

# DOCUMENTATION REPORT

## Project Formulation Consultation -Workshop on Rural and Community Development under a Decentralized Structure



designed, organized and conducted by:

**JICA** Japan International Cooperation Agency

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Dynasty Court Hotel, Cagayan de Oro City  
March 9, 2005

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## Abbreviations

<b>BMFI</b>	<i>Balay Mindanao Foundation, Inc.</i>
<b>CB</b>	<i>Capability Building</i>
<b>CAFFINORMIN</b>	<i>Chamber of Agriculture Fisheries and Food Industries in Northern Mindanao</i>
<b>LGUs</b>	<i>Local Government Units</i>
<b>NGAs</b>	<i>National Government Agencies</i>
<b>MPSC</b>	<i>Mindanao Polytechnic State College</i>
<b>PhilDHRRA</b>	<i>Philippine Partnership for the Development of Human Resources in Rural Areas</i>
<b>PPDO</b>	<i>Provincial Planning and Development Office</i>
<b>RDC</b>	<i>Regional Development Council</i>

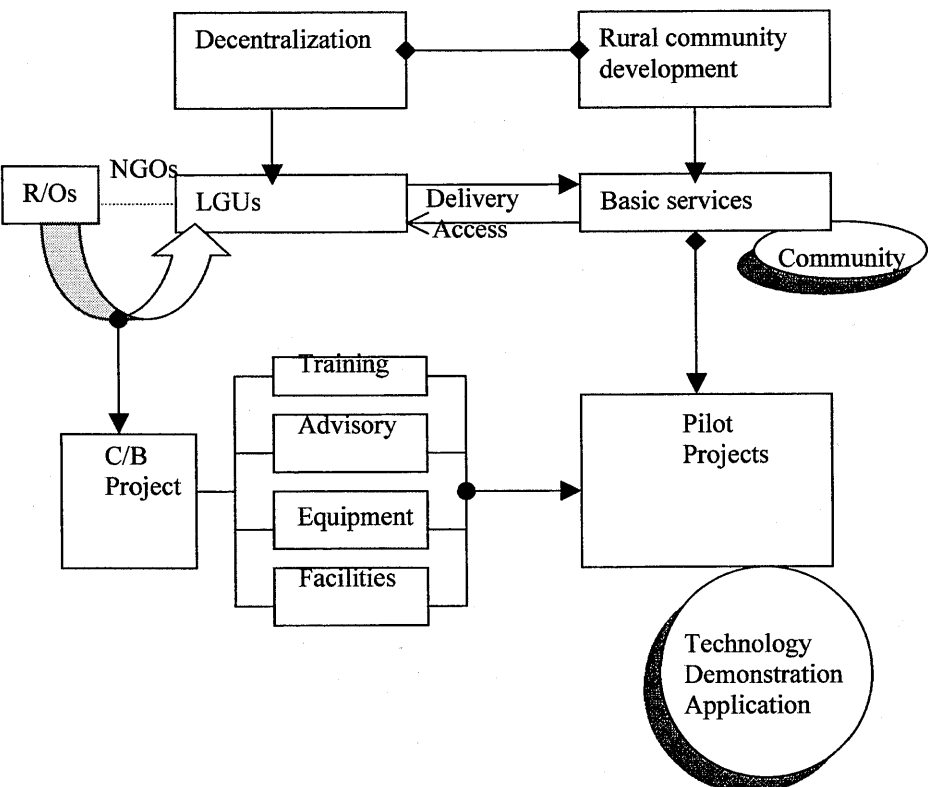
## Summary

1	<b>Title of the Consultation-Workshop</b>	Project Formulation Consultation-Workshop on Rural and Community Development under a Decentralized Structure		
2	<b>Date of the Workshop</b>	March 9, 2005		
3	<b>Place of the Workshop</b>	Dynasty Court Hotel, Cagayan de Oro City		
4	<b>Objectives of the consultation-workshop</b>	4.1	Grasp present situation of the problems on capacity building hindering decentralization and rural development efforts	
		4.2	Collect project ideas that may appropriately respond to identified problems	
5	<b>Total number of participants: 24</b>			
6	<b>Agencies represented</b>	NEDA-X (2), DILG-X (2), DOLE-X (3), DSWD-X (2), DLR-X (2), DA-X (2), DOST-X (2), DTI-X (2), PPDO-Misamis Oriental (1), Mindanao Polytechnic State College (1), NGOs (4), Xavier University (private) (1)		
7	<b>Facilitators</b>	Mr. Masahiro Ono, JICA Project Formulation Adviser	Mr. Rey Gerona, JICA In-house Consultant	Ms. Mary Cecile Legaspi- Aquino, Legaspi Research Consulting
		<b>Secretariat staff</b> 2 staff, from Legaspi Research Consulting		
9	<b>Contents of the Consultation-Workshop</b>			
	9.1	Explanation about the Project Formulation Survey Activities of JICA and the Process Already Undertaken		
	9.2	Explanation about JICA's Request Survey and Assistance Schemes		
	9.3	Workshop 1: Identification of problems on capacity building efforts that hamper advancement of decentralization and community development goals		
	9.4	Workshop 2: Identification of project ideas that appropriately respond to such problems		
10	<b>Results of the Workshops:</b>			
10.1	<b>Explanation about the Project Formulation Survey Activities</b>	The participants understood the background and the objectives of the in-house project-finding activities of JICA as well as the survey activities already undertaken by M. Ono pertaining to the Project Formulation Survey on Decentralization and Community Development. Further, the participants were clarified of the connection of the consultation-workshop to the project formulation survey as well as the workshop objectives and expected outputs. Furthermore, the participants understood why the project formulation survey is oriented at Mindanao and why the survey is focused on capacity building issues.		
10.2	<b>Identified problems on Capacity Building efforts that hamper advancement of decentralization and rural development goals</b>	<p><b>Diagram</b></p> <pre> graph TD     PS[Policy Setting] --&gt; DE[Organizational Environment]     PS --&gt; DC[Decentralization]     PS --&gt; RD[Rural Development]     DE --&gt; PC[Project Cycle]     DE --&gt; A[Agencies (Regional NGAs, LGUs, NGOs)]     DC --&gt; A     RD --&gt; A     A --&gt; PC     A --&gt; I[Implementation]     PC --&gt; I     PC --&gt; P1[Ineffective coordination Ineffective resource-pooling among agencies in the region]     PC --&gt; P2[Poor Problem Identification Poor Project Designing]     I --&gt; P3[Un-sustained training Program No support after training]     P1 --&gt; PC     P2 --&gt; PC     P3 --&gt; I     </pre>		

10.3	<b>Present situation of problems</b>	Under the decentralized set up of governance, LGUs are tasked to deliver and make accessible basic social services, while NGAs through the Regional Offices are tasked to capacitate LGUs to become effective in the delivery of devolved services while implementing other public services not devolved to LGUs. However, most LGUs failed to deliver efficiently the devolved services for various reasons, and that most NGAs in the Regions also failed to capacitate LGUs.
10.4	<b>Main causes of the persistent problems on capacity building</b>	1) LGUs and Regional Offices of NGAs do not complement resources 2) Lack of knowledge and skills in resource accessing and complementation, research and development & development approaches (also, lack of capacity to generate resources and utilize existing resources)

**10.5 Rough outline of a capacity building project**

**1) Diagram**



```

    graph TD
      Dec[Decentralization] <--> RCD[Rural community development]
      Dec --> LGUs[LGUs]
      RCD --> BS[Basic services]
      R/Os[R/Os] -.-> LGUs
      NGOs[NGOs] -.-> LGUs
      LGUs -- Delivery --> BS
      BS -- Access --> LGUs
      BS --- Community((Community))
      C/B[C/B Project] --> LGUs
      C/B --- Training[Training]
      C/B --- Advisory[Advisory]
      C/B --- Equipment[Equipment]
      C/B --- Facilities[Facilities]
      Training --> PP[Pilot Projects]
      Advisory --> PP
      Equipment --> PP
      Facilities --> PP
      BS --> PP
      PP --- TDA((Technology Demonstration Application))
  
```

**2) Explanation**

(1) Decentralization and rural/community development are inseparable issues. Decentralization is necessary to effectively implement rural or community development.

(2) In the decentralized set up of governance, decentralization automatically refers to Local Government Units (LGUs), while rural/community development refers to the basic social services devolved to LGUs. LGUs are tasked to effectively deliver devolved basic services and efficiently widen/enhance access by communities to these services.

		<p>(3) In the regional setting, there exist regional Offices (R/Os) of central government agencies in the Regions as well as NGO regional networks. R/Os are tasked to capacitate LGUs, which due to many reasons, is not being realized. NGOs on the other hand, are independently accessing outside resources and directly implementing basic services. There are indeed resources available in the Regions but R/Os, LGUs and NGOs are not pooling these resources together to implement a communal rural development project or in achieving effective delivery of services by LGUs and enhancing access by communities to these services.</p> <p>(4) Considering the points above, a capability building (C/B) project should be able to effectively address the issue of non-complementation of resources among R/Os, LGUs and NGOs, with the R/Os and NGOs complementing technical expertise to capacitate LGUs to become effective and efficient implementers of basic services.</p> <p>(5) As such, the capacity building intervention should focus on capacitating R/Os, LGUs and NGOs at the same time (decentralization aspect) and in establishing communal pilot projects (community development aspect) as products of R/Os-LGUs-NGOs collaborative efforts. The contents of the C/B project therefore shall include (i) training activities, (ii) advisory services, and (iii) supply of equipment or small construction of facilities that shall serve as "facilitating factors" of technology transfer activities. In this context, the pilot projects shall therefore serve as demonstration projects of technology applications.</p>
11	Summary of insights of participants	<ol style="list-style-type: none"> <li>1) First time to participate in JICA's participatory process of project finding</li> <li>2) First time to familiarize JICA schemes of assistance</li> <li>3) First time to realize that JICA is not a "hardware" or "funding" agency</li> </ol>
12	Next steps	<ol style="list-style-type: none"> <li>1) Produce and distribute copies of Documentation Report to participants and relevant agencies</li> <li>2) Analyze results of the consultation-workshops, and come-up with a summary paper</li> <li>3) Conduct internal consultations with JICA and EOJ</li> <li>4) Implement second phase of consultation-workshops</li> <li>5) Analyze results, come up with project idea paper, consult relevant agencies and facilitate proposal packaging</li> </ol>

## I. INTRODUCTION

### 1. Background

Project formulation is one of the in-house activities of JICA. This activity is aimed at identifying project ideas potential for bilateral cooperation in the future. For this purpose, JICA dispatches Project Formulation Advisers (PFA) every year to JICA overseas office.

One of the development themes subjected to project formulation study concerns "Rural and Community Development Under a Decentralized Structure of Governance. In carrying out the project formulation activity, Mr. Masahiro Ono, Project Formulation Adviser of JICA works closely with Mr. Rey Gerona, an In-house Consultant of JICA Philippines. They comprise the Project Formulation Study Team for Rural and Community Development under a Decentralized Structure of Governance.

After having conductive extensive data gathering activities that included direct consultations with representatives of some central government agencies, local government units, NGOs and other donor organizations, the project formulation process is now on the stage of conducting consultation-workshops at the Regions. These consultation-workshops are designed to generate local information, views and opinions, the results of which will be used as inputs in designing future project concepts related to the development theme being studied.

### 2. Objectives

The consultation-workshops at the Regional level are designed to (i) grasp a common understanding about the present situation of problems besetting the capacity building efforts in advancing decentralization and rural development, and to (ii) collect ideas about potential technical cooperation project.

### 3. Participants

The total number of participants in the consultation workshop was 22. By organization, 8 regional offices of central government agencies were represented, 1 provincial government (Misamis Oriental province), 4 NGOs, 1 government college, and 1 private university. By gender, 54 percent was comprised of male participants, while 46 percent by women. Refer to Annex 1 for the list of participants.

**Table 1: Organizations represented and Number of Participants**

	Organizations	Number of Participants		
		Male	Female	Total
1	Regional Offices of Central Government Agencies			
	NEDA - X	1	1	2
	DILG - X	2		2
	DOLE - X	3		3
	DSWD - X	1	1	2
	DLR - X (formerly DAR)		2	2
	DA - X		2	2
	DOST - X	1	1	2
	DTI - X		2	2
2	Local Government Unit (LGU)			
	PPDO of Misamis Oriental Province		1	1
3	NGOs			
	PhilDHARRA	1		1
	Handicap International	1		1
	Balay Mindanao Foundation	1		1
	CAFFINORMIN	1		1
4	State University & Colleges			
	Mindanao Polytechnic State College	1		1
5	Private University			
	Xavier Univeristy		1	1
	<b>TOTAL PARTICIPANTS</b>	13	11	24

Source: Attendance sheets

### 4. Facilitators

- 4.1 Mr. Masahiro Ono, Project Formulation Adviser, JICA
- 4.2 Mr. Rey Gerona, In-house Consultant, JICA
- 4.3 Ms. Mary Cecile Legaspi-Aquino, Legaspi Research and Consulting

### 5. Secretariat Staff

- 5.1 Ms. Claire Auxilio, Legaspi Research and Consulting
- 5.2 Ms. Analyn Pelaez, Legaspi Research and Consulting



## II. Highlights of the Workshop

### 1. Opening Remarks

Mr. Masahiro Ono, Project Formulation Advisor of JICA formally welcomed the participants to the consultation-workshop and thanked them for their attendance.

Project formulation is one of the in-house activities of JICA aimed at identifying project ideas with potential for future cooperation.

The theme *Rural and Community Development under a Decentralized Structure of Governance* was one subject of project formulation study in the Japanese fiscal year 2004. Results of initial data gathering activities indicate the inadequacy of capacity enhancement interventions crucial to sustaining gains in decentralization and rural development.

Hence, the consultation-workshop in Cagayan de Oro would primarily seek to validate such observation in the region. Moreover, the exercises were expected to, among others: 1) draw initial ideas on capacity building problems and causes and outlining of a potential project and cooperation, 2) familiarize the participants with JICA assistance schemes, 3) ensure advocacy for bilateral discussions, although no promises or commitment for project realization was assured, and 4) facilitate another round of workshop-consultation with, perhaps, counterpart local government units in the region.

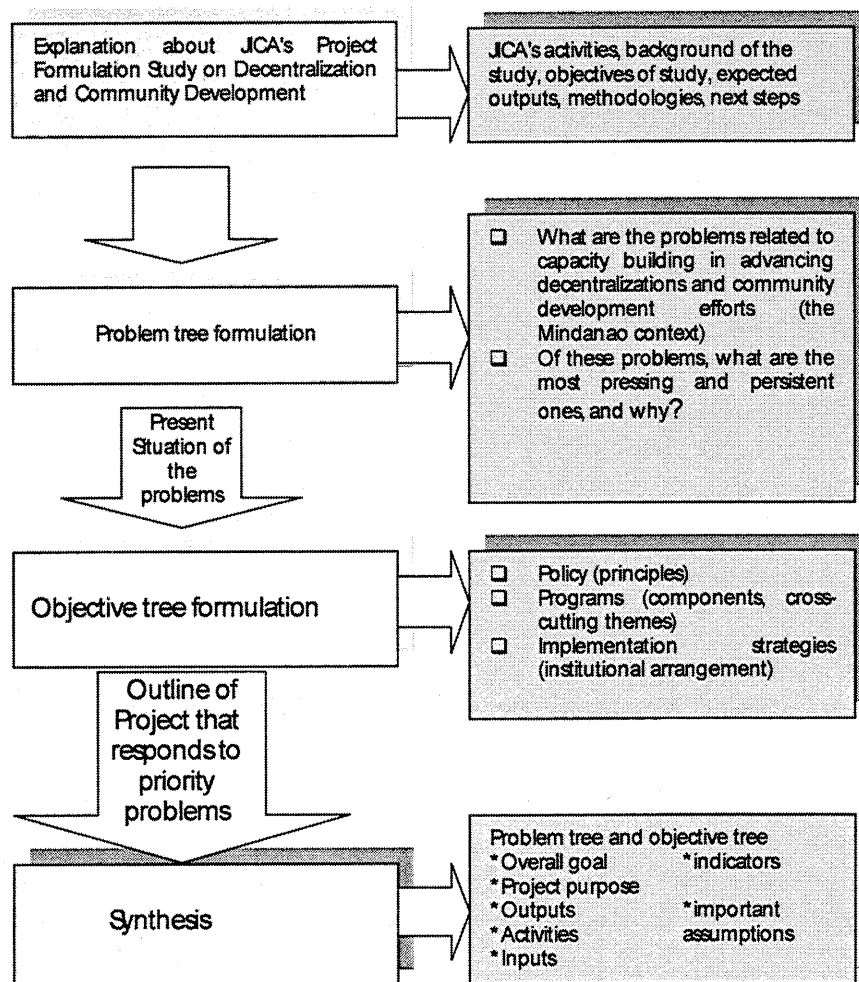
Mr. Ono encouraged the participants to be candid in the information sharing exercises. He cited that JICA has prepared a presentation on project cooperation which might be useful to the agencies being represented in the workshop.

## 2. Overview of the consultation-workshop

Engr. Rey Gerona, In-House Consultant, Human Development Group of JICA presented the overview of the consultation-workshop. He stressed that this activity deals primarily with:

- sharing of information, views and opinions,
- identifying problems and causes on capacity building in advancing decentralization and rural development efforts, and
- initial drawing out of the kind of capacity building project that responds to the identified problems.

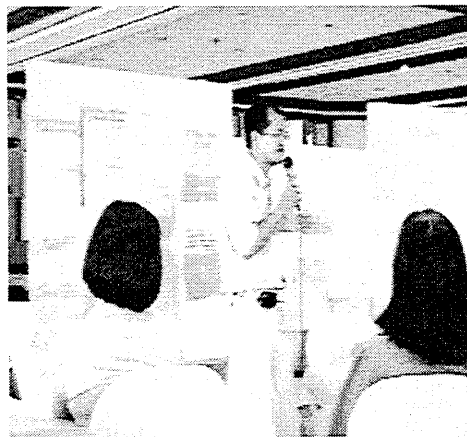
Figure 1:  
 Overview of the Consultation-Workshop



Two practical workshop exercises constitute the day's major events. In the first workshop, four major components were to be discussed:

- *Needs Identification*, where capacity building problems in decentralization and community development were to be presented,
- *Prioritization of Problems*, where the identified problems would be further refined into subsequent categories reflective of those most common and most persistent;
- *The root causes for the existence and persistence of these problems were to be identified* as a matter of logical step,
- *Identification of known specific donor organizations* with pertinent interest or were and are already working at addressing these problems or causes were to be easily identified as well.

The second workshop was designed for outlining potential project, which may address the identified priority issues in the first workshop using parameters such as: 1) policy issues on inclusions, and not on assumptions; 2) Statement of Overall Goal; 3) Statement of Purpose; 4) Drawing of Outputs; 5) Designing the main activities; and, identifying the input requirements.



### **3. Explanation about JICA's project formulation study on decentralization and community development**

There are three common means of generating ODA Project Cooperation utilized by most donor agencies, including JICA. These are as follows:

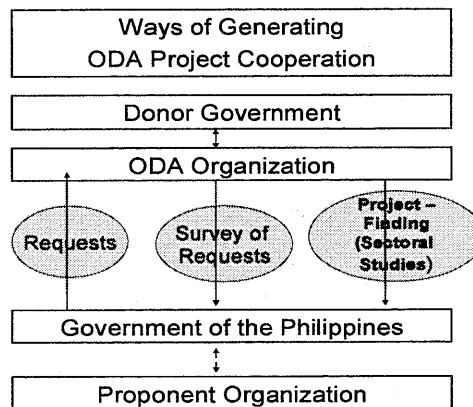
- *Tapping of donor governments through their donor organizations.* Japan is an



*Engr. Rey Gerona, explaining JICA's project formulation study*

example of a donor government with various donor organizations. As one such institution, JICA is tasked with implementing technical cooperation of Japan's aid with proponent organizations. Under this kind of structure, donor governments await requests from proponent organizations, assuming a reactive position of "no requests, no assistance";

Figure 2:  
Ways of Generating ODA Project Cooperation

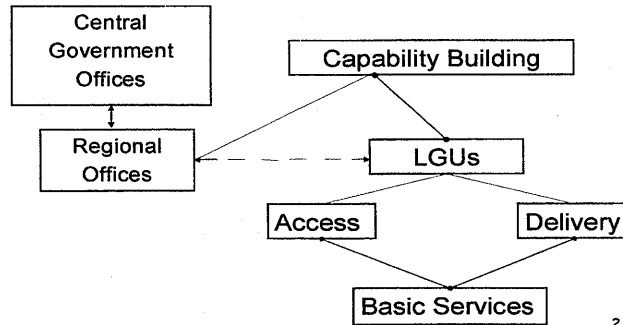


- *Conduct of request surveys by donor organizations.* JICA for example, starts its survey request process in February and closes this exercise by March. (These discussion points were to be part of Mr. Masahiro's presentation in one of the lecture topics toward the middle of the day's workshop exercises).
- *Conduct of project finding by donor organizations.* Activities under this category, include the all too familiar sectoral studies where donor organizations come to visit and collect available materials on development sectors and issues such as environment, enterprise development, among others. The undertakings may also take the form of internal studies—studies done by the donor institutions themselves and were not requested by recipient governments. Results of internal studies are for the consumption of the donor organizations.

It was pointed out that the day's exercise, which tried to look into rural or community development strategies under a decentralized structure, falls under the project finding category.

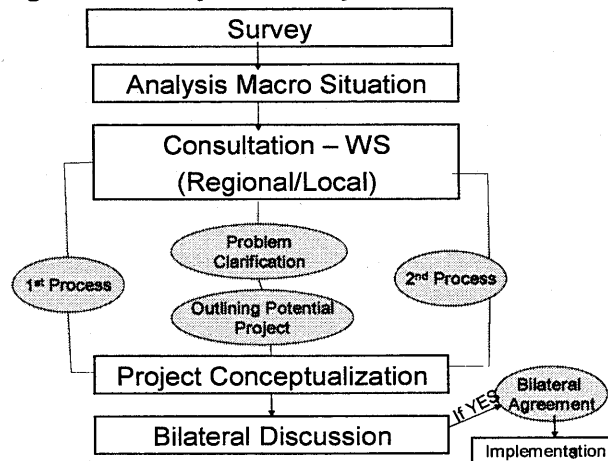
The illustration below, broadly outlines the contextual processes upon which the consultation-workshops were anchored:

Figure 3:  
 Project Formulation Survey  
 R/D & C/D Strategy under Decentralized Structure



In the diagram below, the first two activities—survey and analysis of macro situation had been conducted by Mr. Ono covering most parts of the country within the last eight months.

Figure 4: Survey and Analysis of Macro Situation



Initial analyses resulting from a survey of the macro situation were inclined to conclude the following:

- No single donor would be able to respond sufficiently to the needs and problems of funding. Moreover, the Government of the Philippines, with its huge budget deficit cannot handle all funding concerns. Such constraints sometimes impede prompt and appropriate actions to regional or local development.

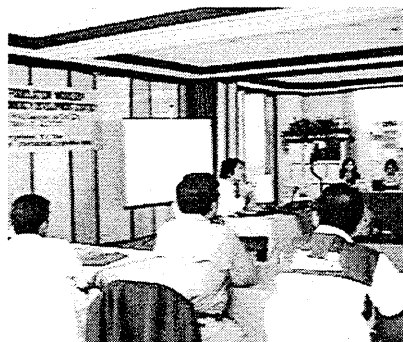
- In the context of rural development, basic services have been decentralized to local government units (LGUs). This set-up raised major concerns worthy of attention: access of people and communities to these services and the delivery of these services by LGUs or central government agencies.
- Regional or representative offices of central government agencies are present within the framework and jurisdictions of LGUs. Such setting of coexistence entails cooperation. Further, JICA's macro survey reveals the need for strong capacity building along the line of central government offices situated in the regions and the LGUs. (This is in fact, the focus of the day's exercises, capacity building under a decentralized structure.)

Engr. Gerona added that the exercises form part of regional/local consultation. A follow-up consultation-workshop for LGUs may soon be scheduled. He urged the participants to actively participate in the discussions and information sharing as the output of the exercises would serve as inputs for the possible conceptualization of projects in the region. These project conceptualization exercises could possibly lead to bilateral discussions and, when deemed meritorious, may possibly be considered for bilateral agreement.

#### 4. Presentation of JICA survey request form

Mr. Masahiro Ono outlined a brief presentation on Request Survey for Technical Cooperation by the Government of Japan through the JICA. The presentation delved on the Request Survey processes. The survey is conducted annually by the Embassy of Japan in collaboration with JICA and is aimed at grasping the needs of the GOP for Japanese Technical Cooperation and Grant Aid.

The discussion focused on available programs on capacity enhancing interventions and how these can be accessed. It was made clear though that JICA is *not a funding agency (that provides dole-out.)* Rather, JICA is a technical cooperation institution and, (as a reiteration), potential cooperation projects are geared toward addressing inadequate capacity enhancement interventions, which JICA has noted to



be a pressing concern in previous preliminary extensive data gathering activities.

Examples of the GOJ-JICA Cooperation Schemes include technical operation, development study, support for general grant in aid, Japanese overseas cooperation volunteers, and group training in Japan.

Some of JICA Cooperation Schemes:

1. Technical Cooperation Project  
Individual Technical  
Cooperation
- 2.1 Individual Expert Dispatch  
- Policy Advisor  
- Aid Coordination Advisor
- 2.2 Equipment Supply for Health/  
Medical Sector

Copies of the Informational Material on the Request Survey for Technical Cooperation were made available at the end of the briefing for interested agencies.

## 5. Highlights of Workshop

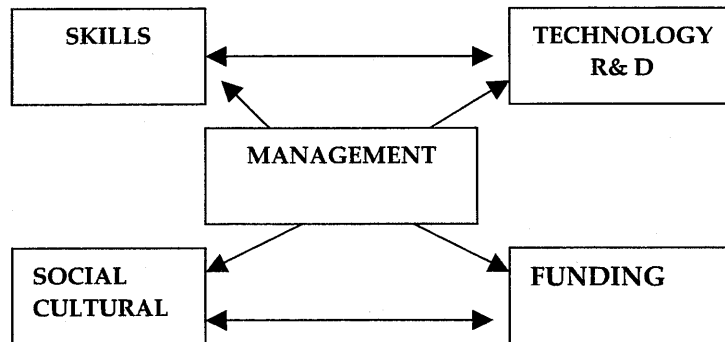
The participants were further sub-divided into two smaller workshop groupings where in-group facilitation was less structured to enhance interaction and facilitate a much freer flow of discussions. Participants were encouraged to work their ideas on cards, present, discuss, clarify, and summarize them within the smaller groups. These were later presented in the plenary.

Though the two groups seemingly differed in methods and process,—with one being methodical and systematic, while the other creative and free flowing in facilitation and discussions,—the outputs of both groups were found to be similar and complementing.

The workshop groups identified problems on capacity building, in the context of decentralization and rural and community development. As the problems were presented, the groups likewise intensely discussed the operating definitions or parameters on 1) capability building, 2) decentralization, 3) rural development, 4) community development.

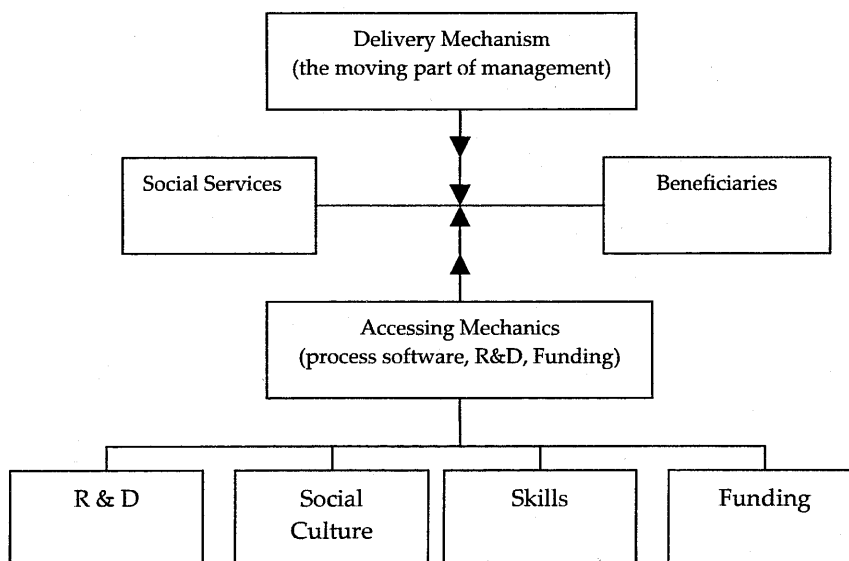
One group narrowed down and summarized the elements of capability building as shown in the following illustration:

**Figure 5:**  
**Elements of Capability Building**



These elements were common to both groups and were in fact identified as the most common and persistent problems in capability building. In an attempt to refine further the types of service requisites of the three highly discussed items, (that is, *capability building, decentralization, rural and community development*) the same group proffered a structure integrating the service provider management and capability needs identified. This was illustrated as follows:

**Figure 6:**  
**Service Provider Management**





## 6. Workshop 1 Outputs: Part 1 - *Problems on Capacity Building* *Group 1*

The major problems on capacity building were classified by Group 1 under five (5) major categories: management-related, skills-related, socio-cultural, funding, and technology R&D.

*Management-related.* Issues ranging from lack of management support, weak organizational structure, to lack of knowledge on what the agency/stakeholders is doing have been identified by the group as falling under the heading of management-related problems in capacity building. The group's numerous concerns deemed management-related being more than twice those identified under different headings manifest how these constraints impinge on capacity building.

- lack of management support
- correct diagnosis/ wrong medicine
- No obligation on trainees to apply their training
- No proper monitoring of projects
- No proper coordination among govt & ngo
- Preference for physical project rather than capacity building activities
- Lack of better understanding of decentralization and local authority
- Highly centralized government structure
- No proper intervention identification scheme
- Poor evaluation system of training program
- Poor complementation of different agencies: GA, NGAs, LGUs
- Training design not accessible to women
- Weak barangay governance
- "choppy" approach of project implementation
- poor leadership
- nonfunctional/ under centralized state-of-the-art facilities of NGAs
- Lack of support to field project implementers
- Lack of monitoring mechanism
- Lack of technical support from central office
- Upgrading of program implementation
- Incorrect diagnosis wrong medicine
- Weak participation of stakeholders during the planning stage
- No appreciation of government efforts
- No focused program
- Weak organizational structure
- Exclusivity of projects to specific beneficiary e.g. MNLF
- Problems on mobility of implementers
- Lack of coordination among stakeholders
- Lack of knowledge of what one agency/stakeholder is doing

*Skills-related.* Group 1 has identified the skills-related problems hereunder that affect capacity building. Lack of importance accorded training needs analysis and the inadequacy of mechanisms in converting gained knowledge into productive action are but a few of the concerns of the group that also puts into doubt the sustainability of certain training programs.

- Training Needs Analysis (TNA) is overlooked, not given importance
- Unsustained training program
- Lacks skilled workers in the community
- Poor problem identification
- Lack of application scheme
- Lack of mechanisms to convert knowledge gained to productive action
- Skills training should go with facility provision & funds
- Lack of success model or tangible evidence of success in the community

*Socio-cultural.* The group deemed socio-cultural concerns, such as community interest/motivation, poor education of beneficiaries, and peace and order, as challenges to capacity building.

- lack of motivation/ interest in the community
- Unemployment/ low income
- less concern given to PWDs
- indifference to concept of Appropriate Technology
- Resistance to change beneficiaries
- Clients are resistant to change; already satisfied
- Low education of beneficiaries
- Diverse culture multi-ethnic structure
- Peace and order

*Funding.* Resource constraints are definitely hurdles to reckon with in capacity building. The group has not only identified the insufficient funds to support projects but also the equity problems of local communities and the limited areas of support by donor agencies.

- Insufficient funds to support projects
- Funding constraints of central governments
- Equity problems of LGUs – community
- Financing of projects
- Limited areas of support by donor agencies

*Technology R&D.* Lack of facilities, poor dissemination of technologies, and trainings that don't reach the barangay level are but a few technology R&D related issues that impact on capability building.

- Inadequate or absence of facilities
- Garbage disposal and collection
- No proper marketing scheme
- Lack of marketing support
- Dissemination of agricultural technologies
- Training don't reach barangay level
- Accessibility
- Poor farm-to-market roads
- No matching of service with market demand

### *Group 2*

Group 2 classified the major problems on capacity building under four (4) headings: management/skills, social/cultural/political, funding, and technology R&D.

*Management/Skills.* Group 2 raised issues ranging from lack of capacity building opportunities to lack of management skills of community leaders, as well as the question of sustainability of training programs.

- lack of management skills of community leaders
- lack of technical support from stakeholders
- Poor planning skills
- Lack of capabilities in identifying opportunities at the LGU level
- Policy on selecting participants on who should attend special training
- Training limited to surface level
- Security of tenure of trained participants
- Lack of CB opportunities
- Same CB programs, by different ODAs/integration of various CB projects
- LGUs unable to sustain programs
- Monitoring and Evaluation
- Lack of feedback mechanism

*Social/Cultural/Political.* The problems that were surfaced by the group include peace and order, inaccessibility of remote areas, political interference, ethnic and religious prejudice, among others.

- Peace and order
- Remote areas--inaccessible
- low literacy rate
- poor knowledge on culture
- passive community residents
- mental mindset of clients
- lack of community participation in planning CB programs
- Political interference
- Lack of beneficiaries' commitment
- Ethnic/religious prejudice

*Funding.* Resource constraints include lack of counterpart funds and support by LGUs. The group went beyond resources by also delving into attitudes, such as "dole-out mentality".

- lack of counterpart funds
- Low access to funding services
- Dole out mentality
- Insufficient funds to realize project purpose
- Lack of funds in delivering services
- Lack of resource complementation
- Lack of funding support from LGUs for CB programs

*Technology R&D.* The group cites the lack of information and the few hands-on application of capacity building programs.

## 7. **Workshop 1 Outputs: Part 2 - *Most Persistent and Common Problems*** *Group 1*

The categories or classifications on major problems on capacity building that were used by both Groups 1 and 2 can be considered as the most persistent and common problems. As such, the following are herewith reiterated:

- Management-related
- Skills-related
- Socio-cultural
- Funding (resource constraints)
- Technology R&D

***Causes / Needs Assessment***  
***Group 1***

Instead of delving into the underlying causes of the problems on capacity building, Group 1 found it appropriate to undertake a needs assessment or the identification of pertinent capacity building needs that could address the problems set forth in the earlier discussion.

The same categories (management-related, skills-related, socio-cultural, funding, and technology R&D) on the most persistent and common problems were likewise utilized in the needs assessment hereunder.

*Management-related.* The identified needs in this regard include information and knowledge sharing, systems development, and monitoring and evaluation systems.

- Systems development (hardware, software)
- Knowledge Networking
- Information Exchange
- Coordination/Networking
- Database Development
- Monitoring and Evaluation
- Integrated Program for Capacity Enhancement
- Funds/Support Logistics
- Policy Research
- Coordination
- Information and Knowledge sharing

*Skills-related.* Under this category, the identified requisites by Group 1 include, among others, training needs analysis and the development of a pool of trainers in the community.

- need to develop capacity to conduct training needs analysis
- need to develop pool of trainers in the community
- need to develop capacity to source out funds and resources for training
- need to develop effective training design that includes the following:
  - needs
  - assessment
  - process documentation
  - planning
  - project implementation

- monitoring and evaluation
- skills training addressing the need of community & project implementers
- provision of training facilities & funding support
- need to network/link with other agencies in conducting training
- need to document success stories/model communities

*Socio-cultural.* The capacity building needs that were cited include areas for sustainable organizing, entrepreneurship and employment opportunities, and a focus on a paradigm shift for local executives.

- Need for more sustainable organizing process
- Need to develop programs that will focus on paradigm shift for local executives
- Need for creation of employment opportunities (livelihood programs)
- Need to advocate entrepreneurship among lumads (*indigenous peoples*) to access for livelihood programs
- Need to integrate PWD's concerns for job opportunities

*Funding.* The statements in this category still reflect resource constraints and other concerns.

- limited access to funding agencies
- lack of baseline information
- highly competitive among proponents

*Technology R&D.* Similar to funding concerns, the felt needs of the group in this category likewise reflect the issues being faced by the sector.

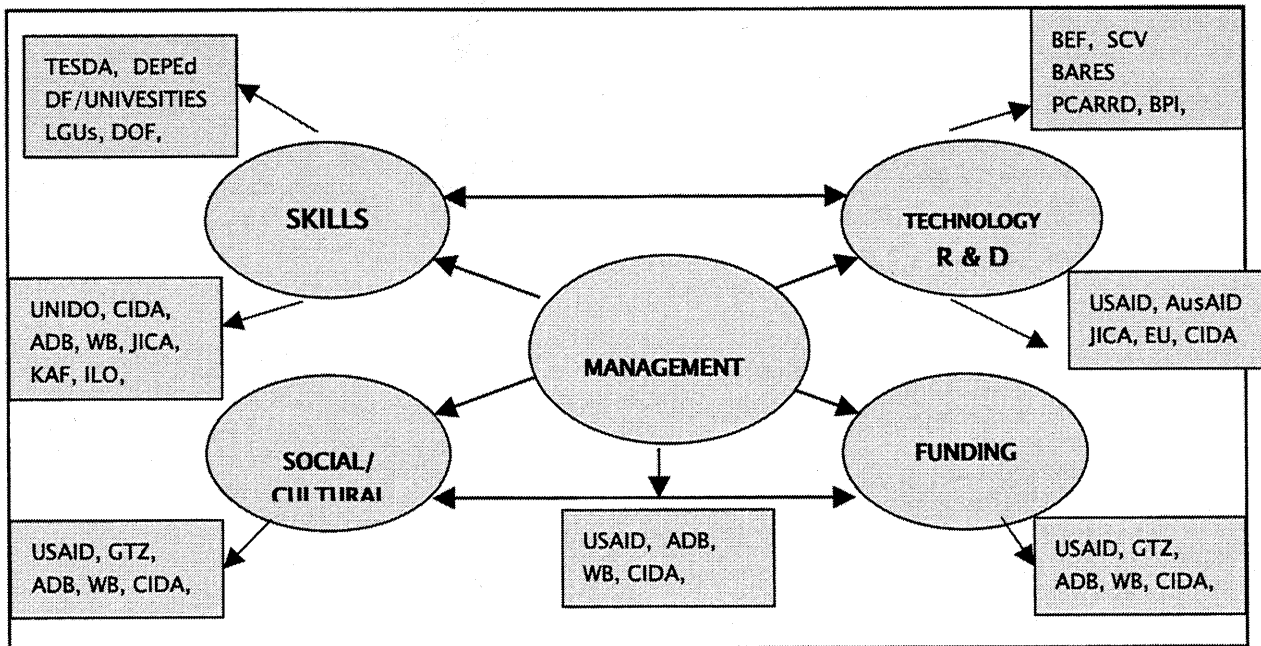
- less financial incentives/support to local scientists
- lack state of the art facilities
- highly centralized- patenting

## *Group 2*

In its needs assessment, Group 2 concentrated on specifying the causes of problems in capacity building. The group noted that management-related problems were due to poor coordination and planning of priority project, inadequate support infrastructure, and the lack of skills and knowledge on planning. Skills-related issues were traced to

the lack of technology and skills complementation. For funding, the problem emanated from lack of resource complementation. In regard to technology R&D, the group noted the absence of a clearinghouse for information and complementation.

Figure 7:  
 Elements of Capacity Building and Funding/Donors



After the identification of the problems of capacity building and the conduct of a needs assessment, the next step was the inventory of funding and donor agencies that could contribute to addressing the felt needs of the group based on the aforesaid elements of capacity building. A likely inventory is shown in the preceding chart prepared by Group 1. On the other hand, Group 2 drew up a list of donor agencies that were working on the pertinent issues.

**8. Workshop 2 Outputs: *Outlining a Potential Project***

As an application of the workshop proceedings, each of the two groups were asked to outline potential projects with the following component items: overall goal, purpose, input, output, and assumptions/constraints (do's and don'ts).

***Group 1***

In light of the overall goal set by Group 1 of a holistic and integrated development of Region 10 and strengthened RDC and Government Agencies, the Group drew up a three-component project purpose—knowledge-based management, networking and coordination, and resource complements. Each of the component purpose was meant to address the following four target requirements: technical training, hardware, systems development support, and program management. Inputs, outputs, and constraints are detailed in the table hereunder.



## OUTLINING A POTENTIAL PROJECT

### Group 1

**Overall Goal**     *A holistic and integrated development of Region 10; Strengthened Regional Development Councils (RDC) and Government Agencies (GAs)*

Component / Purpose	Technical Training	Hardware	Systems Development Support	Program Management	INPUT	DOs	Don'ts
-Knowledge base Management	-Sharing -Accessing -Website development	- Computers, vehicles and  communication equipment - Reproduction Publication Laboratory audio visual equipment	-Experts -R&D anchor institution	- Identification of  stakeholders -Anchor institution for  management program	- Assessment -Funds -Buildings	-Screening at the regional level -shorten the screening process in 6 months	-Don't set boundaries
- Networking and Coordination	Strategic Planning		- Development of promotional materials - Development Communication			- Involvement of community participation	
-Resource Complements	Resource Mobilization		-Resource Inventory Gap Analysis - Development of ICT	-RDC strengthening committee	-Funds for Community Projects and training	-Process in program development and  management -top local and international experts	

Group 2, on the other hand, came up with an overall goal which is focused on capability program for resource complementation. This would be to meet the need for sustainable growth, human security, environment and advocacy on global issues. This overall goal was further broken by the group into three-component purpose, namely: poverty reduction, maximum utilization of limited resources and systems development support. The specific inputs, activities and outputs are outlined in detail in the table that follows:

### Group 2

<b>Overall Goal</b>	<i><b>Capability Program for Resource Complementation to meet the needs for sustainable growth, human security, peace and security, environment (agro-forestry), and advocacy on global issues.</b></i>		
	<b>Capability Bulding</b>	<b>Funding</b>	<b>Systems Development Support</b>
<b>Component/ Purpose</b>	- Poverty reduction	- maximize the use of limited resources	
<b>Do/Don'ts</b>	- (Do) Decentralize project implementation through regional offices and LGUs - (Don't) include LGUs with no development plans - (Don't) go beyond budget requirement		
<b>Outputs</b>	- Manual on Resource Accessing - Project proposals Approved - Improved skills planning & coordination - Increased LGU capacity in delivering CD programs & services		- Enhanced resource complementation and networking - One-stop-shop information - Databank of Resources
<b>Main Activities</b>	- Training needs assessment (TNA)	- sourcing out to other donors - sourcing out of training opportunities	- systems analysis - Inventory of resources
<b>Inputs</b>	- Appropriate training (local & abroad) - Experts Exposure/site visits to successful CD initiatives	- funds for community organizing	- Experts - systems & equipment

## 9. Summary

Rey Gerona presented the synthesis of the day's workshop exercises by initially walking the participants through the process starting with the identification of the endless problems and its subsequent reclassification into the most persistent and common ones.

### PROBLEMS

Few hands-on application of CB programs, trainings limited to superficial levels, short-term of office (LCE), continuity/security of tenure of trained pax, lack of commitment by the beneficiaries, re-entry program not strictly required for trainees, limited access to trainings - NGOs, lack of CB opportunity, lack of info access especially on funding sources, lack of counterpart funds, poor knowledge on culture, mental mindset of clients, low literacy rate, slow-out mentality, lack of community participation to CB activities, less community participation in planning CB programs, passive community residents, same CB programs by different ODAs, LGUs unable to sustain programs, monitoring and evaluation, lack of feedback mechanism, funding need-lack of money to realize its purpose (project), lack of complementation, lack of funds in delivering services, lack of funding support of LGUs for CB, lack of project management skills of community leaders, political interference, lack of technical support from stakeholders, poor planning or lack of capabilities (identifying opportunities at LCU levels), selection of pax (who should attend?), enhancement of CBTs vis-a-vis development project updates, integration of various CBTs, ethnic-religious prejudices, lack of management, TNA overlooked (not given importance), unsustained training programs, lack skilled workers in the community, peace and order, remote areas, low literacy rate, poor knowledge on culture, then what?, trainings are provided in "flts", inadequateness of providing facilities, lack of motivation/interest by the communities, lack of participation of stakeholders in the planning stage, no focus programs, lack coordination among stakeholders, no appreciation of govt efforts, lack of monitoring, insufficient funds to support projects, correct diagnosis wrong medicines, lack of logistics support for community workers, lack of appreciation schemes, garbage disposal and collection, unemployment, low income, slow dissemination of technologies (agriculture), no obligation on trainees to apply their training, no proper monitoring of projects, no proper coordination among govt & NGOs, highly centralized govt structure, no proper intervention-identification scheme, less concern given to PWDs, poor evaluation of training programs, weak barangay governance, trainings don't reach barangay levels, inadequate funding, indifference to the concept of appropriate technology, poor problem ID, Resistance to change by beneficiaries, chap-chap approach of project implementation, clients are resistant to change, preference for physical projects rather than CB activities, funding constraints of central govt, diverse culture/multi-ethnic.

### Most Persistent and Common

- Training-related problems
- Funding problems
- Organization-related problems
- Cooperation-related problems  
(Resource-complementation problems  
Relationship building-related problems)
- Project implementation-related problems
- Sustainability problems

Essentially from the two workshop groups, these categories of problems were identified as related to: 1) training 2) funding, 3) organization, 4) cooperation or resource complementation, 5) project implementation, and 6) sustainability as reflected in the illustration above. These statement of general categories was to be seen as resource to look into by agencies, including donors such as JICA,

when the latter try to pursue projects on capability building within the region in the future.

These main problems were further deepened with questions as to why they exist or even persist. The core cause was generally ascribed to the capacity, or lack of it, *to forge, pursue and sustain cooperation*. In the language of the resource/service providers in the region, these are basically issues on resource accessing and complementation and knowledge management and networking, the latter being the inavailability of effective and useful information at this point in time.

It was perceived that getting into capability building projects to address these issues exacts human and organizational discipline translated into internal capacities to initiate and sustain *good cooperation, mutual understanding and communication* with partner agencies, regardless whether service providers or donors. Failure of past projects, especially ones which are donor-driven in nature, were cited as partly attributed to lack of deeper understanding and communication with either the donor or with other co-beneficiaries.

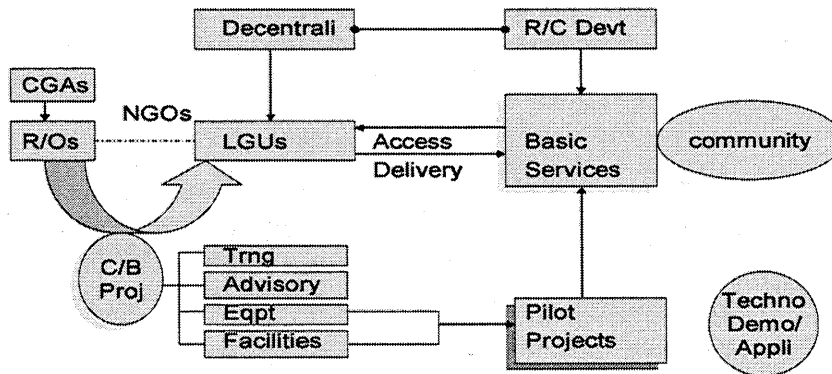
This was seen to be common among projects with restrictive terms of reference, possibly concentrating on the hardware part of the project, which possibly only one party has overall understanding and acceptance and with very limited inputs on sustainability from the other parties involved.

Summed up, these problems were seen to have long persisted because of failure to address the main cause. In this case, the cause is the capacity to resource-complement, or the capacity to manage relationship building among other service providers. The real challenge was to be the ability or means to manage a process whereby service providers organizations are convinced to complement however limited resources for communal development projects may be.

In outlining or planning a capacity building project, and as regards decentralization and rural and community development, the summary discussions progressed further with a recognition of common context that decentralization issue, in this exercise, particularly refer to Local Government Units. As illustrated below, the LGUs, who has had the mandate to be in the frontline in the structure responsible for the

delivery of basic services need all the help it can get. Those agencies affected by devolution, such as the regional offices, would not be able to complete implementation of projects on their own. They would have to go through the LGUs.

### Rough Outline of A Capacity Building Project



The agencies represented in this workshop—regional offices, NGOs, private sectors, are naturally willing service providers. This was seen as the hard reality of a decentralized situation. LGUs cannot be avoided, this was the reality being emphasized. Summarized further, discussions throughout the day dealt with delivery of services to community and making people empowered to access these resources. By decentralization, it is absolutely referred here as the LGUs and by regional development, it meant basic services. The main actors are the LGUs. In the ideal situation, the other actors—the service providers—can and may always complement and help.

As the issues of decentralization and community and rural development discussed earlier relate to inputs and related requirements of a potential project cooperation, which were identified in the potential projects during the workshop discussions, specific context were clarified. By experts, for example, it was clarified to mean the exchange in advisory services. Equipment, which may be made available as long as it relate to the context of capacity building being defined in the workshop. Facilities may take the form of small

building equipped with information generating system and these were to be allowed only as technology demonstration and application oriented, possibly pilot ones, which would demonstrate complementing relationship between and among LGUs-NGOs-ROs-academe with other stakeholders.

## 10. Closing Program

Engr. Rey Gerona synthesized the consultation-workshop further by assessing the objectives and by checking whether the expectations of the participants were met.

The participants were asked in return to share their impressions. Some of these are as follows:

Table 2: Some Impressions & Insights on the Consultation Workshop

Name	Statement
Mr. Romy Naces (MPSC)	"...I came with an open mind with not much knowledge on JICA, I came with an intention to participate. Initially, I felt like a neophyte having had to observe many technical persons in this workshop. But, interactions made me a part of the group of people who had something to share. The exercises more than met, exceeded in fact, my expectations. I now realize that JICA has 1) come of age in a sense that it's now reaching out in facilitating and building up capabilities of people to determine their own requirements and solutions as opposed to the then "dole out," solely JICA-determined non-consultative process of handing down funding requirements, 2) it has exceeded itself as a donor institution in a way that it also helps promote camaraderie among agencies and organization, and peoples in promoting human security providing venue for exchange of ideas, experiences and practices to learn and complement each other along the way. I learned a lot from the technical people here ways of drawing and presenting their ideas. I hope for more complementing relationships among organizations and individuals as a result of this activity..."

Mr. Paul Baang (PhilDHARRA)	<p>“...My personal view is on the seeming prevalence of donor addiction. That implementers would not make it without donor assistance. However, in my experience, I realized that many of the communities can exist without donors or service providers. Sometimes, however, in doing development projects we operate at different wattages but it’s observably one-end wattage most of the times. There is problem of gaps—that one goes into overload or underload—some give more than the others. I hope that component activities identified in the group discussions would be able to respond to these gaps. Through planning we hope to be able to see better these gaps. I learn a lot from this experience today...”</p>
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Ms. Imelda Pagtolunan (Xavier University-RIMCU)	<p>“...Expectation to be in a position to share and provide input for capacity building projects in the community was realized. Our group came up with broad inventory of CB problems and causes. Deepened discussions and sharing came up with initial goals and activities to address these issues...”</p>
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Mr. Cecilio Clarete (NEDA)	<p>“...There is a need to consult the real beneficiaries whether what we have identified today as needs are really reflective of their realities. There is a need to consult them with today’s discussion outputs. We are here at the regional level and may perceive issues differently from the LGUs, for example...”</p>
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After the sharing of insights of some participants, Mr. Masahiro Ono, closed the workshop by thanking the participants for their participation and cooperation. He further left a challenge in the form of a question, “is capability building,” a priority project for all the agencies represented? In closing he encouraged everyone to continue working with the existing complementation while considering accessing of resources from donors, such as JICA. The latter having a very long and exacting process to be complied with and with very little

assurance of immediate project cooperation. Issues, such as security, remain an important consideration to donor agencies, including to JICA, and the volatility of the peace situation at the moment, remains a major constraint. Nonetheless, he expressed hope that the day's exercises could result to some form of complementation in the future.



PROJECT FORMULATION CONSULTATION- WORKSHOP  
ON RURAL AND COMMUNITY DEVELOPMENT STRATEGIES  
UNDER A DECENTRALIZED STRUCTURE

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PROJECT FORMULATION CONSULTATION- WORKSHOP  
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