local people, NGOs, etc. recognize the procedures applied by CEBU SEED PROJECT, but they are watching how the sustainability would be.	B
Situation of important assumptions to achieve Project Purpose	<ol style="list-style-type: none"> Annual project budget Was the project supported by the provincial and the municipal governments? 	Questionnaire and Hearing to related authorities, JE and Counterparts(CP)	Both provincial and municipal governments have been cooperative to the Project e.g., providing the office facilities, assigning the counterpart personnel, etc. With regards to the operating expenses, it may not have been enough but more cooperation can be expected if the mechanism is proved to be effective.	B

3-1 Achievement.

Evaluation Inquiry	Information/data required	Information Source and data collection methods	Findings	Evaluation
Facilitating and hampering factors for achievement of Project purpose	2. Hampering factors.	Questionnaire and Hearing to related authorities, JE and Counterparts(CP)	1. During the election period, the project activities were retarded. 2. At the early stage, the uniform understanding was not formulated for the project purpose and the relation between the project purpose and field projects. These matters are now solved.	B
Achievement of Outputs		Project record Interview CP, JE		
Output 1 : The capability of development administration of the Provincial Planning and Development Office (PPDO) is strengthened.	1-a. Indicators of improvement of the PPBO staffs' competence in data analysis (e.g. quality/quantity of analysis reports)		Target of some indicators are not achieved yet due to the long delay of the release of 2000 census data, but other indicators shows that competence of counterpart staffs was improved.	A
	• Comparison of Data Analysis report and its draft.	• Draft of Data analysis report	At the beginning PPBO staff had very little experience in data analysis but their competence increased very much through the training and actual work experience of 1990 census data analysis.	A
	• Results of participants in the training courses.	• Record of results of participants	Average score for the tests of the 5 participants of training course increased remarkably from 37,4 to 86,4	A
	• Number of development projects realized, utilizing the analysis.	• Project reports, interview with experts • Population analysis report and revision of regional analysis report based	Only one. Data analysis was utilized in selecting the area of the rural road improvement project. Because the 1990 data were too old to utilize and the long delay of the release of 2000 census data, no further utilization was made.	B
	• Frequency of briefing to and utilization by municipalities analysis report and its reputation.	• Population analysis report and revision of regional analysis report based on 2000	No briefing was made so far. The Project plans to do the briefing in January 2004, after analysis of 2000 data is made.	C
	1-b. Provision of basic statistics and data.		The release of 2000 census data was delayed from originally expected December 2001 to May 2003. Accordingly the analysis is still undergoing and scheduled to be completed in November 2003 for census analysis and in January 2004 for regional analysis.	C
	1-c. Indicators of competence PPDO in consultation with municipal development administration and in coordination among related organizations.	External assessment through interviews with mayors/MPDCs	The PPDO/PMO's ability for consultation and coordination has been greatly improved. Through the hands-on training in planning and implementing 67 field projects, the PPDO have well understood the importance of the concept of "Platform" and "social networking and development partnership". However, their abilities in consultation for drafting provincial development plans have not been proved due to the delay in delivering the results of the national census data by the central government.	B
	• Number of consultation meetings held	• Interview with experts, Evaluation by municipalities to Provincial government	1. Originally planned consultation meeting for supporting the planning of development based on the regional analysis was not held yet due to the delay of census data release. 2. More than 1300 consultation meetings for identification, formulation and implementation of development projects with 16 municipalities were held.	B

3-1 Achievement.

Evaluation Inquiry	Information/data required	Information Source and data collection methods	Findings	Evaluation
	<ul style="list-style-type: none"> Difference between functions of PPDO before the Project and functions of PMO in relation to implementation of development project. 	<ul style="list-style-type: none"> Interview with Experts, Counterparts, LGUs and NGOs. 	<p>Legaly, there are no change in the function of PPDO as the coordinator of the local development project. Actually, before the CSP, the coordination function was not discharged satisfactory, but its effort was sti focused on extending technical assistance to LGUs and implementing infrastructure projects especially water system. During the CSP, PMO provided the opportunities to municipalities to identify, formulate and implement the development projects in cooperation with provincial government, PO, NGO, universities, etc. PPDO had no such function.</p>	A
	<ul style="list-style-type: none"> 1-d. Indicators of M&E function of PPDO 		<p>Mandated as integrating and coordinating agency by the LGC of 1991, PPDO/PMO's monitoring and evaluating capabilities were strengthened, although slightly different manner from the orginally planned. Since the primary actor of monitoring activities should be the technical departments of the PPDO concerned as well as the Municipal Development Offices, who planned and implement the sector projects. Although PPDO/PMO has increased their monitoring abilities of the field projects, especially those implemented by several Municipalities together, they became aware of the importance of institutionalizing monitoring and evaluation of field projects.</p>	B
	<ul style="list-style-type: none"> Monitoring Reports. 	<ul style="list-style-type: none"> Monitoring reports. 	<p>Monitoring reports were made for 5 projects by the executing agencies, not by PMO.</p>	C
	<ul style="list-style-type: none"> Number of projects evaluated 	<ul style="list-style-type: none"> Evaluation reports 	<p>5, but by the executing agencies as described above. In addition, the assessments of all local development projects under CSP was made by PMO and summarized in KMB. The summary chart of such assessments is shown in Annex 8.</p>	C
	<ul style="list-style-type: none"> Contents of evaluation reports. 	<ul style="list-style-type: none"> Evaluation reports 	<p>Useful, and relation between PMO and evaluator was improved.</p>	B
	<ul style="list-style-type: none"> 1-e. Indicators of public relations functions of Provincial Government. 		<p>For the first time in the Provincial government, the newletter called "Sugbo" has been published quartely since October 2001 and 400 copies have been distributed each time to all municipalities and barangays assisted by the Project. The contents of "Sugbo" can also be seen on the Project's website. Thus, public relations functions have been greatly strengthened.</p>	A
	<ul style="list-style-type: none"> Number of Regular publication of Provincial Newsletter 		<p>4,000 copies quarterly. Distribution; 400 copies to Office of Provincial Governor, 10 copies each to all municipalities, 2 copies each to all barangays through the municipalities. The contents are also available on the website.</p>	A

3-1 Achievement.

Evaluation Inquiry	Information/data required	Information Source and data collection methods	Findings	Evaluation
	<ul style="list-style-type: none"> • Reputation on the Newsletter 	<ul style="list-style-type: none"> • Provincial Newsletter • Interview with LGUs, NGOs, People 	<p>Governors Office is satisfied with the contents. MPDCs proposed some suggestions to improve such as</p> <ol style="list-style-type: none"> ① frequency from quarterly to monthly ② send more copies to municipalities ③ Send them not to the mayor but to the Office of mayor, attention to MPDC ④ cebuano language should be used for uneducated people ⑤ should include municipal projects and municipal articles ⑥ more pictures, etc. 	B
	<ul style="list-style-type: none"> • Number of Barangays posting up Newsletter 	<ul style="list-style-type: none"> • Provincial Newsletter • Interview with LGUs, NGOs, People 	<p>No exact information was obtained but it seems not so many.</p>	C
	<ul style="list-style-type: none"> • Popularity of Newsletter 	<ul style="list-style-type: none"> • Provincial Newsletter • Interview with LGUs, NGOs, People • Provincial Newsletter 	<p>Provincial government allocate the budget for continuing the Newsletter. This shows that popularity is good at provincial level but popularity at barangay level is not known..</p>	A
<p>Output 2: Municipal administrative methods and procedures concerning implementation of development projects will be demonstrated</p>	<p>2-a. Change of provincial and municipal administrations in identification, planning and implementation of local development projects.</p>	<ul style="list-style-type: none"> • Interview with Experts, PPDO, LGU, People. • Evaluation of pilot projects 	<p>Before the role of municipal government was merely implementing the project decided by the central or provincial government. Now the municipal government is participating every stage of development projects, namely identification, formulation and implementation in cooperation with provincial government and other stakeholders.</p> <p>The summary chart of the following comments by counterpart is shown in Annex 7</p>	A
		<p>Counterpart</p>	<p>Before Local Government Code</p> <p>Other than political alliances, relationship between province and municipalities took place in activities for project/program implemented by the national government. Projects formulated were mostly infrastructure in nature. It was in this case that the municipalities were highly dependent on the province for technical assistance and in some cases, for financial aid as well. Project implementation activities were concentrated in the Provincial Engineering Office and in the Provincial Development Staff. Technical services necessary from other sectors such as agriculture and livestock, health, social services, etc. were not available directly from the province. Technical assistance was sought from the province because Municipal Planning and Development Office and Municipal Engineer's Office was not there to extend the services necessary for infrastructure project implementation.</p>	

3-1 Achievement

Evaluation Inquiry	Information/data required	Information Source and data collection methods	Findings	Evaluation
		Counterpart	<p><u>After Local Government Code</u></p> <p>The LGC provided for an environment of opportunities while expanding the horizon for better relationship building among and between local governments with the rest of its community including the private, non government sectors. Every province and municipality is mandated to create a local development council as a venue for relationship building with its local people through increased representations from public and private sectors. Local governments including barangays should have been more energized as local financial management and fiscal administration are encouraged through regular release of the Internal Revenue Allotment (IRA). With increased allocation of IRA, the province may extend aid to municipalities and barangays in support of development.</p> <p>MPDO, MEO, MSWO, MAO departments are created. Relationship for local development could be <i>strengthened with more people involvement</i>. Municipalities still seek assistance for financial and technical matters from the province because of inadequacy in both aspects. Application of assistance is envisioned to be more aligned to the needs of the locality where appropriate department does its duties and concerns in the extension of services. However, practical ways of doing things and moving resources together in an environment of decentralized government needs improvement.</p>	
		Counterpart	<p><u>Cebu SEED Project Period</u></p> <p>Through the PMO, the province goes to the respective municipalities, instead of the municipality going to the province to seek assistance, to design interventions more comprehensively steering active participation of beneficiaries and collaboration with NGOs in some cases. Through this initiative, relationship between province and municipality has been considerably <i>strengthened with increased frequency of meetings and visits</i> by the province in the local areas and vice versa. Frontline departments in the municipality such as the MPDO, MEO, MAO and other stakeholders for development such as NGOs and local technology providers within the municipality are tapped as project partners.</p>	
			<p>As a consequence of this partnership, knowledge from all the parties is shared among stakeholders and social contacts also increased not only within the government but with the private people as well. Training as integral input to project implementation also provides an environment for social and trust building aside from knowledge sharing.</p>	A

17

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3-1 Achievement.

Evaluation Inquiry	Information/data required	Information Source and data collection methods	Findings	Evaluation
		Counterpart	<p><u>After Cebu SEED Project</u> Province is encouraged to sustain the enabling environment provided by CSP through replication of relation building mechanism among people. Experiences acquired by the counterparts, the tools established by the Project and the relationships developed through project implementation are some means the province may utilize to share the benefits and lessons learned with the rest of its areas.</p>	
	2-b. Change of relations between government and regional community	Interview with Experts, PPDO, LGU, People- Proposal	Before relation was very little. Now the relation as partners was established.	A
		Counterpart	<p><u>Before Local Government Code</u> There was little community participation in local development. Programs and projects intended for community development were planned and implemented by the national government. Municipality served to facilitate project activities only.</p>	
		Counterpart	<p><u>After Local Government Code</u> Municipal government should support community associations per LGC mandate. However, support is not encouraging and sometimes reluctantly extended. Local organizations are perceived having private motives. NGOs or other private groups' assistance to municipalities are less understood or less appreciated because less coordination is taking place. Activities are directly undertaken with project beneficiaries especially if no municipal resources or assistance is involved. Intermediary role is further needed to build strong collaboration of municipality with NGOs or NGAs. Effective communication to strengthen or improve collaboration is needed.</p>	
			<p><u>After all societal development cannot be monopolized by the government sector. Potentials and/or resources from NGOs and other private sector are also essential to promote community development.</u></p>	

19

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3-1 Achievement.

Evaluation Inquiry	Information/data required	Information Source and data collection methods	Findings	Evaluation
		Counterpart	<u>Cebu SEED Project Period</u> Municipal government relations with local community particularly active associations are enhanced. Frequent meetings and consultation activities are facilitated by PMO in coordination with NGOs and other stakeholders for priority projects that were developed together with communities. Surveys were conducted and analyzed. Needs, issues and problems are shared and discussed together. Open line of communication is facilitated. Resources, both human and financial, are also shared therefore more intensive interaction through series of discussions facilitated to reach an agreement of partnership.	
		Counterpart	<u>After Cebu SEED Project</u> The province through a more functional and interactive PPDO shall continually assist municipalities so that the models of relationship building established with communities and other development partners shall be further increased and become strong in the long run. In doing so, more resources should be generated and mobilized at both levels of government administration to provide opportunities to produce more participation from communities.	
	2-c. Number of development project implemented in cooperation with other departments of Provincial Government.		Rural road improvement projects, rural water supply projects, Cattle breeding projects, vegetable cultivation projects were proceeded in several municipalities in cooperation with other departments (agriculture, civil works, livestock, water resources, etc.) of the province. Partnership relations of local development projects is shown in Annex 8.	A
	2-d. Number of development project implemented in cooperation with Central Government, Universities, etc.		Projects which require special technology or knowhow, such as water treatment, water pumping, vocational training, fabric) are implemented in cooperation with central government, private firm, NGO, universities, etc. PMO coordinated such cooperations. Partnership relations of local development projects is shown in Annex 8.	A
	2-e. Number of Memorandum of Agreement (MOA) between Province and Municipalities		MOA was made with all of 16 municipalities.	A
	2-f Various formats such as proposal, etc. 2-h. Stableness of implementing process established	• Proposal	67 proposals were made. The proposals of first stage and second stages were made by counterpart in cooperation with Japanese experts. Proposals of 3 out of 6 municipalities of the third stages were made by counterpart without help of Japanese experts.	A
	2-g. Quality and quantity of documents (proposals) prepared in accordance with the formats	• Interview with Experts, PPDO, • Interview with Experts, PPDO, LGU	Some are excellent, some are fair. Majority is good.	B

3-1. Achievement.

Evaluation Inquiry	Information/data required	Information Source and data collection methods	Findings	Evaluation
	2-h. Stableness of implementing process established	• Questionnaire	Implementing process established in the first stage is repeated and strengthened in the second and the third stages.	A
	2-i Number of training courses(for technical training, institutional strengthening, project management) held for People's Organization	• Interview with experts	100 training courses were held.	A
	2-j. Number of execution in accordance with the process proposed	• Project record on the results	67 projects	A
	2-k Record of cooperation with NGOs	• Interview with experts.	RAFI(5 projects), NCDCI(4 projects), UGMAD(1 project), FEDCALDEP(1 project), VID(1 project), SOWC(1 project)	A
	2-l Sustainability of local development projects.	• Evaluation on pilot projects	No project was stopped or given up so far. Signs were seen that many of projects would be sustainable, but it is premature to judge the sustainability yet.	B
	(2-m) Utilization of facilities built.	(• Interview with experts, PPDO, LGU)	Drainage and waste water treatment facilities(Bogo), Training Center(Tabogong), Water supply facilities(Polo, Medellen, San Remegio) are operated smoothly and utilized. 3 facilities in Camotes were commissioned recently and started to be utilized.	A
	(2-n). Evaluation of implementation process based on the procedure)	Project reports		
Output 3: Experiences and know-how of the local development projects will be accumulated	3-a Evaluation of the pilot projects	• Evaluation table of pilot projects (KMB contents)Project reports	Evaluation by PMO is shown in KMB, summary sheet from the viewpoint of sustainability and replicability is shown in the Annex.3. Too early to make the final evaluation but majority of the projects are likely to be	A
	3-b Profile of the pilot projects		Shown in KMB	A
Output 4: Knowledge Management Bank (KMB) will be established in order to disseminate and share information on methods, procedures know-how and experience.	4-a. Number and quality of Guideline, manuals, extension tools (audiovisuals, CD, pamphlets)	Project reports and homepage	<ul style="list-style-type: none"> • "Sugbo", the newsletter of the Province, 4000 copies quarterly. • Pamphlet of the CEBU SEED, 2000 in english, 1,000 in Bisaya, 1000 in english revised. • Calendars, AI posters, briquet labels, • Video tape 13 kinds 	A
	4-c. Above materials will be shown in the web site.	Project reports and homepage	• KMB is already shown in the web site. This includes the contents of "Sugbo", profile of projects, etc.	A
	4-d. Number of access through Internet and opinions shown in the bulletin board		1840 as of September 30, 2003. 2100 as of October 9 about 30 per day.	A
	4-e. Number of training courses using the above materials and number of	Project reports and homepage	CEBU SEED plans to hold training courses for utilization of KMB in January 2004.	B
	4-f Quality of contents of KMB above materials will be shown in the web site	Project reports and homepage	It is still under construction and improvement. However it can be said epoch-making that the provincial government has KMB.	A
Situation of important assumptions to achieve Output	1. Provincial and municipal officers concerned will remain on duty	Questionnaire, Hearing to related authorities, JE and	Some may leave, but key-persons will stay	A
	2. Procurement of machinery and equipment will be appropriately done	Questionnaire, Hearing to related authorities, JE and	Procurement was done appropriately and smoothly.	A

3-1 Achievement.

Evaluation Inquiry	Information/data required	Information Source and data collection methods	Findings	Evaluation
	3. People will continue to support the Project	Questionnaire, Hearing to related authorities, JE and	CRM project was held up for 2 years due to the conflict of interest of people. But this was solved now. No other severe problem was reported.	A
	4. Rural development projects are implemented smoothly	Questionnaire, Hearing to related authorities, JE and	Some projects were suffered from typhoon, diseases and harmful insects. But those problems can be overcome.	B
Other factors facilitated or hampered the achievement of Outputs	Factors facilitated the achievement of Outputs	Questionnaire, Hearing to related authorities, JE and Counterparts(CP)	Good quality and number of inputs by Japanese side (experts, equipment, training courses) and by Philippine side(counterpart, office) was made timely.	A
	Factors hampered the achievement of Outputs	Questionnaire, Hearing to related authorities, JE and Counterparts(CP)	During the election time, activities were suspended, but it did not give fatal damage to the project and were recovered.	B
Progress of Inputs	Input plan, Japanese side 1 Dipatch of expewrts - 4 long term experts - short term experts 2 Counterpart training 3 Provision of machinery and equipment 4 Cost sharing for local activities	Project record Interview CP, JE	Actual inputs by Japanese side 1 Dipatch of expewrts: - 4 long term experts: 7 experts, total 297 M/M - short term experts: 13 experts, 22 trips, total 1274 M/M 2 Counterpart training; 31 trainees, total 61 M/M 3 Provision of machinery and equipment: total 166,183 thousand yen 4 Cost sharing for local activities: P69,646,490	A
	Input plan, Philippines side 1. Assignment of counterparts administrative personnel 2. Arrangement of land, buildings and facilities 3. Sharing of expenses for project imple,mentation	Project record Interview CP, JE	Actual inputs by Philippines side 1. Assignment of counterparts administrative personnel Provincial government full time staff: 11 total 696 M/M Provincial government part time staff: 9 NEDA staff: 2 and many staff from municipal government, NGO, etc. 2 drivers for 4 years, 2 workers, 5 heavy machine operators, 2. Arrangement of land, buildings and facilities 3. Sharing of expenses for project imple,mentation(following are total amount for 1999-2001 and not including expenses 2002-2003 for which figures were not given to the evaluation team) furniture and equipment (desk, chair, cabinet, air conditioner, conputor, etc.) P184,505. Travelling P356,909. Consumables P67,858. Electricity P550,343.	A
Inputs by both sides were done appropriately and were well utilized to obtain the outputs				A

3-2 Process

*Evaluation is made by following categories:

A: Contributed very much to smooth progress. B: Contributed to smooth progress.

Evaluation Inquiry	Information/data required	Information Source	Findings	Evaluation*
Progress of Activities	Are activities done as planned?	JE Reports, other project reports, JE/CP hearing	In the first two years, no PO was made and the project activities were made according to the TSI. PO was made in January 2002 and used for the progress management in the latter half.	B
	What factors facilitated the Activities?	JE/CP hearing	Good teamwork between Japanese experts and Philippine counterparts	A
	What factors hampered the Activities?	JE/CP hearing	In most of Japanese project type technical cooperation, Japanese sides is aiming the strengthening the capacity of counterpart only and the activity by the strengthened counterpart is the responsibility of the recipient country. In this project, both Japanese and Philippine sides cooperated together for establishing the mechanism of local development project, which includes linkage between many actors, central government, various departments of provincial government, municipal governments, barangays, POs, NGOs, Universities, etc. Methodology for such complicated project is not well established and it took longer time than expected in earlier stage. But, later it proved that the time spent in earlier stage contributed lots to the capacity building of counterpart.	B
Project Implementation system	Was PMO established? Did PMO function as planned?	Project reports, JE	PMO is established with appropriate staff and office. It functioned very well but now the integration to the other part of PPDO is the subject to be studied.	A
Monitoring (Review the progress, identify the problem and countermeasures of the Project)	<ul style="list-style-type: none"> • Monitoring system(time, method) • Change of contents of PDM and project activities(How the results of monitoring are utilized?) • How the changes in the important assumptions were treated? • Revision of PDM, PO (How the monitoring results were reflected to activities?) 	JE Reports, other project reports, JE/CP hearing	In the master plan(PDMO) which was attached to the RVD dated January 25 1999 specifies the summary of the Project (Overall Goal, Project Purpose, Outputs, Activities and Inputs) but do not describe anything on the indicators of each item, nor on the important assumptions on the outer conditions. Also, PO was not made. The mid-term evaluation team made a discussion with the project and agreed on the complete PDM(PDM1) which is attached to the M/M dated November 9, 2001. This includes indicators for Overall Goal, Project Purpose and Outputs as well as the important assumptions. This PDM has been used as the tool of the project management until the time of the Terminal Evaluation. The said M/M also made several recommendations, including the establishment of PO(Plan of Operations). The Project followed to such recommendations in the activities of the later half.	B
	Counter measures to change of the important assumptions	JE, C/P	Some minor problems were experienced on the important assumptions but did not give fatal damage to the progress. On the other hands, the long delay of the release of 2000 census data caused big delay to the related activities, which are still on going and expected to be completed in January 2004.	B
Relation between Japanese experts and Philippine counterparts	<ul style="list-style-type: none"> - Communication situation - Problem shooting by joint work - Changes of C/P attitude during the project period(activeness in participation) 	JE, C/P	With the help of an outside consultant, the Project organized "team building activities". The good team work of Japanese experts and Philippine counterparts resulted smooth and good progress of the Project.	A
Were recommendations, made at Mid-term Evaluation, followed?	1. PO to be made	Project reports, JE	PO for total period of the Project was made in January, 2002 and the Quarterly Plan of Operations was also made every three months. PO and QPO have been utilized for the progress management of the Project.	B
	2. More initiatives of the Philippine side from the pilot activities of 3rd stage	Project reports, JE	Identification, formulation and implementation of projects in 6 out of 6 municipalities in the third stage were executed only by counterparts. Ownership of counterpart was increased very much.	A
	3. The functions of PPDO are to be recognized among decision-makers	Project reports, JE	Function as coordinator is well recognized. Functions of data analysis, consultation for planning based on data analysis are delayed due to the delay of census data release.	B

3-2 Process

Evaluation Inquiry	Information/data required	Information Source	Findings	Evaluation*
	4. Permanent assignment in charge of KMB	Project reports, JE	Position for the maintenance of KMB was newly made and the former temporary staff in charge of KMB was appointed as the permanent staff	A
	5. Methods and procedures of pilot activities are to be applied to the regular local development administration	Project reports, JE	Provincial authorities are watching the methods and approaches used by CEBU SEED with interest, but too early to apply it to other projects yet.	B
	6. Experience and know-how accumulated through pilot projects should be applied to other projects	Project reports, JE	Provincial authorities are watching the methods and approaches used by CEBU SEED with interest, but too early to apply it to other projects yet.	B
	7. Project activities should be implemented with more considerations of Global issues	Project reports, JE	Attention is paid to the so-called global issues (poverty reduction, gender equality, environmental protection, participatory procedures), as they are local issues as well.	A
Participation of Beneficiary	• Changes of the mind of habitants	habitants (male) habitants (female)	CEBU SEED applied participatory approaches to the identification, formulation and implementation of all its local development projects. People now regards local development projects as their own issues.	A
Ownership of Executing Agency	Participation of NEDARO VII, Provincial government, Distribution of C/P Ownership of PD, PM and C/P	JE Reports, other project reports, JE/CP hearing, the related authorities	R/D says that the implementing agency of CEBU SEED is PPDO of the Provincial Government. However, the main negotiator of the Philippine side was NEDA-VII until the finalization of R/D. Thus the ownership of the Provincial government was rather low at the initial stage. But now the provincial government thinks CEBU SEED is their project.	B
Supporting system of the project	• Has Joint Coordinating Committee well functioned? • Has Japanese supporting committee well functioned?	JE/CP hearing, the related authorities	Joint Coordinating Committee functioned as the good opportunity to report to the Governor and NEDA and exchange views with them. Due to the personal changes, which happened so many times in JICA headquarters, the significance of pilot projects was sometimes was not well understood by the headquarters of JICA. Now this problem was solved.	B
<p>Conclusion: In spite of the very complicated nature of the project, which includes many actors such as various department of the central government (NEDA, TESADA, Education, etc.), many departments of the provincial government (Agricultural, Livestock, Water Supply, Road construction, etc.), 16 municipalities, numerous barangays, People's Organizations, NGOs, Universities, Private firms, etc., the activities were smoothly done thanks to good team work of Japanese experts and Philippine counterparts, as well as the good support by JICA headquarter and Philippine Office and the provincial government including the Governor of Cebu Province.</p>				A

3-3 Evaluation

Evaluation is made by following categories:

A: Excellent B: Good C: Fair D: Poor

Evaluation criterion	Evaluation Inquiry	Information/data required	Information Source	Findings	Evaluation*
Relevance	<ul style="list-style-type: none"> Consistency of project purpose and overall goal with National Development Plan of the Philippines Consistency of project purpose with the needs of target group 	<ul style="list-style-type: none"> Any political or social changes which could affect the relevance of Overall Goal and Project Purpose Any changes to the decentralization policy expressed in Act of 7160 (Local Government Code of 1991), the Medium-term Philippine Development Plan (1999-2004), the Central Visaya Strategic Action Plan (2001-2004) and the Provincial Framework Plan of Cebu Province? 	National Development Plan, hearing at the related authorities	The Overall Goal and the Project Purpose of CEBU SEED is consistent with the National Development Policies as shown in Act of 7160 (Local Government Code of 1991), the Medium-term Philippine Development Plan (1999-2004), the Central Visaya Strategic Action Plan (2001-2004) and the Provincial Framework Plan of Cebu Province, as well as the needs of the municipalities in Northern Cebu and people thereof.	A
	Consistency of project purpose and overall goal to ODA policy of Japan	<ul style="list-style-type: none"> Any change of policy of JICA headquarter or of Japanese Government which affected the project 	JICA Project	The Milenium Development Target of United Nations (September 2000) and the Mid-term Policy of ODA of Japan (1999) are two important frame of Japans ODA policy. Both put priorities on poverty reduction and as the measures for poverty reduction comprehensive program of socio-economic development and strengthening of governance to support it. Also rectification of differencial among region is one of the priority targets for the activities in Philippine. CEBU SEED project is consistent with the above policy of Japan.	A
	Relevance from view point of social justice?	<ol style="list-style-type: none"> Is the benefit of the project and the cost for the project distributed fairly? Is the benefit enjoyed by people other than target groups? 	JICA, JE the related authorities, CP	The project purpose is to develop local development mechanism for sustainable and effective use of development resources. Such mechanism will benefit wide range of people, not only selected limited people and is consistent to social justice.	A
	Consistency to other projects under cooperation of Japan and other donors	<ul style="list-style-type: none"> Synergy or Offset/Overlap with other projects 	JICA, the related authorities	No offset or overlap is observed. The Project build linkage between provincial government and municipal government, government and people, etc. As the results, way of thinking of people and municipal/provincial/barangay has been changed.	A
	Relevance from view point of project planning	<ul style="list-style-type: none"> Participation of stakeholders to make the general plan of the project (PDM) Do the stakeholders know the contents of the Project? 	Project Repot, CTUA/INA, JE	PDM was made principally by Japanese side, but Philippine side also has good knowledge of the contents of PDM	B
		<ul style="list-style-type: none"> Process of making plans for pilot projects Do stakeholders understand the contents of the pilot projects? 		All of local development projects under CEBU SEED were proceeded with participatory approaches. Stakeholders understand the contents very well.	A

Evaluation criterion	Evaluation Inquiry	Information/data required	Information Source	Findings	Evaluation*
	<p>• Evaluation; Overall Goal and Project Purpose of CEBU SEED are consistent with the development policy of the Philippines and the Province of Cebu, as well as the ODA policy of Japan. The participation of stakeholder in making PDO was low but all pilot projects were proceeded with participation of stakeholders. Relevance of the Project is kept high.</p>				A
Effectiveness	Achievement of Project purpose	How far the Project Purpose was achieved so far and will be achieved by the end of the project period?	Project Report Questionnaire and interview to the related authorities, CP, JE	The targets of indicators are either achieved already or likely to be achieved by February 2004. Project Purpose is almost achieved.	B
	Contribution of Output to Project Purpose	How far the outputs of the Project contributed to the above result.		All of outputs are well designed to achieve the Project Purpose.	A
	Factors, other than the outputs of the Project, which influenced the achievement of project purpose	1. Factors facilitated		Cooperation from various sources, provincial and municipal governments, PO, NGOs, etc.	A
		2. Factors hampered		Lack of understanding of significance of pilot project hampered sometimes, but now this problem was solved. Sometimes, delay of disbursement for operation activities by JICA and by the Provincial Government caused delay of activities.	B
<p>Evaluation; Some indicators show that the project purpose is not achieved yet but it is likely that those will be achieved by the end of the Project period. All outputs effectively contribute to the achievement of the Project Purpose. Effectiveness is secured.</p>					A
Efficiency	(Was Japanese Input done appropriately?)				
	Long-term Japanese Expert	Timing	Report, Questionnaire and interview	Appropriately done as planned.	A
		Qty(Number and period)	do	Appropriately done as planned.	A
		Qty(speciality, technical, communication)	do	Appropriately done as planned.	A
	Short-term Japanese Expert	Timing	do	Appropriately done as planned.	A
		Qty(Number and period)	do	Appropriately done as planned.	A
		Qty(speciality, technical, communication)	do	Appropriately done as planned.	A
	Training of CP	Timing	do	Appropriately done as planned.	A
		Qty(kind and number)	do	Appropriately done as planned.	A
		Qty(contents, level)	do	Appropriately done as planned.	A
	Provision of equipment	Timing	do	Appropriately done as planned.	A
		Qty (Specifications, quality)	do	Speed boat is not well utilized. Others are appropriate and well utilized.	A
	Expense	Timing	do	Mostly OK, but at the early stage some delay happened.	A
		Amount	do	Appropriately done as planned.	A
	(Was Philippine Input done appropriately?)				
	Land and facilities	Timing	do	Appropriately done as planned.	A
		Qty(space, contents, etc.)	do	Appropriately done as planned.	A
		Qty(location, environment, spec., etc)	do	Appropriately done as planned.	A
	Counterpart and other auxiliary staff	Timing	do	Appropriately done as planned.	A
		Qty(Number and period)	do	Appropriately done as planned.	A
Qty(speciality, technical, communication)		do	Appropriately done as planned.	A	
Budget, operation	Timing	do	Sometimes, disbursement was delayed	B	
	Qty(Amount)	do	Amount was not fully enough	B	

3-3 Evaluation

Evaluation criterion	Evaluation Inquiry	Information/data required	Information Source	Findings	Evaluation*	
	(Achievement of Output)					
	Outputs	Are planned outputs achieved?	do	Due to the delay of release of 2000 census data, the related outputs were not made yet. Project is aiming to complete them by February 2004	B	
		Are all the inputs utilized efficiently for achieving	do	Yes, utilized efficiently	A	
	Evaluation: Inputs from Japanese and Philippine sides were appropriately done as planned in general and all of them were well utilized to achieve the outputs. The efficiency of the Project is high.				A	
Impact	Attainability of Overall Goal	Is Overall Goal likely to be achieved?	the related authorities	There are some facts that things are moving towards the achievement of the Overall Goal. But it is premature to say when and how the Overall Goal will be achieved.	B	
	Influence on the global issues	on the poverty reduction	PPDO, JE	All of pilot projects are designed to contribute to the poverty reduction.	A	
		on the gender equality	PPDO, JE	The gender issue is considered in deswigning all of pilot projects. Special attention were paid to prevent negative impact.	B	
		on the environmental conservation	PPDO, JE	The environmental issue is considered in deswigning all of pilot projects. Special attention were paid to prevent negative impact.	B	
		on the people's participation	PPDO, JE	Identification, formulation and implementation of all pilot projects were proceeded with participatory approaches.	A	
	Influence to those other than the related authorities	Any influence to those organizations and people outside the project.	PPDO, JE	People are now positively participating the local development projects.	A	
	Change to Organization, system, financial status, etc of the related authorities	1Any changes are made or likely to be made in organization, budget, personel, TOR, of provincial and municipal governments? 2Are such changes made under the influence of this project	Hearing at the related authorities, CP, JE	No apparent changes are seen in organizations, regulations, systems and budget of the Province but related authorities are watching with interest the outcome of the Project. In some municipalities, new staff was appointed for planning and implementing the local development projects. Communication among various actors of the development was improved and linkage was established.	A	
	Evaluation: There are some facts that things are moving towards the achievement of the Overall Goal. But it is premature to say when and how the Overall Goal will be achieved. The participatory approaches taken by the Project increased the ownership of stakeholders. Linkage among actors was established. Through all stages of execution, the Project paid attention to the global issues and some positive impacts are observed particularly in the issues of poverty reduction, participatory process. With regards to the issues of gender equality and environmental protection, special attention were paid to prevent negative impacts. No negative impacts were seen.				A	

3-3 Evaluation

Evaluation criterion	Evaluation Inquiry	Information/data required	Information Source	Findings	Evaluation*
Sustainability	Continuity of political support	<ul style="list-style-type: none"> Importance of decentralization policy in National Development Plan Can political support be expected for the project? 	Hearing at the related authorities, JE	The National policy of increasing role and responsibility and development of local area will be continued. The role of provincial government in relation to local development projects of municipalities much depends on the policy of the governor.	AB
	Acknowledgement of role and function of PPDO	<ul style="list-style-type: none"> Is function and mandate of PPDO acknowledged by the Provincial authorities? Are appropriate number of C/Ps assigned? Will C/Ps remain in PPDO. budget, financial back-up. system of decision making in future plan 	Hearing at the related authorities, JE	PPDO is coordinator, not executor of the project. Activity of coordinator will depend much on the policy of the Governor.	B
	Budget of LGU	<ul style="list-style-type: none"> The procedures for the utilization of the development fund Process of setting development priorities, planning the development projects. 	Hearing at the related authorities, JE	All LGUs are obliged to allocate 20% of Internal Revenue Allotment to the development projects. Municipalities need access to the Province to cover their shortage of technology and fund. The linkage built by CEBU SEED will help such access.	B
	Technology transfer	<ul style="list-style-type: none"> Are technical knowledge and know-how accumulated and compiled in KMB, in such a manner that C/Ps can plan, implement and monitor/evaluate the future development projects by themselves utilizing KMB and tools developed by the project? 	Hearing at the related authorities, JE	Technology transfer to counterpart will be completed by the end of the project period. The subject to be studied is the re-integration of PMO into PPDO.	B
<p>Evaluation; The local development mechanism, based on the linkage among various actors, national government, provincial government, municipal government, barangay, people's organizations, NGOs, communities, etc. Whether this mechanism will be sustained and developed will depends much on the political will of the governor and mayors. The outcome of the Project (success or failure of each pilot project) will influence heavily to the will of the governor and mayors. It will take some time before the success or the failure of each project is clearly seen, on which the sustainability of the Project depends.</p>					B