

Final Report

Ex-Post Evaluation Study

on

Cebu Socio-Economic Empowerment
and Development Project

by

Japan International Cooperation Agency

Guru Technologies Corporation

15 October 2007

Table of Contents

Summary	
Project map	
Photographs	
Abbreviations	
Main Report	
Outline of the evaluation study	
Project background	1
Project overview	1
Study objectives	4
Scope of work	4
Constraints of the study	4
Evaluation team	5
Study period	5
Methodology	
Evaluation questions	6
Methodology	7
Schedule of study	8
Ex-post project performance	
Performance of project purpose	9
Achievement of overall goal	11
Follow up of recommendations by terminal evaluation study	12
Results	
Impact of the project	14
Sustainability of the project	17
Analysis of factors that have promoted the project	19
Analysis of factors that have inhibited the project	19
Conclusion	21
Recommendations and lessons learned	
Recommendation to counterpart	22
Lessons learned for JICA and counterpart	23
Annexes	
1	Copies of master plan (1991), PDM1 (2001), PDMe (2003) and PDM for ex-post evaluation
2	List of persons met and discussed with
3	Schedules of activities
4	Sustainability status of small-scale projects
4a	Impacts of LDM in 11 municipalities covered by field survey
5	Current status of ex-participants and application of learned skills
6	Status of supporting organizations
7	Summary notes on the results of the visits to 2 municipalities covered by the e-BATT Corridor project under JICA's Community Empowerment Program
8	Evaluation grid

事後評価調査結果要約表

評価実施部署：フィリピン事務所

1. 案件の概要	
国名：フィリピン	案件名：セブ州地方部活性化プロジェクト
分野：行政一般	協力形態：プロジェクト方式技術協力（現：技術協力プロジェクト）
所轄部署：社会開発協力部社会開発協力第一課	協力金額：967 百万円
協力期間：1999 年 3 月 1 日～2004 年 2 月 29 日	先方実施機関：セブ州政府
	日本側協力機関：なし
他の関連協力：セブ州地方部活性化プロジェクトフォローアップ（個別専門家派遣）	
<p>1-1 協力の背景と概要</p> <p>フィリピン国においては、地方分権化の推進を目的として、1992 年より地方自治法（1991 年制定）が施行され、地方開発にかかる権限や機能が中央政府から地方自治体に移管されている。それ以来、地方自治体職員の能力向上は、中央政府の開発計画における重点課題になっている。かかる状況の下、1994 年にフィリピン国政府は JICA の協力により「セブ州総合開発計画」を作成した。同計画で提唱された「都市と農村の均衡のとれた地域開発」という構想に基づき、フィリピン国政府は日本国政府に対して「セブ州地方部活性化プロジェクト」の実施を要請した。</p>	
<p>1-2 協力内容</p> <p>(1) 上位目標：地方分権化が定着し、セブ州地方部の社会経済開発が促進される。</p> <p>(2) プロジェクト目標：地方開発行政を強化し、住民や NGO と協働しながら開発資源を持続的かつ効果的に利用する地方開発メカニズム（LDM）が構築される。</p> <p>地方政府が当該地域の開発資源を有効に活用しながら、住民の内発的意思を反映した地域開発事業を行い、当該事業の自立発展性を確保する一方で、その成果を地域開発の関係者へフィードバックすることで、地域開発事業をより広範な地域に展開していく仕組み。プラットフォーム機能（地域社会の構成主体が地域開発に共同して取り組む場の創出） 社会ネットワーク及び開発パートナーシップ機能（地域開発事業の実施プロセスにおける社会連携関係の構築） 持続的・発展的機能（地域開発事業の持続性の向上、及び地域展開の促進）からなる。</p> <p>(3) 成果</p> <p>1) 州政府企画開発局の企画調整機能が強化される。</p> <p>2) 町レベルにおける開発事業実施の行政手法、手順が形成される。</p> <p>3) 地域開発案件の実施経験・ノウハウが蓄積される。</p> <p>4) 開発事業の手法、手順、ノウハウ、経験等の情報共有のための Knowledge Management Bank（KMB）が構築される。</p> <p>(4) 投入</p> <p>日本側</p> <ul style="list-style-type: none"> ・長期専門家 7 名 ・短期専門家 13 名 ・研修員受入 31 名 ・機材供与 166 百万円 ・運営経費等 69.6 百万ペソ <p>フィリピン側</p> <ul style="list-style-type: none"> ・カウンターパート配置 14 名 ・ローカルコスト負担 7.3 百万ペソ ・事務所、土地提供等 	

2. 評価調査団の概要	
調査者	(1) Mr. Rey Gerona, Supervisor, JICA Philippine Office (2) Ms. Joan Jaque, Team Leader, Guru Technologies Corporation (3) Ms. Maridol Llenos, Survey Specialist, Guru Technologies Corporation
調査期間	2007年8月13日～2007年10月15日 評価種類：事後評価
3. 実績の確認	
3-1 プロジェクト目標の状況	
<p>LDMの有効性を実証し同メカニズムを確立するため、本プロジェクトでは対象地域(セブ州北部20町)中16町において67件(複数の島・町にまたがるものも含む)の小規模事業を実施した。本評価調査時点では、19事業(28%)が技術的、資金的理由により中断しているものの、44事業(66%)が現在も継続中であり(残り4事業の現状は不明)、16町の内7町ではすべての小規模事業が継続していることから、これらの町レベルではLDMの一部が継続的に機能している。</p> <p>一方、2004年5月の知事交代に伴い、本プロジェクトの活動継続に対するセブ州政府の優先度が低下し、本プロジェクトのフォローアップ(2004～2006年)の終了後は、州政府による本プロジェクトの活動は行われていないことから、州レベルではLDMは機能していない。</p>	
3-2 上位目標の達成状況	
<p>本評価調査で現地調査を行った9町の内少なくとも4町においては、小規模事業が拡大又は他の地域に波及し、収入の向上、収穫量の増加、就業機会の増加等の経済指標の改善がみられた。</p>	
3-3 終了時評価での提言の活用状況	
<p>終了時評価調査で本プロジェクト終了までに実施すべきとされた提言9項目の内5項目は、本プロジェクトのフォローアップ期間の終了までに実施された。しかしながら、本プロジェクトの活動継続に対するセブ州政府の優先度が低下したため、将来的に実施すべきとされた他の提言を州政府は実施せず、フォローアップ期間中に一旦は実施された短期的な提言も徐々に実施されないようになった。</p>	
4. 評価結果の概要	
4-1 評価結果の要約	
(1) インパクト	
<p>小規模事業が他の地域に波及した4町においては、それらの小規模事業の裨益者の収入の向上、収穫量の増加、就業機会の増加等経済指標の改善がみられた。</p> <p>当初予期されなかった本プロジェクトによる正のインパクトとしては、小規模事業の経験を反映した町条例が制定された、本プロジェクトで実施した研修の受講者が当該技術について表彰を受けた、小規模事業で整備した村落保健所が医療機関としての複数の認証を受けた、等がある。</p> <p>本プロジェクトによる負のインパクトは見受けられない。</p>	
(2) 自立発展性	
【組織面】	
<p>小規模事業が継続している町においては、それらの事業のモニタリングは町行政の通常業務の一部になっていることに加えて、少なくとも3町において小規模事業の実施に伴い町条例等が制定されたことから、組織面での自立発展性は概ね確保されている。一方、本プロジェクトにフルタイムで従事していた州政府職員14名は全員州政府企画調整局の元の部署に復帰したものの、本プロジェクトの成果定着化・波及のための組織改変等が行われていないことから、組織面での自立発展性は州レベルでは確保されていない。</p>	

【技術面】

州政府レベルでは、本プロジェクトの元カウンターパート（州政府企画開発局職員）は、本プロジェクト実施中に得たノウハウ（参加型計画、プロポーザル作成・評価等）を日常業務の中で積極的に活用している。日本で研修を受けた31名の元カウンターパートの内23名は現在も州政府で勤務し、その大部分は研修で得たスキルの日常業務への活用、同僚との共有、さらなるスキルの向上を行っている。町行政レベルでも、元カウンターパートは本プロジェクトの研修により得たスキルを日常業務で活用している。全体として技術面での自立発展性は確保されている。

【財務面】

継続中の小規模事業の実施費用やモニタリング費用を町行政の通常予算の一部として組み込んでいること、財政的に自立しつつある小規模事業があること等から、それらの町レベルでは財務面の自立発展性は確保されている。一方、本プロジェクトの活動継続にかかる予算は確保されていないことから、州レベルでは財務面の自立発展性は確保されていない。

4-2 プロジェクトの促進要因

(1) インパクト

67件の小規模事業の中には効果的に計画され成功したものがあつたため、町行政が類似の小規模事業を拡大・波及する誘因となった。

(2) 自立発展性

本プロジェクトでは様々な研修を行い、そこで得られたノウハウを研修の受講者が現在も活用し続けていることが、組織面での自立発展性確保に寄与している。

4-3 プロジェクトの阻害要因

(1) インパクト

LDMの定義が明確になったのは本プロジェクトの終了間際であり、またLDM自体は従来からある手法と解釈されたため、本プロジェクトの関係者が意識的にLDMを活用することはなく、小規模事業の拡大・波及を阻害する要因となった。

(2) 自立発展性

政権交代に伴う優先課題の変更により、LDM定着化のための実施体制の再構築が行われず、本プロジェクト終了後の州政府の活動や本プロジェクトで蓄積されたノウハウの活用方法が明確にならなかつたことが、本プロジェクトの自立発展性確保を阻害する要因となった。また、終了時評価調査時点では、本プロジェクトのフォローアップによりLDMの定着、南部への波及を支援することが想定されていたが、州政府の優先課題の変更に伴い、その活動内容が小規模事業のモニタリングに限定されることになったことも、本プロジェクトの自立発展性確保の阻害要因になった。

4-4 結論

継続中の小規模事業がある程度の経済的变化をもたらし、小規模事業の他の地域への波及が見られる町においては、本プロジェクトのインパクトが見られる。一方、フォローアップ終了後、州政府は本プロジェクトの活動を継続していないため、本プロジェクトがもたらしたインパクトは州レベルではみられない。

州レベルで、本プロジェクトが期待されたインパクトを生まず、本プロジェクトの効果を持続させることができなかつた原因は、LDMの定義が本プロジェクトの終了間際まで明確化されなかつたこと、また、多種多様な小規模事業の実施がプロジェクト目標であるLDMの構築とどのように関連しているのかが関係者に意識的に理解されなかつたこと、さらに、本プロジェクトの成果定着化・波及のための実施体制の再構築が行われなかつたこと、等にある。

4-5 提言

州政府及び町行政は、今後、本プロジェクトで提案された LDM のプラットフォーム機能、社会ネットワーク及び開発パートナーシップの構築機能、持続的・発展的機能の再構築を意識しながら、地方開発事業を計画・実施すべきである。

4 - 6 教訓

(1) 地方自治体の制度構築を目標とするプロジェクトの企画立案に際しては、既存の枠組みの活用を可能な限り検討することが必要である。また、プロジェクト終了後の実施体制や役割分担については、政権交代等の政治的影響を可能な限り回避する手段を講じる必要がある。

(2) 制度構築を目標とするプロジェクトにおいては、目指す制度の概念を明確化し、プロジェクト開始当初より関係者間での確実な認識共有を行うとともに、具体的かつ客観的な成果・目標達成の指標を設定すべきである。

(3) 制度構築を目標とする案件においてパイロット事業を実施する場合、パイロット事業の位置付け(パイロット事業の実施がどのようにプロジェクト目標の達成に資するのか)について関係者の明確な理解を確立し、その位置付けに基づきパイロット事業の事業数、内容、方法、時期について検討することが不可欠である。また、パイロット事業のプロセスを記録し、そこから得られる教訓や提言を反映した制度の提案を行う必要がある。

(4) コミュニティレベルの開発事業の立案に際しては、技術的・財政的な実施可能性やステークホルダーの運営管理能力を徹底的に審査することが必須である。また、事業の自立発展性確保のためには、事業実施を通して得られた町行政、住民組織、NGO 等との協力関係を活用・強化していくことが必要である。

Ex-post Evaluation Summary Sheet

Evaluation conducted by: JICA Philippines Office

1. Outline of the project	
Country: Philippines	Project Title: Cebu Socio-Economic Empowerment and Development (Cebu-SEED) Project
Issue/sector: Administration/General	Cooperation scheme: Project Type Technical Cooperation
Division in charge: First Technical Cooperation Div. Department: Social Development Cooperation Dept	Total cost: 967 million JPY
Period of cooperation (R/D): 1 March 1999 – 29 February 2004	Partner Country's Implementing Organization: The Provincial Government of Cebu
	Supporting organization in Japan: N/A
Related cooperation:	
<ul style="list-style-type: none"> (1) Cebu Integrated Area Development Master Plan, DSP, 1993-1994 (2) Empowering the BATT Corridor, CEP, November 2000-January 2004 (3) Cebu Rural Community Development Program, JOCV Team Dispatch, 2004-2006 (4) Follow-Up cooperation for Cebu-SEED project, Individual Expert Dispatch, 2004-2006 	
1-1 Background of the project:	
<p>To promote decentralization, the Philippines implemented the 1991 Local Government Code (LGC) beginning in 1992. The LGC transferred the authority and function for local development from central government agencies to local government units (LGUs). Since then, capability building for LGUs had become regular feature of national development plans. In relation to this, the Government of the Philippines (GOP) formulated the Cebu Integrated Development Master Plan in 1993 through 1994 with assistance from JICA. However, the Provincial Government of Cebu lacked the capability to give shape to the plan. Under this circumstance, the GOP requested the Government of Japan (GOJ) for a technical assistance to support the Provincial Government. In response, the GOJ provided technical cooperation to the Provincial Government of Cebu in implementing the project entitled, Cebu Socio-Economic Empowerment and Development (Cebu-SEED) project, from March 1999 to February 2004 under JICA's Project Type Technical Cooperation (PTTC) program.</p>	
1-2 Project overview	
<p>The Cebu-SEED project was aimed at developing a local development mechanism (LDM) that will facilitate participatory approaches and resource-complementation in planning and implementing local development projects in 20 northern municipalities of Cebu province.</p>	
(1) Overall goal	
<p>To enhance local development through the Local Development Mechanism (LDM) in the 20 northern municipalities of Cebu province thereby enhancing the socio-economic development of the province with prevalence of local governance and development system on the basis of the Local Government Code</p>	
(2) Project purpose	
<p>To develop LDM with strengthened local government administration in partnership with local communities and NGOs for sustainable and effective use of development resources</p>	
(3) Outputs	
<ul style="list-style-type: none"> 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 	

(4) Inputs																																																																									
<Japanese side>	<Philippine side>																																																																								
Long-term experts, 7	Counterparts, 14																																																																								
Short-term experts, 13	Local cost, 7.3 million Pesos																																																																								
Trainees received in Japan, 31	Others, Land, office																																																																								
Equipment, 166 million JPY	Local cost, 69.6 million Peso																																																																								
2. Evaluation team																																																																									
Members of Evaluation Team	Guru Technologies Corporation: (1) Ms. Joan Jaque, Team Leader (2) Ms. Maridol Llenos, Survey Specialist																																																																								
Period of Evaluation	August 13, 2007 to October 15, 2007 Type of evaluation: Ex-Post																																																																								
3. Project performance																																																																									
3-1 Performance of Project Purpose																																																																									
As demonstration to the LDM approach, the Cebu-SEED project initiated the implementation of 67 small-scale projects in 16 northern municipalities including island and province-wide projects. At the time of evaluation, 66% of the 67 small-scale projects are continuously implemented by 16 recipient municipalities and local communities, with 7 out of the 16 municipalities sustaining the implementation of all the small-scale projects initiated by the Cebu-SEED project in their localities. Nineteen (19) out of the 67 small-scale projects were not sustained due to technical and financial problems.																																																																									
Status of small-scale projects of the Cebu-SEED project																																																																									
<table border="1"> <thead> <tr> <th rowspan="2">Scope</th> <th rowspan="2">No. of projects implemented during the project</th> <th colspan="3">Status of implementation</th> </tr> <tr> <th>Sustained</th> <th>Not sustained</th> <th>Status not known</th> </tr> </thead> <tbody> <tr> <td>Municipal-based</td> <td>61</td> <td>43</td> <td>16</td> <td>2</td> </tr> <tr> <td>Small islands-wide</td> <td>2</td> <td>0</td> <td>1</td> <td>1</td> </tr> <tr> <td>Province-wide</td> <td>4</td> <td>1</td> <td>2</td> <td>1</td> </tr> <tr> <td>Total</td> <td>67</td> <td>44</td> <td>19</td> <td>4</td> </tr> </tbody> </table>		Scope	No. of projects implemented during the project	Status of implementation			Sustained	Not sustained	Status not known	Municipal-based	61	43	16	2	Small islands-wide	2	0	1	1	Province-wide	4	1	2	1	Total	67	44	19	4																																												
Scope	No. of projects implemented during the project			Status of implementation																																																																					
		Sustained	Not sustained	Status not known																																																																					
Municipal-based	61	43	16	2																																																																					
Small islands-wide	2	0	1	1																																																																					
Province-wide	4	1	2	1																																																																					
Total	67	44	19	4																																																																					
Number of small-scale projects sustained by recipient municipalities																																																																									
<table border="1"> <thead> <tr> <th colspan="2">Municipality</th> <th>Total no. of projects</th> <th>Sustained</th> <th colspan="2">Municipality</th> <th>Total no. of projects</th> <th>Sustained</th> </tr> </thead> <tbody> <tr> <td>1</td> <td>Bogo</td> <td>6</td> <td>4</td> <td>9</td> <td>San Remegio</td> <td>3</td> <td>3</td> </tr> <tr> <td>2</td> <td>Tabogon</td> <td>8</td> <td>5</td> <td>10</td> <td>Medellin</td> <td>5</td> <td>3</td> </tr> <tr> <td>3</td> <td>Catmon</td> <td>5 *</td> <td>3</td> <td>11</td> <td>Borbon</td> <td>4</td> <td>4</td> </tr> <tr> <td>4</td> <td>Poro</td> <td>3 *</td> <td>1</td> <td>12</td> <td>Sogod</td> <td>3</td> <td>3</td> </tr> <tr> <td>5</td> <td>San Francisco</td> <td>4</td> <td>2</td> <td>13</td> <td>Carmen</td> <td>4</td> <td>2</td> </tr> <tr> <td>6</td> <td>Tudela</td> <td>3</td> <td>3</td> <td>14</td> <td>Bantayan</td> <td>2</td> <td>2</td> </tr> <tr> <td>7</td> <td>Pilar</td> <td>3</td> <td>1</td> <td>15</td> <td>Madrirdejos</td> <td>3</td> <td>3</td> </tr> <tr> <td>8</td> <td>Daanbantayan</td> <td>3</td> <td>2</td> <td>16</td> <td>Santa Fe</td> <td>2</td> <td>2</td> </tr> </tbody> </table>		Municipality		Total no. of projects	Sustained	Municipality		Total no. of projects	Sustained	1	Bogo	6	4	9	San Remegio	3	3	2	Tabogon	8	5	10	Medellin	5	3	3	Catmon	5 *	3	11	Borbon	4	4	4	Poro	3 *	1	12	Sogod	3	3	5	San Francisco	4	2	13	Carmen	4	2	6	Tudela	3	3	14	Bantayan	2	2	7	Pilar	3	1	15	Madrirdejos	3	3	8	Daanbantayan	3	2	16	Santa Fe	2	2
Municipality		Total no. of projects	Sustained	Municipality		Total no. of projects	Sustained																																																																		
1	Bogo	6	4	9	San Remegio	3	3																																																																		
2	Tabogon	8	5	10	Medellin	5	3																																																																		
3	Catmon	5 *	3	11	Borbon	4	4																																																																		
4	Poro	3 *	1	12	Sogod	3	3																																																																		
5	San Francisco	4	2	13	Carmen	4	2																																																																		
6	Tudela	3	3	14	Bantayan	2	2																																																																		
7	Pilar	3	1	15	Madrirdejos	3	3																																																																		
8	Daanbantayan	3	2	16	Santa Fe	2	2																																																																		
The proposed phase 2 of the Cebu-SEED project was not considered by JICA and a new Governor assumed the provincial leadership after the May 2004 elections, which accorded less priority for the continuation of the Cebu-SEED project activities. As such, the LDM was not institutionally established at the provincial government level and all other activities of the Cebu-SEED project were discontinued by the provincial government completely after the F/U cooperation ended in 2006.																																																																									

3-2 Achievement related to Overall Goal

The Cebu-SEED project hopes to contribute to the improved socio-economic conditions of the beneficiaries of small-scale projects hence replication or expansion of the same was expected. At the time of evaluation, 4 out of the 16 recipient municipalities are either replicating or expanding the coverage of small-scale projects. In Daanbantayan, the yellow corn production cluster project is replicated in another village, increasing the number of villages adopting the technology from 7 to 8. In Bogó, the marine sanctuary project in 1 coastal village has been replicated in all mangrove areas within the municipality. In Tabogon, the coverage of the water supply project is expanded from 3 to 23 villages, while the water supply project in Medellín municipality likewise expanded its coverage from 30 to 300 households. This study however noted that these replication efforts were not undertaken following the LDM functions of platform making and social networking and development partnership and were made possible without any assistance from the provincial government. Besides, the LDM was only defined towards the end of the Cebu-SEED project. There was no diffusion or replication of LDM activities in the southern municipalities since the provincial government discontinued project activities after the phase out of JICA assistance.

3-3 Follow-up of the Recommendations by Terminal Evaluation Study

Five out of 9 measures recommended by the terminal evaluation study team in October 2003 for the remaining period of the Cebu-SEED project were fully carried out by the provincial government during the Follow Up (F/U) cooperation from 2004 to 2006. Due to change in priorities of the provincial government and the suspension by JICA on the approval of the proposed phase 2 of the project, other recommended measures were not addressed by the provincial government. Consequently, none of the recommended long term measures had been undertaken and those short term measures carried out during the F/U cooperation were gradually discontinued.

4. Results of evaluation

4.1 Summary of evaluation results

(1) Impact

In addition to replication efforts in 4 municipalities, 4 sustained small-scale projects are showing indicators of economic achievements. The municipality of Medellín had recorded increased annual incomes of the peoples' organization managing a village-based water supply project from 5 million yen to 7 million yen while Bogó had noticed an increase of fish catch by individual fisherfolk from 1 kilo to 4 kilos a day. The municipality of Daanbantayan recorded an increase of yellow corn production from 1.5 to 3.0 metric tons per hectare while the municipality of Tabogon observed that 80% of the 250 graduates of the training center project every year found paid and self-employment. Regarding impacts to policy making, a municipal ordinance on coastal resource management was approved by the municipal council of Borbon in September 2004 to protect and conserve the municipality's coastal resources. Utilizing the skills learned from the Cebu-SEED trainings, the members of the people's organizations in Medellín municipality implementing a marine sanctuary project actively participated in the formulation of a municipal government ordinance in 2005, banning sand extraction in municipal shores. This indicates an impact brought about by the LDM approach in terms of platform making.

There was no negative impact observed during the ex-post evaluation study. However, key informants at the municipal level expressed concerns about discontinued small-scale projects. Twenty-eight percent of the 67 small-scale projects the Cebu-SEED project had initiated are not sustained. The waste water treatment project in Bogó and the bio-gas project in Carmen are publicly perceived as wasted resources, while the high rental cost of equipment for the maintenance of the farm-to-market roads constructed by the Cebu-SEED project has become a burden to at least 50% of the recipient municipalities. In Sogod, 45% of the roads rehabilitated through the Cebu-SEED project had become impassable. According to respondents of interviews and group discussions in 11 municipalities, expediting the revival of the discontinued small-scale projects requires the facilitative role of the former PPDO counterparts in the provincial government.

(2) Sustainability

Institutional

The LDM, as an approach in planning and implementing local development projects, had not been incorporated in the provincial development and investment plans and therefore had not been institutionally sustained at the provincial government level. At the municipality level, the LDM is also not formally incorporated in any local development and investment plan but monitoring activities for sustained small-scale projects had become part of the regular activities of concerned municipal offices such as the municipal agriculture office of Daanbantayan for the yellow corn production project. The implementation of small-scale projects had also influenced in the formulation of local policies in at least 3 municipalities. The municipality of Borbon and Bogo formulated local laws declaring all mangrove areas in their municipalities as marine sanctuary areas, while the municipality of Medellin made a local policy banning sand extraction to protect its marine sanctuary project. The municipality of Tabogon provides regular funding for the training activities of the technical-vocational training center established by the Cebu-SEED project. These institutional-related support activities to small-scale projects at the municipal level however could not be attributed directly to the organizational sustainability aspect of the Cebu-SEED project because these activities are not caused or influenced by the LDM approach but purely on the basis of technical and financial feasibility of specific small-scale projects. Overall, the institutional sustainability of the Cebu-SEED project has not been secured.

Technical

Despite of the discontinuity in the application of LDM functions by the provincial government, individual conscious efforts are evident in the former PPDO counterparts to religiously apply the acquired skills during the Cebu-SEED implementation in daily work assignments such as those related to participatory planning, facilitation and consultation skills, delivery of lectures, computer and data base skills, writing and evaluation of proposals, data analysis and presentation skills. The application of these skills however is office-based because PPDO staff ceased to perform LDM activities in project areas neither replicate the same in other parts of the province. Meanwhile, all the 14 PPDO staffs, who were once assigned full-time at the Project Management Office (PMO) of the Cebu-SEED project, returned to their old positions at the Provincial Planning and Development Office (PPDO). Twenty-three out of the 31 counterparts who were sent to Japan for training are still working for the provincial government of Cebu. Responses to the survey questionnaires revealed that most of the ex-trainees (i) apply the learned skills in their daily work activities whenever necessary, (ii) share learned skills and techniques through seminars, meetings, workshops or whenever there are opportunities for peer-sharing; and (iii) upgrade acquired skills by attending related seminars and through literature or internet research. At the municipal level, the former municipal counterparts who received trainings from the Cebu-SEED project likewise continuously apply learned skills in the discharge of their official functions in the municipalities, 3 of these counterparts received awards of recognition. Overall, the technical aspect of the Cebu-SEED project is secured.

Financial

At the municipal level, costs for monitoring sustained small-scale projects are made part of the regular budgets of concerned municipal offices such as in the case of the municipality of Daanbantayan for the yellow corn production project. Other successfully maintained small-scale projects show signs of self-financing such as the water supply projects in Tabogon and Medellin. In addition, the Tabogon municipality provides regular funding for the training activities of the training center offering vocational-technical courses to local residents in collaboration with the local office of the Technical Education Skills Development Authority (TESDA). The LDM approach however is not incorporated in the local development and investment plans of any municipality. As such, budgets for reviving discontinued small-scale projects or replicating successfully sustained ones are not provided. At the provincial level, the activities of the Cebu-SEED project have likewise not been integrated in the provincial development and investment plans. As such, the provincial government does not allocate any budget for the continuity or replication of LDM activities in the project areas or in the southern municipalities of the province which were originally targeted for LDM replication. Overall, the financial aspect of the Cebu-SEED project was not secured.

4.2 Factors that have promoted the project

(1) Impact

The effective planning and successful implementation of some of the 67 small-scale projects had encouraged municipalities to expand or replicate such projects in their localities. Such expansion or replication efforts are found in the municipalities of Tabogon, Medellin, Daanbantayan and Bogo.

(2) Sustainability

The Cebu-SEED project provided various trainings to local counterparts. The skills learned through those trainings are continuously utilized by ex-trainees until at present, thus contributing to the efficiency of the organizations the ex-trainees are working with

4.3 Factors that have inhibited the project

(1) Impact

The LDM was not conscientiously grasped as the Cebu-SEED project. The LDM was only defined towards the end of the Cebu-SEED project and project stakeholders took the LDM for granted since its meaning and functions sounded obsolete practices in planning and implementing local development projects. Besides, the Cebu-SEED project had not produced any manual or reference documents regarding LDM steps and procedures. As such, the focus of understanding about Cebu-SEED project was centered on the implementation of small-scale projects in the municipalities, which were supposedly meant to showcase or demonstrate the approaches of LDM only. According to interview respondents, the number of small-scale projects was too many an LDM showcase that effectively overshadowed the real project purpose of developing and enhancing LDM approaches. Previous monitoring or evaluation activities therefore were understood by local counterparts to mean results and effects of small-scale projects (Output level of the PDM) and not on the impacts of utilizing LDM approaches (Project Purpose and Overall Goal levels of the PDM). The haphazard implementation of unsustainable small-scale projects had also discouraged municipalities to replicate similar projects in the localities. In the Cebu-SEED project, 19 of the 67 small-scale projects were not sustained and therefore failed because of technical and financial feasibility problems which could have been addressed through adequate consultation and evaluation during the planning stages. Aside from being publicly perceived as waste of project resources, these projects effectively discouraged efforts for replication of the LDM approach, as these showcase the lack of platform-making, social networking and development partnership. The major factor that hindered the production of expected impacts is the discontinuation of the LDM activities at the provincial government level. This was caused by the unexpected disapproval of the proposed phase 2 of the Cebu-SEED project and the change of the provincial leadership which consequently accorded less priority status for the continuity of Cebu-SEED project activities in the project areas and LDM replication in the southern municipalities of the province.

(2) Sustainability

The project design was not understood by project because the LDM was only defined towards the end of the project. As such, the focus of the Cebu-SEED project was interpreted by stakeholders to mean quantity of small-scale projects rather than the quality of LDM processes in planning and implementing local development projects. Also, the master plan made in 1997 was not concretized at the onset of the Cebu-SEED project activities. The master plan could have been used as the basis to hold participatory workshops for PDM formulation and the PDM developed in 2001 would have been subjected to workshops by stakeholders as it could have been an appropriate timing to consolidate initial project experiences and craft the meaning of the Cebu-SEED project and its direction. Further, the Cebu-SEED project did not provide project stakeholders with skills on monitoring and evaluation using the Project Cycle Management (PCM) model, which is used by JICA in managing technical cooperation projects. The PDM formulated in 2001 (PDM1) and expounded in 2003 (PDMe) could have been used as experiential learning instruments for stakeholders to further grasp the project purpose of developing and enhancing LDM. Because of these limitations, the project stakeholders misunderstood the Cebu-SEED project to mean the small-scale projects,

which were supposedly meant to be demonstration of the LDM approach only. Furthermore, the project stakeholders did not formulate a sustainability plan towards the end of the project. The plan would have clarified follow-through activities by the provincial government after project cooperation in 2004 and would have outlined clear distribution of donated resources including the utilization of learned knowledge and skills of local counterparts.

4.4 Conclusion

The indicators of impact of the Cebu-SEED project can only be observed in the municipalities, where successfully implemented and sustained small-scale projects are showing certain degrees of economic changes and where few self-help replication efforts can be seen. However, the replication activities were not caused by the LDM approach the Cebu-SEED project had developed and hoped to enhance. This evaluation study could not observe any impact generated by the Cebu-SEED project at the provincial government level naturally because the provincial government discontinued the project activities after the phase out of JICA assistance. As such, the PPDO did not anymore perform its role of sustaining LDM activities in the project areas and replicating the LDM approach in other municipalities of the province had not been undertaken. This study noted that the facilitative role of the provincial government through its PPDO is crucial in securing continuity of sustained small-scale projects in the municipalities and in reviving the discontinued ones in various municipalities. This study opines that the root cause of the project's failure to generate expected impacts and sustain project effects is the project's faulty design. Firstly, the design was not based on participatory situational analysis, through which, the project stakeholders would have been given the opportunity to understand the project framework and formulate the PDM by themselves. Secondly, project stakeholders were not taught to monitor or evaluate the project according to the project framework or PDM, which could have further clarified the stakeholders' understanding about the demonstrative role of small-scale projects in the LDM approach. Thirdly, there was no conscious effort to explain and establish consensus among stakeholders regarding the project's purpose of developing the LDM and implementing small-scale projects as demonstration of the LDM approach. Fourthly, the small-scale projects were just too many a showcase of the LDM approach that effectively diverted the project's focus away from the project's real purpose of developing and enhancing the LDM.

4.5 Recommendations

This ex-post evaluation study suggests that the Provincial Government, through its PPDO, revive its role of sustaining LDM activities in the project areas and in replicating the same in other municipalities of the province whenever appropriate. In sustaining LDM activities in the project areas, the provincial government should assist municipal governments and local organizations find ways to address sustainability issues of continued small-scale projects and appropriate measures to revive the discontinued ones. After all, the LDM introduced by the Cebu-SEED project is a strategy similarly described by the Philippines' 1991 Local Government Code (LGC) aimed at strengthening collaborative relationship between the provincial and the municipal governments in planning and implementing local development projects - an important requirement of decentralization.

4.6 Lessons learned

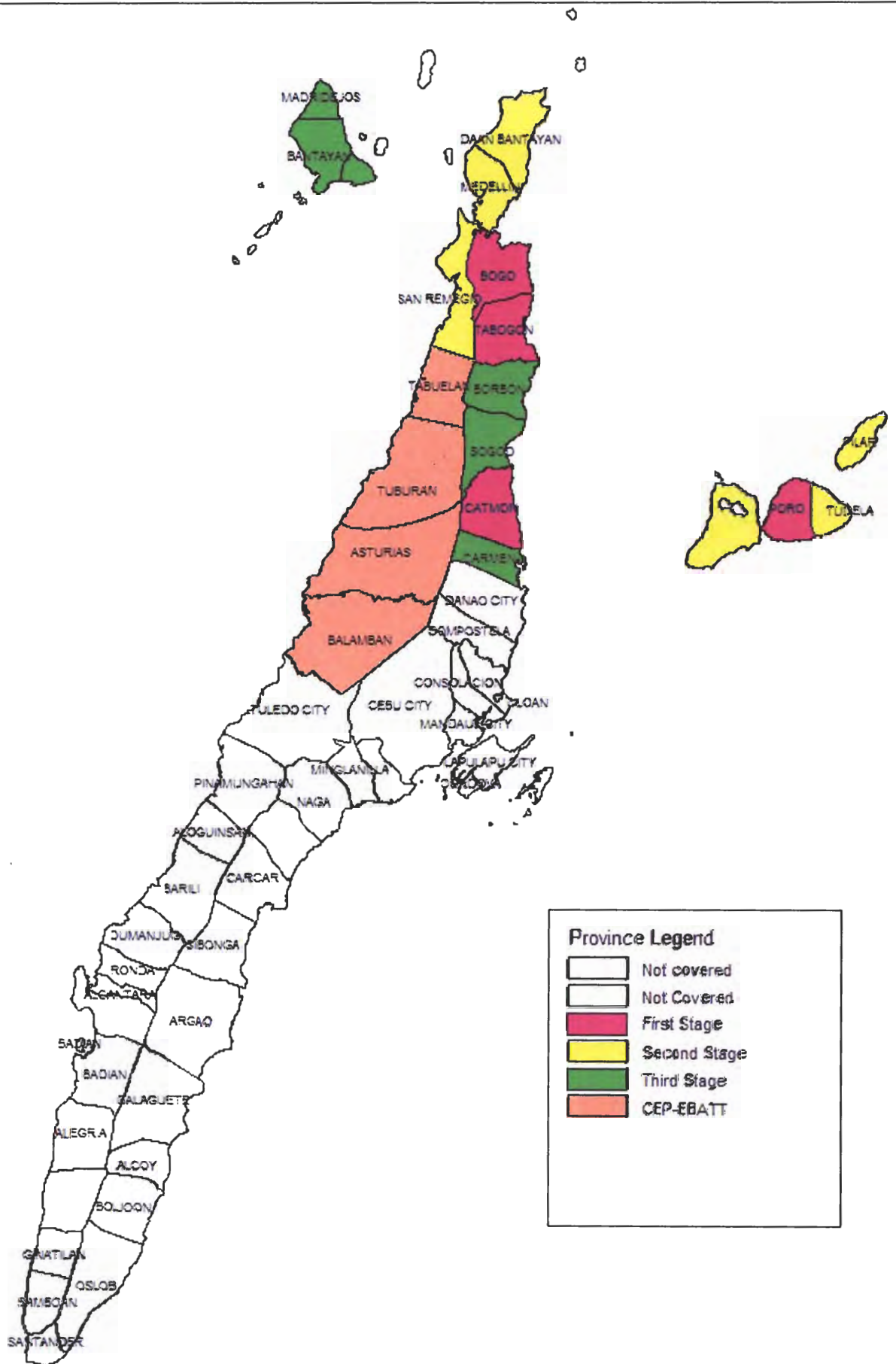
- (1) The formulation of a sustainability plan towards the end of the project cooperation is crucial for ensuring production of expected impacts and continuity of project effects. In this project, such plan was not formulated, which contributed to the ineffective advocacy by the PPDO within the provincial government for the continuation of the project activities after the cooperation period with JICA.
- (2) In order to secure sustainability of projects supporting decentralization, utilization of existing legal mechanisms during project implementation is important. In this project, the legally created Local Development Councils (LDCs) of Local Government Units (LGUs) were not involved in the project implementation. Had the LDCs been mobilized, problems related to formulation of supporting policies and budgets for project sustainability could have been minimized.
- (3) Thorough assessment of the technical capacity among stakeholders and feasibility of community projects are important agenda of the platform function of LDM. In this project, 19 out of the 67 small-scale projects failed and were discontinued

because of technical and financial feasibility reasons, which could have been addressed during the platform making stage of project planning.

(4) Strengthened cooperative relation and development partnership between the municipal governments and peoples' organizations is crucial to the sustainability of local development projects. In this project, 43 out of the 61 municipal-based small-scale projects are sustained largely because of the continued collaborative relation and partnership between municipal governments and community organizations managing such projects.

4-7 Follow-up situation

Post-project monitoring by JICA is recommended. JICA had already provided the Provincial Government of Cebu with 5 different types of technical cooperation. These technical cooperation projects may be considered as a program of development intervention at the provincial government level and a program-type of evaluation may be conducted by JICA in the future. As such, it is important for JICA to keep updated on the status of utilization of previous inputs by the recipient organizations.



IMPLEMENTATION OF SMALL-SCALE PROJECTS OF THE CEBU SEED PROJECT BY STAGES

PHOTOGRAPHS



Catmon Road (18 kilometers), was surveyed and a plan was developed through Cebu- SEED. The Plan was implemented by the Municipality in 2007. The project was supported by the Provincial and National government in 2007.



Virgilio Cortez of Bogo, a farmer beneficiary of Cebu SEED was awarded for Best Farming Practice by the Provincial Government of Cebu last April 2007.



Borbon local fishermen showing their marine sanctuary project. The sanctuary was only 10 hectares during Cebu SEED implementation but now expanded to 25 hectares. Municipal government has allocated fund for the development, operation and maintenance of the sanctuary.



Dressmaking trainees at Tabogon training center. The building was built by Cebu SEED project. Training Center holds various skills training all year round. The World Vision (international NGO) donated new sets of sewing machines to the center. The Municipality manages and operates the center.

PHOTOGRAPHS



Water Project in Medellin: currently distributing water to about 600 households from 30 households during Cebu-SEED implementation. Some of the incomes of the water association were used to build this building.



Continuing Farmer's Field School in Balamban. Farmers are experimenting best farming technology for planting high value crops.



A farmer beneficiary of the Artificial Insemination program in Borbon, proudly showing his baby carabao.



Bogo Sanctuary in Barangay Siocon which was replicated in Marangob Cove.

PHOTOGRAPHS



Focus Group Discussion with the staff of the Provincial Planning and Development Office (PPDO) in Cebu city



Field interview with a farmer beneficiary in Daanbantayan



Interview with partner NGO representative (Mag-uugmad Foundation) in Cebu city



Interview with the Municipal Agriculture Officer (MAO) of Bogo



Focus Group Discussions with representatives of people's organizations and municipal officials in the Municipalities of Carmen and Tabogon.

Abbreviations

BDCs	Barangay Development Councils
Cebu-SEED	Cebu Socio-Economic Empowerment and Development (project)
DAC-OECD	Development Assistance Committee-Organizations for Economic Cooperation and Development
F/U	Follow-up (cooperation)
GOJ	Government of Japan
GOP	Government of the Philippines
JOCV	Japan Overseas Cooperation Volunteer
JICA	Japan International Cooperation Agency
LDCs	Local Development Councils
LDM	Local Development Mechanism
LGC	Local Government Code
LGU	Local Government Unit
MPDCs	Municipal Planning and Development Coordinators
NGO	Non-governmental organization
PAO	Provincial Agriculture Office
PDM	Project Design Matrix
PDMe	Project Design Matrix for evaluation
PPDO	Provincial Planning and Development Office
PTTC	Project-Type Technical Cooperation
POs	Peoples Organizations
R/D	Records of Discussion
TESDA	Technical Education Skills Development Authority

1. OUTLINE OF THE EVALUATION STUDY

1.1 Project Background

In 1992, the Philippines started implementing the 1991 Local Government Code (LGC) which promotes decentralization. Through the LGC, the authority and functions for local development were transferred from central to local government units (LGUs). Since then, capacity building for LGUs had become a regular feature in all development plans of the government to further advance decentralization. In this relation, the Philippine government had formulated the Cebu Integrated Area Development Master Plan with technical assistance from JICA in 1993 through 1994. But the provincial government of Cebu lacked the capability to give shape to the plan. Therefore, in 1996, the Government of the Philippines (GOP) requested the Government of Japan (GOJ) to assist the Provincial Government of Cebu in the implementation of a project entitled, “Cebu Socio-Economic Empowerment and Development (Cebu-SEED) Project.” In response to the request, the GOJ provided a 5-year technical assistance to the Provincial Government of Cebu under JICA’s Project-Type Technical Cooperation (PTTC) program, from March 1999 to February 2004.

Towards the end of the project, the Provincial Government of Cebu requested JICA for a dispatch of a JOCV team to assist in the implementation of the project titled, Cebu Rural Community Development Program. In response, JICA dispatched to the Provincial Government of Cebu 5 Japanese volunteers from 2004 to 2006. Also, based on the request of Cebu provincial government, JICA dispatched 3 Japanese experts, on different occasions, for the Follow-Up (F/U) cooperation of the Cebu-SEED project from 2004 to 2006. The terminal evaluation study for Cebu-SEED project was conducted in October 2003.

1.2 Project Overview

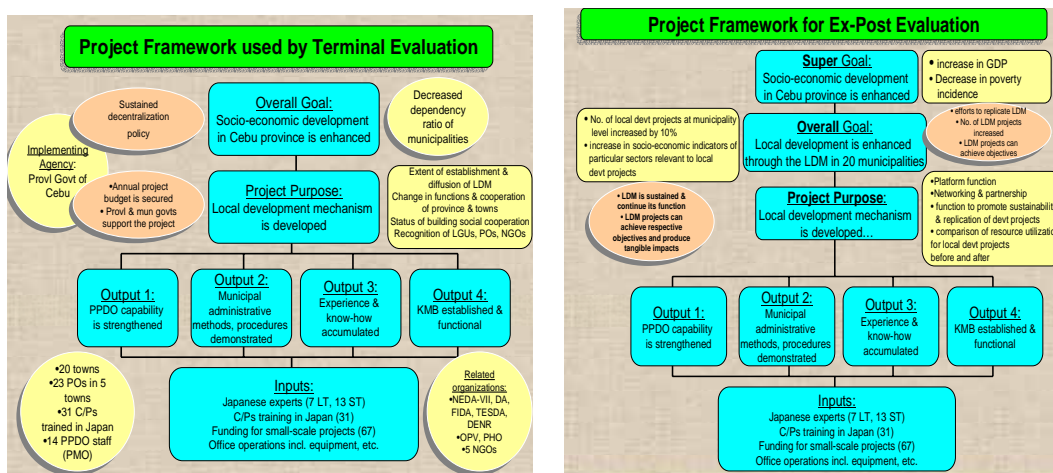
Project framework

The project framework of the Cebu-SEED was expressed in 3 different papers. A brief, 1-page Master Plan was formulated and attached to the Records of Discussions (R/D) in January 1999. This master plan was supposedly digested by the project implementers at the beginning of the project but the first Project Design Matrix (PDM) was only made

during the mid-term evaluation of the project in November 2001. The PDM of 2001 basically adopted the statements of objectives in the master plan. The terminal evaluation study team in October 2003 used the same PDM in producing the PDM for evaluation (PDMe) but substantially changed the indicators at the project purpose and outputs levels.

However, this ex-post evaluation study found out that there is a logical gap between the project purpose and overall goal and that there is a need to break down further the corresponding indicators of the too broad objective statements of the project purpose and overall goal to establish direct causal relationship. Therefore, this study formulated the project framework for ex-post evaluation without much alterations in the PDMe used in the terminal evaluation in 2003.

Figure 1: Comparative structures of the project frameworks used by the terminal evaluation in 2003 and this ex-post evaluation study



The Cebu-SEED project was aimed at developing a mechanism that facilitates participatory approaches and resource-complementation in planning and implementing local development projects. The technical cooperation of the project was meant to transfer technologies on local development planning and implementation from Japanese experts to local Filipino counterparts.

Super Goal¹

To enhance the socio-economic development of Cebu province with prevalence of local governance and development system on the basis of the Local Government Code

Overall Goal

To enhance local development through the Local Development Mechanism (LDM) in the 20 northern municipalities of Cebu province

Project Purpose

To develop LDM with strengthened local government administration in partnership with local communities and NGOs for sustainable and effective use of development resources

See Annex 1 for the master plan (1999), PDM (2001) and PDMe (2003).

Implementing mechanisms and project areas

The Cebu-SEED project was implemented by the Provincial Government of Cebu, the first experience of JICA in the Philippines to implement a PTTC-type of project directly with a local government. At the same time, the Cebu-SEED project was the first experience of the Provincial Government of Cebu to implement a foreign-assisted project. A Joint Coordinating Committee (JCC) was created to review and monitor project implementation. But the day-to-day project activities were facilitated by a Project Management Office (PMO) which was run mainly by 7 long-term Japanese experts² and at least 14 PPDO staff.

The project covered the 20 northern municipalities of Cebu province. Pilot implementation of small-scale projects using the LDM was carried out in 16

¹ The statements of objectives here are slightly changed in the PDM for ex-post evaluation from those in the PDMe used in the terminal evaluation in October 2003

² In addition to 7 long-term experts (more than 2 years of assignment), a total of 13 short-term experts (less than 1 year of assignment) were also dispatched to the Cebu-SEED project on different occasions.

municipalities in 3 stages, while a community-based organizing and training program for peoples' organizations was undertaken by a local NGO for the other 4 municipalities in 2000-2004, which was supported under JICA's Community Empowerment Program (CEP).

1.3 Study Objectives

The objectives of the ex-post evaluation study were two-fold: (i) to examine the impacts produced by the 5-year technical cooperation project and determine the sustainability of the project effects, and (ii) to draw lessons from the project experiences and formulate recommendations that can be utilized by JICA in planning and implementing similar projects in the future.

1.4 Scope of Work

An evaluation plan was formulated after clarifying the contents of the study and after reviewing project-related documents provided by JICA office. The plan included outlines for the evaluation grid, interviews, focus-group discussions and survey questionnaires for ex-participants of trainings in Japan. Then, the provincial government was formally informed and an explanation meeting was carried out to level off understanding about the study. Survey questionnaires were distributed and retrieved from ex-participants. Interviews were conducted for related organizations including NGOs involved in project implementation. Field surveys were organized and conducted in 11 municipalities, which were selected randomly by JICA. Data consolidation and analysis meeting with JICA staff was also conducted in Cebu city at the middle of the field survey to determine data gaps. The draft report was commented by JICA office and comments were incorporated in the final report.

1.5 Constraints of the Study

Available project-related documents were limited. Documents related to Cebu-SEED project were only readily available at JICA office. The provincial government does not have much reference papers about the project. The electronic-based knowledge management bank (KMB) had long been discontinued and updated project records were not available in any offices of the provincial government.

Framework of the project was not easy to grasp. It took sometime for the local consultants to understand the project because the logical sequence of project objectives (relationship and inter-connectivity of Outputs, Project Purpose and Overall Goal) and their corresponding indicators and important assumptions were found to be broad and not concrete.

Field visits (group discussions and interviews at municipal levels) were only conducted in 11 municipalities. The implementation of small-scale projects in the municipalities was carried out in 3 stages (refer to project map). In random manner, JICA chose 3 municipalities in each stage for visitation during the ex-post evaluation study. Two municipalities covered by the NGO community organizing project under JICA's Community Empowerment Program were added in order to compare results of interventions on social preparation (see Annex 7 for the summary note).

Visits to sites of small-scale projects were not conducted. There were at least 67 small-scale projects that were implemented in stages by the Cebu-SEED project. However, JICA decided not to visit these projects during the field survey of the ex-post evaluation study because the last JICA expert dispatched for the Follow-Up (F/U) cooperation of the Cebu-SEED project already made a status report of most of these projects in 2006. The study therefore relied heavily on the status report made by the JICA expert in analyzing impacts and sustainability aspects of the small-scale projects at the municipal level. Related information shared by members of peoples' organizations and municipal officials during focus group discussions were however noted and analyzed.

1.6 Evaluation Team

JICA hired the services of Guru Technologies Corporation (GuruTech), a local consulting firm, to undertake the ex-post evaluation. GuruTech assigned the study to its consultants, namely (i) Ms Joan Jaque, as Team Leader; and (ii) Ms Maridol Llenos, as Survey Specialist. Providing supervision and technical guidance to local consultants were Ms Keiko Itagaki, Project Formulation Adviser, and Engr Rey Gerona, In-house Consultant, both of JICA Philippine Office.

1.7 Study Period

The ex-post evaluation study was conducted from August 13, 2007 to October 15, 2007 with field surveys undertaken in Cebu City and 11 municipalities from August 20 to September 7, 2007.

2. METHODOLOGY

2.1 Evaluation Questions

The main evaluation questions used in the ex-post evaluation study were those related to impact and sustainability as defined by the Development Assistance Committee of the Organization for Economic Cooperation and Development (DAC-OECD).

Impact – the foreseen or unforeseen, favorable or adverse effect of the project on the target groups or persons possibly affected by the project. The study likewise examined the impact attained at the Overall Goal level of the project and those not anticipated at project completion.

Sustainability - the extent to which the positive effects, as a result of the project, will still continue after the external assistance is concluded. The study examined the institutional, financial, and technical sustainability aspects of the project as well as the sustainability of project effects.

In a kick-off meeting held on August 13, 2007 at JICA office, the local consultants and representatives of JICA agreed on the following main evaluation questions for impact and sustainability:

Main evaluation questions for Impact

Overall, the ex-post evaluation study sought to examine the following changes brought about by the Cebu-SEED project:

- Institutional, technical, financial and behavioral changes at the provincial government level
- Changes within the municipal governments

- Relationship between provincial and municipal governments
- Participation of local people in decision-making related to local development projects
- Changes in socio-economic conditions of beneficiaries of small-scale projects

The study also attempted to view impacts from the angles of policy, technology, environment, organization and systems, and economy or finance. Also examined were the project's achievements at the overall goal level, the causal relationship or attribution of the project purpose to the overall goal, and ripple effects the Cebu-SEED project had produced.

Main evaluation questions for Sustainability

Generally, the study examined whether the Local Development Mechanism (LDM) developed by the Cebu-SEED project was sustained institutionally, technically and financially. In relation to this, the study collected and analyzed first-hand information and views about the understanding and awareness of project stakeholders on LDM, particularly on the continuity of LDM functions, namely: (i) platform function, (ii) social networking and development partnership, and (iii) strengthening sustainability and promoting replication.

2.2 Methodology

Grasping the project framework and formulation of evaluation grid. The master plan (1999), the PDM (2001) and the PDMe (2003) were compared and studied, and other project documents, such as the R/D (1999), mid-term evaluation report (2001), terminal evaluation report (2003), the project's final report (February 2004), and the monitoring report of the status of small-scale projects (June 2006) were analyzed. After which, a project framework for ex-post evaluation was formulated through which the evaluation grid was produced.

Work Plan formulation. The work plan served as the inception report of the study. In addition to the list of activities and corresponding schedules, it included outlines of the survey questionnaires for ex-participants to trainings in Japan, interviews and focus group discussions. The schedules of field activities were consulted and confirmed with the PPDO staff in Cebu city.

Explanation meeting with former project counterparts. After having been formally informed by JICA about the study, an explanation meeting was conducted with the Vice-Governor and the PPDO staff in Cebu city to level-off expectations about the processes and utilization of the results of the study.

Field surveys. Survey questionnaires for 31 ex-participants were distributed and subsequently collected. Through this method, it was found out that only 20 ex-participants are still working with their organizations. Others resigned from their jobs or had retired (5), and or transferred to other office/company (6). Interviews were conducted with provincial government officials, regional offices of central government agencies involved during project implementation and representatives of NGOs (see Annex 2 for the list of persons met and discussed with). Focus-group discussions with the PPDO staff were conducted twice during the survey period. Field surveys, interviews and focus group discussions were undertaken in 11 towns for municipal officials and members of the peoples’ organizations and beneficiaries of small-scale projects.

Table 1: Municipalities visited by the study team and where interviews and focus-group discussions with municipal officials and members of peoples’ organizations were conducted

Name of Municipality				Remarks
1	Bogo	7	Borbon	
2	Tabogon	8	Sogod	JICA selected these municipalities on the following bases: (i) continuing projects, (ii) PO involvement, (iii) stage of project implementation i.e., first stage, second and third stage, and proximity to Cebu city (budget consideration). The municipalities of Balamban and Tuburan, which were covered by the CEP, were added just to see how the outcomes of the intensive social preparation are being sustained and utilized.
3	Catmon	9	Carmen	
4	Pilar	10	Balamban	
5	Daanbantayan	11	Tuburan	
6	Medellin	Source: Scope of Work for Local Consultants		

Data consolidation and analysis. In the middle of the field survey period, consolidation and analysis of gathered data, views and opinions was conducted in Cebu city with representatives of JICA. This meeting clarified data gaps, checked the process and had determined the direction of the study including the outline of the contents of the study report.

Writing and submission of study reports. A draft report was first submitted, to which JICA commented. The comments of JICA were then considered and incorporated in producing the final report.

2.3 Schedule of the Study

See Annex 3.

3. EX-POST PROJECT PERFORMANCE

3.1 Performance of Project Purpose

The indicators at the project purpose level used by the terminal evaluation study in 2003 were the following: (i) extent of establishment and diffusion of LDM, (ii) change in functions and cooperation between the provincial and municipal governments in relation to local development, (iii) status of building up cooperation between provincial and municipal governments, and (iv) recognition on LDM by the provincial and municipal governments, peoples' organizations and NGOs. This ex-post evaluation study simplified the above indicators to mean the following: (i) continuity of LDM functions, such as the platform making, networking and partnership and promotion of sustainability and replication of development projects, and (ii) the comparative situation in the utilization of resources for local development projects before and after the Cebu-SEED project.

More than 3 years after completion, the Cebu-SEED project's performance at the purpose level is more evidently seen in the municipalities, where the small-scale projects had been implemented, than in the provincial level, where the LDM approach was expected to be sustained.

At the time of evaluation, 66% of the 67 small-scale projects initiated by the Cebu-SEED project as demonstration of the LDM approach are sustained, while 28% are not due to technical and financial feasibility problems. The present status of 4 small-scale projects is not known because there was no monitoring undertaken for such projects. Out of the 4 province-wide small-scale projects, only the artificial insemination (AI) project is continued by the Provincial Agriculture Office (PAO) in both the northern and southern municipalities of the province as it was originally a provincial program which was reinforced by the Cebu-SEED project. The continuation of the program however could not be attributed to the Cebu-SEED project intervention, let alone no LDM-related procedures are incorporated in the implementation of this particular AI program.

Table 2: Status of small-scale projects of Cebu-SEED project

Scope	Total Number	Status		
		Sustained	Not sustained	Status not known (for lack of monitoring)
Municipal-based	61	43	16	2
Small islands-wide	2	0	1	1
Province-wide	4	1	2	1
Total	67	44	19	4

Sources: Status of Small-scale Projects, Mr Ishida, June 2006; Results of Field Surveys, Aug-Sept 2007

All the 16 municipalities are sustaining the implementation of 1 or 2 small-scale projects initiated by the Cebu-SEED project in their localities. Seven of the 16 municipalities are continuing all the small-scale projects implemented in their localities during the Cebu-SEED project.

Table 3: Number of small-scale projects sustained by recipient municipalities

No.	Municipality	No. of small-scale projects implemented during Cebu-SEED	No. of projects sustained at the time of ex-post evaluation	No.	Municipality	No. of small-scale projects implemented during Cebu-SEED	No. of projects sustained at the time of ex-post evaluation
1	Bogo	6	4	9	San Remegio	3	3
2	Tabogon	8	5	10	Medellin	5	3
3	Catmon	5 *	3	11	Borbon	4	4
4	Poro	3 *	1	12	Sogod	3	3
5	San Francisco	4	2	13	Carmen	4	2
6	Tudela	3	3	14	Bantayan	2	2
7	Pilar	3	1	15	Madrideojos	3	3
8	Daanbantayan	3	2	16	Santa Fe	2	2

* status of 1 small-scale project in this town is not known due to lack of monitoring.
 Sources: Results of field surveys in Aug-Sept 2007, Report of the status of small-scale projects by Mr Ishida in June 2006

The proposed phase 2 of the Cebu-SEED project was not considered by JICA and a new Governor assumed the provincial leadership after the May 2004 elections, which accorded less priority for the continuation of the Cebu-SEED project activities. As such, the LDM was not institutionally established at the provincial government level and all other activities of the Cebu-SEED project were discontinued by the provincial government completely after the F/U cooperation ended in 2006.

3.2 Achievement Related to the Overall Goal

The terminal evaluation study in 2003 used the following indicators at the overall goal level: (i) decrease of population dependency ratio, (ii) increase in Gross Domestic Product (GDP), and (iii) decrease in poverty incidence. Realizing that these indicators seemed too far from the achievement of the project purpose, this ex-post evaluation study formulated other indicators for the overall goal, to wit: (i) increase of the number of local development projects in the municipalities by 10%, and (ii) increase in socio-economic conditions of the beneficiaries of the small-scale projects.

In terms of replication efforts at the municipal level, 4 of the 16 municipalities either expanded the coverage or replicated the implementation of small-scale projects in their localities (Table 4). These replication activities however did not constitute a 10% increase of the number of small-scale projects the Cebu-SEED project would have wanted. The low replication rate is evidently due to the fact that the provincial government did not exert efforts to replicate LDM in other areas of the province and failed to provide continued LDM support activities to recipient municipalities of small-scale projects.

Table 4: Efforts to replicate small-scale projects of Cebu-SEED project

	Name of Municipality	Total number of small-scale projects implemented during Cebu-SEED project	Number of replicated projects	Description of replication efforts
1	Tabogon	8	1	Water supply project is expanded from 3 villages to 23 villages
2	Medellin	5	1	Coverage of water supply project is expanded from 30 households to 300 households
3	Daanbantayan	3	1	Yellow corn production project is expanded from 7 villages to 8 villages
4	Bogo	8	1	Marine sanctuary project is expanded from 1 village to all coastal villages in the municipality

Source: Results of field surveys, Aug-Sept 2007

The sets of indicators used by the terminal evaluation in 2003 could not be ascertained in this evaluation because of the unavailability of baseline or benchmark data. This is also true with the socio-economic conditions of beneficiaries of small-scale projects before and after the Cebu-SEED project. While economic figures were not available during field surveys, respondents to interviews and focus-group discussions in selected municipalities attested to the following economic impacts the small-scale projects of the

Cebu-SEED project had brought about: (i) increased annual incomes of the peoples' organizations managing a village-based water supply project in Medellin, from 5 million yen to 7 million yen, (ii) increased fish catch experienced by individual small fisherfolk in Bogu from 1 kilo to 4 kilo a day, and (iii) increased yellow corn production in Daanbantayan, from 1.5 metric tons to 3 metric tons per hectare.

3.3 Follow-up of the Recommendations by Terminal Evaluation Study

Four months before project completion, the terminal evaluation study team in October 2003 suggested several measures to ensure the attainment of project objectives including project sustainability.

The request of the provincial government for a Follow-Up (F/U) cooperation was granted by JICA, through which, 2 short-term and 1 long-term Japanese experts were dispatched to the provincial government in different occasions from 2004 to 2006. Through the activities of Japanese experts, at least 4 of the 9 short-term recommended measures were addressed by the provincial government (see Table 5). These recommendations were the (i) completion of the Knowledge Management Bank (KMB), (ii) the completion of the population survey; (iii) the production of video material, and the (iv) monitoring of small-scale projects in the municipalities. Only 2 of the former PPDO counterparts were involved in the monitoring of small-scale projects that ended in June 2006.

According to the PPDO staffs, most of the recommendations made in October 2003 were formulated under the assumption that a phase 2 of the Cebu-SEED project would be implemented. However, the proposed phase 2 of the Cebu-SEED project was not considered. A new Governor assumed the provincial government's leadership after the May 2004 elections and subsequently, less priority was given to the continuation of the Cebu-SEED project activities. Consequently, all the short-term recommendations addressed by the provincial government during the F/U cooperation were eventually discontinued.

Table 5: Status of the recommended measures by the Terminal Evaluation in October 2003

Recommendations		Action/s Taken by Provincial Government and present status
1. Short-term recommendations		
1.1	complete the KMB and conduct trainings for KMB users	KMB was completed as part of the activities of JICA expert during F/U cooperation and KMB was uploaded via a local internet service provider. But training for KMB users was not done. Later in 2004, the provincial government discontinued paying the local internet provider fees and since then KMB was stopped and no conscious effort was made to revive it
1.2	complete the population census analysis	Population survey was done through contracted local university but analysis of survey data was not undertaken by PPDO
1.3	prepare reintegration plan and organizational reform of PPDO, monitor & evaluate projects, continue KMB & <i>Sugbo</i> newsletter	Reintegration plan for PPDO project counterparts was not prepared. Organizational reform of PPDO was not done. Monitoring of field projects was only done during the F/U cooperation in 2004-2006 as part of the activities of JICA expert. KMB was discontinued and newsletter <i>Sugbo</i> was revised both in substance and form, featuring only the projects and agenda of the provincial government, and completely excluded information about Cebu-SEED project or LDM-related activities
1.4	continue follow-up activities of field projects	Monitoring of small-scale or field projects was only done during F/U cooperation in 2004-2006 as part of the activities of JICA expert. After June 2006, no monitoring activity was conducted by PPDO
1.5	produce video materials	Video CD titled, "Challenges at the Meso Level" was produced, copies of which were distributed to municipalities but no monitoring was done as to the utilization of the CDs.
1.6	document project experiences & disseminate information	A final report was made in February 2004, but there was no documentation of project experiences made neither effort to disseminate information about experiences of the Cebu-SEED project
1.7	reorient project counterparts and PPDO to fully apply LDM	Not done.
1.8	organize seminars to share project experiences to the public	Not done.
1.9	prepare collaboration with Japanese volunteers	Not done.
2. Long-term recommendations		
2.1	maintain and expand LDM approach by implementing phase 2 of Cebu-SEED	Proposed phase 2 of Cebu-SEED project was not considered by JICA. LDM approach was not maintained neither expanded to southern parts of the province
2.2	incorporate Cebu-SEED project activities into local development & investment plans	Not done by the provincial government. However, at least 4 municipalities had somewhat incorporated activities of small-scale projects into the regular activities of the municipal governments
2.3	define performance indicators of the Cebu-SEED project and use as basis for monitoring	Indicators were not further defined neither used as basis for monitoring small-scale projects. Former project counterparts were not trained on Project Cycle Management (PCM) or PDM formulation and monitoring. Monitoring of small-scale projects during F/U cooperation was not based on PDM PPDO staff expressed difficulty in understanding the Cebu-SEED's PDM during focus-group discussions.
Source: Results of focus group discussions with PPDO staff, August 2007		

4. RESULTS

4.1 Impact of the Project

The Cebu-SEED project was designed to develop an LDM for sustainable and effective use of development resources and was aimed at enhancing local development in the 20 northern municipalities of Cebu province. To verify achievements of the project, the Cebu-SEED was expected to increase the number of small-scale projects by 10% following the LDM approach thereby improving the socio-economic conditions of the beneficiaries of the small-scale projects, which therefore contributes to the decreased poverty incidence in the province.

4.1.1 Achievement of Expected Impacts

The economic impact indicators could not be verified immediately by the ex-post evaluation study because there is no available baseline data or benchmarks. Also, this evaluation study resolved that 3 years, after completion, is still a premature time to be able to observe the project's concrete contributions to the overall population dependency ratio, increase in Gross Domestic Product (GDP) or poverty alleviation in the province of Cebu. However, economic effects brought about by the sustained implementation of particular small-scale projects in the municipalities of Medellin and Bogó can already be noticed. The people's organization managing a water supply project in Medellin had recorded increased average annual incomes from 2.5 million pesos to 3.3 million pesos, while the municipality of Bogó had observed an increased fish catch from 1 kilo to 4 kilos per fisherfolk daily as a result of the sustained implementation of the marine sanctuary project. In addition, the municipality of Daanbantayan had observed an average increase of yellow corn production from 1.5 metric tons to 3 metric tons per hectare as a result of adopting appropriate technologies for yellow corn production. The municipality of Tabogon had noticed that an average of 80% of the 250 graduates of technical-vocational trainings produced by the training center project every year found paid and self-employment.

Regarding increased number of small-scale projects, 4 out of the 16 recipient municipalities had made efforts to replicate or expand the existing coverage of small-scale projects in their respective municipalities (see Table 4). These replication efforts

however were made without applying LDM functions and without any intervention from the provincial government.

4.1.2 Causality between the Project and the Impacts

In this project, it was expected that the LDM will be sustained and will continue its functions to help local governments and communities in planning and implementing local development projects (indicators for project purpose). If LDM is sustained, then it is expected that the number of local development projects using the LDM will increase and in so doing, socio-economic conditions of beneficiaries of local development projects will improve (indicators for overall goal).

The relationship between the project purpose and the overall goal in this project has not been thoroughly discussed and comprehensively understood by project stakeholders³. In fact, PPDO staff, during focus-group discussions, commented that it was only after the Cebu-SEED that the project was understood to be not about the implementation of small-scale projects but was all about the Local Development Mechanism (LDM) that the project had developed (project purpose) and hoped to be enhanced (overall goal) so that economic benefits (super goal) will be achieved in the province.

Following the above logic, the causality between the project and the impacts could have been easily understood. But because this logic was only defined towards the end of the Cebu-SEED project, stakeholders interpreted the Cebu-SEED project to mean the small-scale projects, which in the PDM are only indicators of Output 3. The results of field surveys, interviews and group discussions revealed that no respondent could articulate the LDM functions. As such, the Cebu-SEED project has never been equated with the LDM but rather understood as the small-scale projects, which are supposedly pilot technology demonstration or showcases only of the LDM approach. Because there was no conscious effort of explaining LDM functions, replication of small-scale projects in the 4 municipalities (Table 4) was not carried out in the context of LDM functions and therefore, could not be directly attributed to the Cebu-SEED project.

³ One of the main reasons why project stakeholders are unaware about LDM is that the clear definition of LDM was given only at the time of the terminal evaluation, 4 months before the Cebu-SEED project ended.

4.1.3 Unexpected Significant Positive and Negative Impacts

Impact to policy making. Recognizing the benefits derived from the marine sanctuary project established through the Cebu-SEED project, the municipal government of Borbon, in September 2004, passed and adopted a local law declaring other coastal areas in the municipality as marine sanctuary sites, prohibiting therefore illegal fishing and defining fines for violators. Through the leadership and other capability-building trainings that the Cebu-SEED project had provided, members of the peoples' organizations in Medellin increased their self-confidence and actively participated in the formulation of a local law prohibiting sand extraction and defining penalties for violators in support of the marine sanctuary and other coastal resource management projects the Cebu-SEED project had established.

Utilization of acquired skills resulted to receiving awards of recognition. A beneficiary-farmer in Bogo won the provincial contest for the Best Testimony on Farming Practices in 2006, while a Barangay Secretary, who received trainings from the Cebu-SEED project, won the municipal contest on Outstanding Award for Best Secretary in Balamban municipality. The Municipal Agriculture Office of Borbon won the second place for the provincial contest on Best Application of Artificial Insemination in 2006. These awardees attributed their winning the awards to the trainings the Cebu-SEED project had provided to them during the project implementation.

National recognition of the capability of local health care delivery. In 2006, the Rural Health Unit (RHU) in Pilar municipality, which was built through the Cebu-SEED project was accredited by the Department of Health (DOH) as (i) the only *Sentrong-Sigla* accredited local health facility in the whole Camotes island, (ii) as PhilHealth conduit, (iii) as TB-DOTS facility, and (iv) as accredited birthing center. These recognitions were made possible because of the health facility, equipments and training of local health personnel the municipality of Pilar received from the Cebu-SEED project.

There was no negative impact observed during the ex-post evaluation study. However, key informants at the municipal level expressed concerns about discontinued small-scale projects, constituting 28% of 67 small-scale projects. The waste water treatment project in Bogo and the bio-gas project in Carmen are publicly perceived as wasted resources, while the high rental cost of equipment for the maintenance of the farm-to-market roads constructed by the Cebu-SEED project has become a burden to most of

the recipient municipalities. In Sogod, 45% of the roads rehabilitated through the Cebu-SEED project had become impassable. The sets of road equipments acquired through the project are used by the provincial government in road construction projects other than the maintenance of existing roads built through the Cebu-SEED project. See Annex 4 for the complete list of small-scale projects and their corresponding status.

4.2 Sustainability of the Project

The sustainability of the Cebu-SEED project was examined from the technical, institutional and financial aspects. Generally, this section of the report presents the study findings and analyses on the sustainability of LDM as a mechanism developed by the Cebu-SEED project in planning and implementing local development projects.

4.2.1 Technological Aspect of Sustainability

Despite of the discontinuity in the application of LDM functions by the provincial government, individual conscious efforts are evident in the former PPDO counterparts to religiously apply the acquired skills during the Cebu-SEED implementation in daily work assignments such as those related to participatory planning, facilitation and consultation skills, delivery of lectures, computer and data base skills, writing and evaluation of proposals, data analysis and presentation skills.

All the 14 PPDO staffs, who were once assigned full-time at the Project Management Office (PMO) of the Cebu-SEED project, returned to their old positions at the PPDO. Out of the 31 counterparts who were sent to Japan for training, 20 are still connected with their respective offices, 3 were transferred to other offices but still within the provincial government, 5 resigned or retired from their jobs, 3 left their previous organizations, which ceased to operate anyway (see Annex 5 for the status of ex-trainees). Responses to the survey questionnaires revealed that most of the ex-trainees (i) apply the learned skills in their daily work activities whenever necessary, (ii) share learned skills and techniques through seminars, meetings, workshops or whenever there are opportunities for peer-sharing; and (iii) upgrade acquired skills by attending related seminars and through literature or internet research.

At the municipal level, the former municipal counterparts of the small-scale training center project in Tabogon utilized their acquired skills on social networking and partnership building in mobilizing external resources for the training activities of the center. As a result, the municipal government was able to acquire additional sewing machines for the training center in 2006 from private donor organizations such as the World Vision and the Rotary Club. Other former counterparts likewise continuously apply learned skills in the discharge of official functions in the municipalities that eventually resulted to receiving awards of recognition as discussed in 4.1.3 of this report.

Overall, the technical aspect of the Cebu-SEED project is secured.

4.2.2 Organizational / Human Resources Aspect of Sustainability

The LDM, as an approach in planning and implementing local development projects, had not been incorporated in the provincial development and investment plans and therefore had not been institutionally sustained at the provincial government level. While the Provincial Agriculture Office (PAO) continues the dissemination of the AI technology, this could not be attributed to the organizational aspect of the Cebu-SEED project because the AI has already been a program of the PAO even before the Cebu-SEED project implementation. Also, the present AI-related activities of PAO are not carried out following the LDM functions and procedures.

At the municipality level, the LDM is also not incorporated into any local development and investment plans but monitoring activities to sustained small-scale projects had become part of the regular activities of concerned municipal offices such as the municipal agriculture office of Daanbantayan for the yellow corn production project. Further, the implementation of small-scale projects had influenced in the formulation of local policies such as in Borbon (for declaring mangrove areas as marine sanctuary areas), Medellin (for banning sand extraction to protect marine sanctuary project) and Bogo (for declaring all coastal areas in the municipality as marine sanctuary areas). Furthermore, local financial resources are utilized to support the continued implementation of successful small-scale projects such as the municipality of Tabogon, which provides regular funding for the training activities of the technical-vocational training center established by the Cebu-SEED project. These institutional-related support activities to small-scale projects at the municipal level however could not be attributed to the organizational sustainability aspect of the Cebu-SEED project because

these activities are not caused or influenced by the LDM approach but purely on the basis of technical and financial feasibility of specific small-scale projects.

Overall, the institutional sustainability of the Cebu-SEED project has not been secured.

4.2.3 Financial Aspect of Sustainability

At the municipal level, costs for monitoring sustained small-scale projects are made part of the regular budgets of concerned municipal offices such as in the case of the municipality of Daanbantayan for the yellow corn production project. Other successfully maintained small-scale projects show signs of self-financing such as the water supply projects in Tabogon and Medellin. In addition, the Tabogon municipality provides regular funding for the training activities of the training center offering vocational-technical courses to local residents in collaboration with the local office of the Technical Education Skills Development Authority (TESDA). The LDM approach however is not incorporated in the local development and investment plans of any municipality. As such, budgets for reviving discontinued small-scale projects or replicating successfully sustained ones are not provided.

At the provincial level, the activities of the Cebu-SEED project have likewise not been integrated in the provincial development and investment plans. As such, the provincial government does not allocate any budget for the continuity or replication of LDM activities either in the project areas in the north or in the southern municipalities of the province which were originally targeted for LDM replication.

Overall, the financial aspect of the Cebu-SEED project was not secured.

4.3 Analysis of Factors that Have Promoted the Project

4.3.1 Impact

The effective planning and successful implementation of some of the 67 small-scale projects had encouraged municipalities to expand or replicate in their localities. Such expansion or replication efforts are found in the municipalities of Tabogon, Medellin, Daanbantayan and Bogo (Table 4).

4.3.2 Sustainability

The Cebu-SEED project provided various trainings to local counterparts ranging from community organizing trainings to highly technical ones such as multi-media production. The skills learned through those trainings have been utilized by ex-trainees until at present, thus contributing to the efficiency of the organizations the ex-trainees are working with.

4.4 Analysis of Factors that Have Inhibited the Project

4.4.1 Impact

The LDM was not conscientiously grasped as the Cebu-SEED project. The LDM was only defined towards the end of the Cebu-SEED project and project stakeholders took the LDM for granted since its meaning and functions sounded obsolete practices, and therefore not considered a new approach in planning and implementing local development projects. As such, the focus of understanding about Cebu-SEED project was centered on the implementation of small-scale projects in the municipalities, which were only meant to showcase or demonstrate the approaches of LDM. Any project monitoring or evaluation of impacts therefore was understood by local counterparts to mean impacts of small-scale projects (Output level of the PDM) and not on the impacts of utilizing LDM approaches (Project Purpose and Overall Goal levels of the PDM).

Implementation of unsustainable small-scale projects had discouraged municipalities to replicate similar projects in the localities. While the implementation of small-scale projects was meant to demonstrate the LDM approach, the implementation of every small-scale project should have been thoroughly studied, widely consulted and appropriately designed so that success and sustainability are ensured. In the Cebu-SEED project, 19 of the 67 small-scale projects were not sustained and therefore failed because of technical and financial feasibility problems which could have been addressed through adequate consultation and evaluation during the planning stages. Aside from being publicly perceived as waste of project resources, these projects effectively discouraged efforts for replication of the LDM approach, as these showcase the lack of platform-making (consultation with experts, transparency), social networking and development partnership.

The other factor that inhibited the production of expected impacts is the discontinuation of the Cebu-SEED project activities including LDM at the provincial government level. This was caused by the change of the provincial leadership which consequently accorded less priority status to the continuity of Cebu-SEED project activities and LDM replication in the southern municipalities of the province.

4.4.2 Sustainability

The project design was not understood by local stakeholders from the beginning. The first limitation was the failure to concretize the master plan (1997). The master plan could have been used as the basis to hold participatory workshops for PDM formulation that would have been based on situational analyses (participation analysis, problem and objectives analyses). The second limitation was the failure to expound the PDM1 (2001). It would have been an appropriate timing in 2001 to consolidate initial project experiences and craft the meaning of the project and its direction. But the PDM1 (2001) was not subjected to participatory scrutiny and analysis. The other limitation was the failure of the Cebu-SEED project to provide local counterparts with skills on PCM-based monitoring and evaluation⁴. The logic of the PDM formulated in 2003 (PDMe) and its completeness and accuracy could have been the subject of actual learning workshop exercises for local counterparts. Because of the above limitations, the totality of the project, particularly the LDM, has not been understood widely, and accordingly, project monitoring and evaluation had not been carried out according to the project design matrix (PDM).

The Cebu-SEED project failed to formulate a sustainability plan towards the end of the project. The plan would have clarified follow-through activities by the provincial government after project cooperation in 2004 and would have outlined clear distribution of donated resources including the utilization of learned knowledge and skills of local counterparts. Because there was no sustainability plan, the LDM and other related activities of the Cebu-SEED project have not been integrated to the programs and projects of the provincial government and therefore denied of any budgetary allocation.

⁴ The Project Cycle Management (PCM) is a management tool used by JICA in managing technical cooperation projects. Training the counterparts on PCM would have been an insightful and useful technology transfer from JICA experts to local counterparts during the Cebu-SEED project implementation.

4.5 Conclusions

The indicators of impact of the Cebu-SEED project can only be observed in the municipalities, where successfully implemented and sustained small-scale projects are showing certain degrees of economic changes and where few self-help replication efforts can be seen. This study however noted that the replication activities were not caused by the LDM approach the Cebu-SEED project had developed and hoped to enhance.

This evaluation study could not observe any impact generated by the Cebu-SEED project at the provincial government level naturally because the provincial government discontinued the project activities after the phase out of JICA assistance. As such, the PPDO did not anymore perform its role of sustaining LDM activities in the project areas and replicating the LDM approach in other municipalities of the province had not been undertaken.

This study noted that the facilitative role of the provincial government is crucial in securing continuity of sustained small-scale projects in the municipalities, which largely depends on the continued strengthening of development partnership between the municipal governments and local organizations managing these projects. Further, expediting the revival of the discontinued small-scale projects would also require the provincial government's facilitation skills.

Over and above all other factors, the root cause of the project's failure to generate expected impacts and sustain project effects is the project's faulty design. Firstly, the design was not based on participatory situational analysis, through which, the project stakeholders would have been given the opportunity to understand the project framework by themselves. Secondly, project stakeholders were not taught to formulate PDM neither trained to monitor or evaluate the project according to the project framework or PDM, which could have clarified the stakeholders' understanding about the demonstration role of small-scale projects in the LDM approach. Thirdly, there was no conscious effort to explain and establish consensus among stakeholders regarding the project's purpose of developing the LDM and implementing small-scale projects as demonstration of the LDM approach. Fourthly, the small-scale projects were just too many a showcase of the LDM approach that effectively diverted the project's focus away from the project's real purpose of developing and enhancing the LDM.

5. RECOMMENDATIONS AND LESSONS LEARNED

5.1 Recommendation to Counterpart

Looking back, the 5-year technical cooperation on Cebu-SEED project entailed huge resource investments for both the Japanese government and the provincial government of Cebu. Also, the concept and true intentions of LDM are espousing effective local governance of local development projects. As such, the project was relevant and worth investing for. At present, a better understanding is established among former project counterparts about “small-scale projects as demonstration and showcases of the LDM approach”, and “not the other way around.” Cebu-SEED project’s resources are still intact and expressed willingness of former project counterparts to “do it well the second time around” remains strong.

Therefore, this ex-post evaluation study suggests that the Provincial Government, through the PPDO, revive its role of sustaining LDM activities in the project areas and in replicating the same in other municipalities of the province whenever appropriate. In sustaining LDM activities in the project areas, the provincial government should assist municipal governments and local organizations find ways to address sustainability issues of continued small-scale projects and measures to revive the discontinued ones. By doing this, the collaborative relationship between the provincial and the municipal governments in planning and implementing local development projects will be re-established, thus fulfilling the important requirement of decentralization.

5.2 Lessons Learned for JICA and Counterpart

(1) The formulation of a sustainability plan towards the end of the project cooperation is crucial for ensuring production of expected impacts and continuity of project effects. In this project, such plan was not formulated, which contributed to the ineffective advocacy by the PPDO within the provincial government for the continuation of the project activities after the cooperation period with JICA.

(2) In order to secure sustainability of projects supporting decentralization, utilization of existing legal mechanisms during project implementation is important. In this project, the legally created Local Development Councils (LDCs) of Local Government Units (LGUs) were not involved in the project implementation. Had the

LDCs been mobilized, problems related to formulation of supporting policies and budgets for project sustainability could have been minimized.

(3) Thorough assessment of the technical capacity among stakeholders and feasibility of community projects are important agenda of the platform function of LDM. In this project, 19 out of the 67 small-scale projects failed and were discontinued because of technical and financial feasibility reasons, which could have been addressed during the platform making stage of project planning.

(4) Strengthened cooperative relation and development partnership between the municipal governments and peoples' organizations is crucial to the sustainability of local development projects. In this project, 43 out of the 61 municipal-based small-scale projects are sustained largely because of the continued collaborative relation and partnership between municipal governments and community organizations managing such projects.

6. FOLLOW-UP SITUATION

Post-project monitoring by JICA is recommended. JICA had already provided the Provincial Government of Cebu with 5 different types of technical cooperation including the Cebu-SEED project (refer to related cooperation discussed in 1.1). These technical cooperation projects may be considered as a program of development intervention at the provincial government level and a program-type of evaluation may be conducted by JICA in the future. As such, it is important for JICA to keep updated on the utilization of previous inputs by the recipient organizations.

Annex 1: Master Plan¹

1. 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 Government Code.

2. Project Purpose

The efficient Local Development System within the provincial government and local government 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.

3. Outputs of the project

- (1) The organizational capability of development administration within the provincial government and the local government units will be strengthened.
- (2) The applicable models of the sustainable and self-reliable participatory local development will be developed.

4. Activities of the project

I. Activities related to enhancement of administrative capability

- (1) To conduct/implement a function and role survey on administrative institutions concerned after decentralization of power.
- (2) To assist in establishing the local database system of respective local government units
- (3) To implement the training programs for the staffs of the provincial and local government units and other organizations related.
- (4) To manage the pilot activities related to Basic Human Needs (BHN)
- (5) To monitor and evaluate the above-mentioned pilot activities
- (6) To strengthen a institutional mechanism of research and study system for supporting those pilot activities

II. Activities related to the development of the participatory local development models

- (1) To conduct/implement the situation analysis and the needs survey in the pilot areas
- (2) To implement the pilot activities related to BHN
- (3) To implement the pilot activities related to the livelihood generations.
- (4) To strengthen the capability of people's organizations (POs) for managing those activities.
- (5) To enhance the partnership among the local government units, the POs and the non-governmental organizations (NGOs).

Note: The Project will introduce necessary development approaches in line with the project purpose, depending on above-mentioned needs survey.

¹ Copied from the original paper attached to the R/D in 1997

Project Design Matrix (PDM1)
(Copied from the original document)

9 November 2001

<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 Government Code.</p>	Population dependency ratio of municipalities will be decreased	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>	Third party evaluation of local development mechanism and KMB utilization	<ul style="list-style-type: none"> • Project reports, evaluation reports • Third party evaluation report 	Sustained decentralization policy
<p>Outputs</p> <ol style="list-style-type: none"> 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 experience. 	<ol style="list-style-type: none"> 1-a Indicators of improvement of the PPDO staffs' competence in data analysis (e.g., quality/quantity of analysis reports) 1-b Indicators of consultative competence of PPDO with municipal development administration (e.g., assessment of municipal officials) 1-c. Indicators of M&E function of PPDO (e.g., number of projects evaluated) 1-d. Regular publication of Provincial Newsletter 2-a. Various formats 2-b. Quality and quantity of documents prepared in accordance with the formats 2-c. Number of the projects implemented with the methods and procedures 2-d. Number and results of the evaluation of the projects 3-a. Evaluation of the pilot projects 3-b. Profile of the pilot projects 4-a. Guideline, manuals, extension tools (audiovisuals, CD, pamphlets) 4-b. Above materials will be shown in the web site 4-c. Number of access through Internet and opinions shown in the bulletin board 4-d. Number of training courses and number of participants 	<p>Project reports, external assessment of analysis reports External assessment through interviews with mayors/MPDCs M&E reports 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"> 1. Annual project budget will be secured 2. The project will be supported by the provincial and the municipal governments

<p>Activities</p> <p>(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-c. 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 fro 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 style="text-align: center;">Inputs</p> <p>(Japanese Side)</p> <ol style="list-style-type: none"> 1. Dispatch of experts <ul style="list-style-type: none"> - Long-term experts - Short-term experts 2. Counterpart training 3. Provision of machinery and equipment 4. Cost sharing for local activities <p>(Philippines side)</p> <ol style="list-style-type: none"> 1. Assignment of counterparts administrative personnel 2. Arrangement of land, buildings and facilities 3. Sharing of expenses for project implementation 	<ol style="list-style-type: none"> 1. Provincial and municipal officers concerned will remain on duty 2. Procurement of machinery and equipment will be appropriately done 3. People will continue to support the Project. 4. Rural development projects are implemented smoothly
--	--	---

Project Design Matrix for Evaluation (PDMe)
(Copied from the original document)

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 Government Code.</p>	<p>Population dependency ratio of municipalities will be decreased</p>	<p>Population census</p>	
<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 sand 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 KMB utilization 	<p>Sustained decentralization policy</p>
<p>Outputs 1. 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 of 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 • Difference between functions of PPDO 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>1e. Indicators of public relations functions of Provincial Government</p>	<ul style="list-style-type: none"> • Draft of data analysis report • Record of results of participants • Project reports, interview with experts <ul style="list-style-type: none"> • 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 	<ol 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

<p>2. Municipal administrative methods and procedures concerning implementation of development projects will be demonstrated (Identify, plan and implement the local development projects)</p> <p>3. Experiences and know-how of the local development projects will be accumulated.</p> <p>4. Knowledge Management Bank (KMB) will be established in order to disseminate and share information on methods, procedures, know-how and experience.</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 <p>2-a. Change of provincial and municipal administrations in identification, planning and implementation of local development projects</p> <p>2-b. Change in relations between government and regional community</p> <p>2-c. Number of development project implemented in cooperation with other departments of Provincial Government</p> <p>2-d. Number of development project implemented in cooperation with Central Government, Universities, etc.</p> <p>2-e. Number of Memorandum of Agreement (MOA) between Province and Municipalities</p> <p>2-f. Various formats such as proposal, etc</p> <p>2-g. Quality and quantity of documents (proposals) prepared in accordance with the formats</p> <p>2-h. Stableness of implementing process established</p> <p>2-i. Number of training courses (for technical training, institutional strengthening, project management) held for Peoples' Organization</p> <p>2-j. Number of execution in accordance with the process proposed</p> <p>2-k. Record of cooperation with NGOs</p> <p>2-l. Sustainability of local development projects</p> <p>2-m. Utilization of facilities built</p> <p>2-n. Evaluation of implementation process based on the procedure)</p> <p>3-a. Evaluation of the pilot projects</p> <p>3-b. Profile of the pilot projects</p> <p>4-a. Number and quality of Guideline, manuals, extension tools (audiovisuals, CD, pamphlets)</p> <p>4-b. Above materials will be shown in the web site</p> <p>4-c. Number of access through Internet and opinions shown in the bulletin board</p> <p>4-d. Number of training courses using the above materials and number of participants</p> <p>4-e. Quality of contents of KMB</p>	<ul style="list-style-type: none"> • Evaluation reports • Provincial Newsletter • Interview with LGUs, NGOs, people • Interview with experts, PPDO, LGU, people • Evaluation of pilot projects • Proposal • Proposal • Interview with experts, PPDO • Questionnaire • Interview with experts • Project record on the results • Evaluation on pilot projects • Interview with experts, PPDO, LGU • Evaluation table of pilot projects (KMB contents) • Various materials made • Web site • Interview with counterparts and related persons • Questionnaire • Interview with experts • KMB contents 	
---	---	---	--

<p>Activities</p> <p>(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-c. 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 fro 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 style="text-align: center;">Inputs</p> <p>(Japanese Side)</p> <ol style="list-style-type: none"> 1. Dispatch of experts <ul style="list-style-type: none"> - Long-term experts - Short-term experts 2. Counterpart training 3. Provision of machinery and equipment 4. Cost sharing for local activities <p>(Philippines side)</p> <ol style="list-style-type: none"> 1. Assignment of counterparts administrative personnel 2. Arrangement of land, buildings and facilities 3. Sharing of expenses for project implementation 	<ol style="list-style-type: none"> 1. Provincial and municipal officers concerned will remain on duty 2. Procurement of machinery and equipment will be appropriately done 3. People will continue to support the Project. 4. Rural development projects are implemented smoothly
--	--	---

Modification of PDM for Ex-post Evaluation

August 2007

<i>Narrative Summary</i>	<i>Verifiable Indicators</i>	<i>Means of Verification</i>	<i>Important Assumptions</i>
<p>Super 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 Government Code.</p>	<ul style="list-style-type: none"> • Increase in the GDP in the province • Decrease in the poverty incidence 	<p>Provincial statistics, records at the municipal government offices</p>	
<p>Overall Goal Local development is enhanced through the LDM in the 20 northern municipalities of Cebu province</p>	<ul style="list-style-type: none"> • Number of local development projects at municipality level will increase by 10% compared to the year prior to the project implementation • Increase in socio-economic indicators of particular sectors that are relevant to the local development projects implemented in the municipalities 	<p>Records at the municipal government offices</p>	<ul style="list-style-type: none"> • Efforts are made to replicate the LDM to other areas of the province • An increased number of local development projects are implemented through LDM in other areas of the province • The local development projects implemented can achieve their respective objectives and bring tangible impacts
<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. platform function 2. networking and partnership 3. function to promote sustainability and replication of development projects 4. comparison between the resource utilization of local development projects (before and during the Cebu SEED project) 		<ul style="list-style-type: none"> • The LDM will sustain and continue its function to help the LGUs and local community to plan & implement their development projects • The local development projects implemented can achieve their respective objectives and bring tangible impacts

Annex 2: List of Persons Met and Discussed With

Organization/Office	Activity by Study Team	List/number of persons met & discussed with
Provl Planning & Development Office	FGD Part 1	4 PPDO Staff, OPV Agriculturist
	FGD Part 2	6 PPDO Staff , Provincial Agriculturist
	Interview	Engr. Adolfo Quiroga, PPDC and Mrs. Melita Labarejos
Provincial Health Office	Interview	Provincial Health Officer, Dra. Giango
DENR-Region VII office	Interview	Planning Division Head, Willie Lee
Ramon Aboitiz Foundation, Inc (NGO)	Interview	Dominica Chua, CEO
	Interview	Rowena Alinsonorin, Project Manager for e-BATT
Mag-Uugmad Foundation	Interview	Mr. Boy Listones, Deputy Executive Director
NEDA-Region VII office	Interview	Mrs. Madeline Escandor, Division Chief for Programs
NCDCI (NGO)	Interview	Mrs. Maribel Resma
Daanbantayan municipality	Interview & FGD	MAO, Ma. Lina Jugan Representatives of POs (4)
Medellin municipality		Municipal Agriculture Officer, Edward Baring LARWASAI – Vice Chairman
Balamban municipality	Interview, FGD, Field Visit	Mayor Alex Binghay BDC, Brgy. Singsing (9) Farmers Field School (1-class) 2 farmers
Tuburan municipality	Interview & FGD	Mayor Emmanuel Suezo MORWASA Members (11) and BDC, Brgy. Manga (11)
Bogo city	Interviews, Field Interview, FGD	Vice Mayor, Municipal Agriculture Officer, Cezar Ylanan; In-charge of Water Waste Management; Virgilio Cortez -Farmer beneficiary (Brgy. Guadalupe) (4 – fishermen, Bantay Dagat)
Sogod municipality	Interviews	MPDC, Mr. Eden Armechin , Municipal Agriculture Officer, Milagros Suderio Barangay Captain of Cabalawan, Gerardo Sayson, Farmers' Representative (1)
Borbon municipality	Interviews, FGD	Mun. Designated Administrator, Mr. Rolando Bucog and MPDC, Engr. Lerbin Antigua, Municipal Agriculture Officer, Mr. Justo dela

		Cruz Representatives of PO (6.), MPDC, SB Secretary, MAO
Catmon municipality	Interviews, FGD	Mayor Estrelita Aribal, MPDC, Mr. Nelson Ares, MAO, Loida Aroma AI Technician and PO Representatives (2)
Carmen municipality	Interview, FGD	MPDC, Nilo Lopez, MAO, Emiberta Indolos, PO representatives (3), AI technician, MPDC
Pilar municipality	Interviews	Mayor Jesus Fernandez , MAO Eugenio Ducela, Municipal Livestock Coordinator ;Representatives of PO (2); Rural Health Nurse

Annex 3: Schedules of Activities

Date	Day	Activities	Local Consultants	
			Team Leader	Survey Specialist
13-Aug	Mon	Travel to Manila. Attend kick-off meeting at JICA office. Collect project documents	X	
14-Aug	Tue	Travel back to Cebu. Review project-related documents	X	X
15-Aug	Wed	Cebu. Review draft evaluation grid, formulate survey questionnaires	X	X
16-Aug	Thu	Cebu. Finalize evaluation grid, formulate outlines for interviews and FGDs	X	X
17-Aug	Fri	Cebu. Formulate and submit draft Work Plan to JICA via email including final evaluation grid, draft questionnaires, outlines of FGDs and interviews. Coordinate courtesy call schedule with Provl Governor	X	X
18-Aug	Sat	Cebu. Review project documents, draft work plan & field schedules, report formats, evaluation grid, questionnaires, outlines of interviews and FGDs	X	X
19-Aug	Sun	Cebu. Review project documents, draft work plan & field schedules, report formats, evaluation grid, questionnaires, outlines of interviews and FGDs	X	X
20-Aug	Mon	Cebu. Meeting with JICA staff in preparation with the explanation meeting to Governor and FGD with PPDO personnel	X	X
21-Aug	Tue	Cebu. Courtesy call (and render explanation about the study) to Governor with JICA staff and PPDC. FGD with PPDO personnel	X	X
22-Aug	Wed	Cebu. Interview with OPV, OPA, PHO, NEDA	X	
		Travel to Daanbantayan. Courtesy call to Mayor. FGD with 1 PO (PNFA)		X
23-Aug	Thu	Cebu. Interview with DA, FIDA, TESDA	X	
		Daanbantayan. FGD with 2 POs (BACGA, MAMAL)		X
24-Aug	Fri	Cebu. Interview with 5 NGOs (VIDI, RAFI, MFI, FedCALLDEPP, NCDCI).	X	
		Daanbantayan. FGD with 3 POs (HIKUMATO, MAFA, LOFA)		X
25-Aug	Sat	Cebu. Meeting with JICA staff.	X	
		Move from Daanbantayan to Medellin. FGD with 2 POs		X
26-Aug	Sun	Medellin. FGD with 2 POs		X
		Cebu. Review collected data and project reports	X	
27-Aug	Mon	Travel to Bogo.	X	
		Move from Medellin to Bogo. Courtesy call to Mayor. FGD with municipal officials	X	X
28-Aug	Tue	Bogo. FGD with PO members	X	X
29-Aug	Wed	Bogo. FGD with PO members	X	X
30-Aug	Thu	Move from Bogo to Tabogon. Courtesy call to Mayor. FGD with municipal officials	X	X
31-Aug	Fri	Tabogon. FGD with POs	X	X
1-Sep	Sat	Move from Tabogon to Sogod.	X	X
		FGD with PO members	X	X
2-Sep	Sun	Sogod. FGD with PO members	X	X
3-Sep	Mon	Move from Sogod to Borbon. Courtesy call to Mayor. FGD with municipal officials	X	X
4-Sep	Tue	Borbon. FGD with PO members	X	X
5-Sep	Wed	Move from Borbon to Cebu. Travel to Pilar via Ormoc (overnight stay in Ormoc)	X	X
6-Sep	Thu	Travel from Ormoc to Pilar. Courtesy call to Mayor; FGD with POs	X	X
7-Sep	Fri	Travel to Catmon. Courtesy call to Mayor. FGD with POs	X	X
8-Sep	Sat	Move to Carmen. FGD with PO members	X	X
9-Sep	Sun	Cebu. Review collected data and project reports	X	X
10-Sep	Mon	Travel to Balamban. Courtesy call to Mayor. FGD with muncipal officials	X	X
11-Sep	Tue	Balamban. FGD with PO members	X	X
12-Sep	Wed	Cebu. Analyze data and identify data gaps with JICA staff	X	X
13-Sep	Thu	Cebu. Analyze data and identify data gaps with JICA staff	X	X
14-Sep	Fri	Cebu. Analyze data and identify data gaps with JICA staff	X	X
15-Sep	Sat	Cebu. Write Draft Report	X	X
16-Sep	Sun	Cebu. Write Draft Report	X	X
17-Sep	Mon	Cebu. Submit Draft Report to JICA via email. Coordinate field schedules for	X	X
18-Sep	Tue	Travel to Asturias. Courtesy call to Mayor. FGD with PO	X	X
19-Sep	Wed	Asturias. FGD with PO members. Move back to Cebu	X	X
21-Sep	Fri	Write Final Draft Report incorporating comments of JICA	X	X

22-Sep	Sat	Write Final Draft Report incorporating comments of JICA	x	x
23-Sep	Sun	Write Final Draft Report incorporating comments of JICA	x	x
24-Sep	Mon	Cebu. Submit Final Draft Report to JICA via email.		
25-Sep	Tue	Cebu. Review project documents, collected materials, draft reports		x
		Travel to Carmen. Conduct supplemental survey	x	
26-Sep	Wed	Cebu. Review project documents, collected materials, draft reports, awaiting comments from JICA	x	x
27-Sep	Thu	Move to Catmon. Conduct supplemental survey	x	
28-Sep	Fri	Move to Sogod. Conduct supplemental survey	x	
		Cebu. Review project documents, collected materials, draft reports, awaiting comments from JICA		x
29-Sep	Sat	Cebu. Review project documents, collected materials, draft reports, awaiting comments from JICA	x	x
30-Sep	Sun	Cebu. Review project documents, collected materials, draft reports, awaiting comments from JICA	x	x
1-Oct	Mon	Cebu. Review project documents, collected materials, draft reports, awaiting comments from JICA	x	x
2-Oct	Tue	Cebu. Review project documents, collected materials, draft reports, awaiting comments from JICA	x	x
3-Oct	Wed	Cebu. Review project documents, collected materials, draft reports, awaiting comments from JICA	x	x
4-Oct	Thu	Cebu. Review project documents, collected materials, draft reports, awaiting comments from JICA	x	x
5-Oct	Fri	Cebu. Review project documents, collected materials, draft reports, awaiting comments from JICA	x	x
6-Oct	Sat	Cebu. Review project documents, collected materials, draft reports, awaiting comments from JICA	x	x
7-Oct	Sun	Cebu. Review project documents, collected materials, draft reports, awaiting comments from JICA	x	x
8-Oct	Mon	Cebu. Revise Final Draft Report incorporating comments of JICA.	x	x
9-Oct	Tue	Cebu. Revise Final Draft Report incorporating comments of JICA.	x	x
10-Oct	Wed	Cebu. Revise Final Draft Report incorporating comments of JICA.	x	x
11-Oct	Thu	Cebu. Revise Final Draft Report incorporating comments of JICA.	x	x
12-Oct	Fri	Cebu. Revise Final Draft Report incorporating comments of JICA.	x	x
13-Oct	Sat	Cebu. Revise Final Draft Report incorporating comments of JICA.	x	x
14-Oct	Sun	Cebu. Revise Final Draft Report incorporating comments of JICA.	x	x
15-Oct	Mon	Submit Final Report to JICA.	x	x

Annex 4: Sustainability Status of Small-scale Project

	Municipality		Name of small-scale project	Sustainability Status	Source/Reference	
I-First stage of implementation						
1	Bogo	1	1	Integrated Livestock Raising	Sustained.	Field survey, Sep/07
		2	2	Cattle Breeding/artificial insemination	Not operational since 2003. Just recently restarted	Field survey, Sep/07
		3	3	Coastal Resource Management in Siocon	Sustained	Field survey, Sep/07
		4	4	Coastal Resource Managemetn in Capitancillo	Sustained	Field survey, Sep/07
		5	5	Waste water Treatment Facility	Not sustained. Design problem. Poor workmanship	Ishida report, June/06
		6	6	Drainage Improvement in Public Market	Sustained. Fully utilized but design is inappropriate	Ishida report, June/06
2	Tabogon	7	1	Maguey Fiber Production	Not sustained.Not feasible	Field survey, Sep/07
		8	2	Cattle Breeding	Not sustained	Field survey, Sep/07
		9	3	Charcoal Briquette Making	Not Sustained. Market Problem	Field survey, Sep/07
		10	4	Sustainable Agriculture Through Soil & Water Conservation	Sustained	Field survey, Sep/07
		11	5	Coastal Resource Management in Alan-alan	Sustained.	Ishida report, June/06
		12	6	Coastal Resource Management in Masiog	Sustained.	Ishida report, June/06
		13	7	Municipal Training Center	Sustained.	Field survey, Sep/07
		14	8	Level III Waterworks System for Libjo, Caduawan and lihan	Sustained.	Field survey, Sep/07
3	Catmon	15	1	Upgrading of Native Chicken	Not sustained. Very few continued	Field survey, Sep/07
		16	2	Goat Raising	Sustained.	Field survey, Sep/07
		17	3	Fiber-based Handloom Weaving Center	Sustained.	Ishida report, June/06
		18	4	Barangay Animal Health Aide	Sustained.	Ishida report, June/06
		19	5	Integrated Development Interventions Project for Upland Barangays	Status not known	Field survey, Sep/07
4	Poro	20	1	Goat Raising	Status not known	Ishida report, June/06
		21	2	Road Rehabilitation and Spot Concreting	Not sustained. 50% back to dilapidated condition	Ishida report, June/06
		22	3	Water supply Improvement for Altavista	Sustained	field survey, Sep/07
II-Second stage of implementation						
5	San Francisco	23	1	Seaweed Culture	Not sustained.	Ishida report, June/06
		24	2	Vegetable Production	Sustained.	Ishida report, June/06
		25	3	Hydraulic Ram Pump Waterworks System	Not sustained.	Ishida report, June/06
		26	4	Camotes Islands Training Center	Sustained.	Ishida report, June/06
6	Tudela	27	1	Improvement of Municipal Nursery	Sustained.	Ishida report, June/06
		28	2	Carabao Breeding/Artificial Insemination	Sustained	Field survey, Sep/07
		29	3	Wharf Development in Purtobello	Sustained. Fully utilized.	Ishida report, June/06
7	Pilar	30	1	Municipal Animal Breeding Center	Not sustained	Field survey, Sep/07
		31	2	Carabao Breeding/Artificial Insemination	Not sustained	Field survey, Sep/07
		32	3	Renovation & Expansion of Municipal Health Center	Sustained. Fully utilized	Field survey, Sep/07
8	Daanbantayan	33	1	Cattle Breeding/artificial insemination	Sustained	Field survey, Sep/07
		34	2	Seaweed Culture	Not sustained.	Ishida report, June/06
		35	3	Barangay Animal Health Aide	Sustained.	Ishida report, June/06
9	San Remegio	36	1	Cattle Breeding/artificial insemination	Sustained	Field survey, Sep/07
		37	2	Vegetable Production	Sustained.	Ishida report, June/06
		38	3	Expansion of Waterworks System for Victoria & Luyang	Sustained.	Ishida report, June/06
10	Medellin	39	1	Cattle Breeding/artificial insemination	Not sustained	Field survey, Sep/07
		40	2	Seaweed Culture	Not sustained.	Field survey, Sep/07
		41	3	Coastal Resource Management in Tindog	Sustained.	Field survey, Sep/07
		42	4	Coastal Resource Management in Canhabagat	Sustained.	Field survey, Sep/07
		43	5	Level III Waterworks System for Lamintak Sur & Lamintak Norte	Sustained.	Field survey, Sep/07

III-Third stage of implementation						
11	Borbon	44	1	Expansion of Waterworks for Managase	Sustained.	Field survey, Sep/07
		45	2	Sustainable Agriculture Through Soil & Water Conservation	Sustained	field survey, Sep/07
		46	3	Coastal resource Management	Sustained.	field survey, Sep/07
		47	4	Barangay Animal Health Aide	Sustained.	field survey, Sep/07
12	Sogod	48	1	Improved Farming System with Soil & Water Conservation	Sustained	Field survey, Sep/07
		49	2	Level I and II Waterworks System for Cabalawan	Sustained.	Field survey, Sep/07
		50	3	Barangay Animal Health Aide	Sustained.	Ishida report, June/06
13	Carmen	51	1	Biogas Digester for Municipal Slaughterhouse	Not sustained.Poor workmanship. Abattoir not functional	Ishida report, June/06
		52	2	Hydraulic Ram Pump Waterworks System for Hagnaya Trimfo and Lanipga	Not Sustained.	Field survey, Sep/07
		53	3	Vegetable Production	Sustained.	Ishida report, June/06
		54	4	Barangay Animal Health Aide	Sustained.	Ishida report, June/06
14	Bantayan	55	1	Skills and Livelihood development Center	Sustained.	Ishida report, June/06
		56	2	Meat Processing Support	Sustained.	Ishida report, June/06
15	Madridejos	57	1	5-classroom school building	Sustained. Fully utilized	Ishida report, June/06
		58	2	Municipal Nursery development	Sustained	Ishida report, June/06
		59	3	Coastal Resource Management in Talangnan	Sustained.	Ishida report, June/06
16	Santa Fe	60	1	Passenger and Vehicle Terminal	Sustained.	Ishida report, June/06
		61	2	Municipal Nursery Development	Sustained.	Ishida report, June/06
Island-wide projects						
	Bantayan Island	62	1	Bantayan Island Swine Development Project	Not sustained.Project was undertaken by private individual	Ishida report, June/06
	Camotes Island & Bantayan Island	63	2	Provision of Medical Equipment to District Hospitals	Status not known. No monitoring activity done	Field survey, Sep/07
Province-wide projects						
		64	1	Artificial Insemination	Sustained.	Field survey, Sep/07
		65	2	Rural Road Rehabilitation Program	Not sustained. 50% back to dilapidated condition	Ishida report, June/06
		66	3	Farmers Field School with Corn Micro Credit and Training of Trainers	Status not known. No monitoring activity done	Ishida report, June/06
		67	4	Paper Recycling	Not sustained.	Field survey, Sep/07

Sustained: 44 projects (65.67%)

Not sustained: 19 projects (28.36%)

Status not known: 4 (5.97%)

Annex 4-a: Impacts of LDM in 11 Municipalities Covered by Field Survey

Municipality	LDM Functions		
	Platform-making	Network/ Resource Sharing	Efforts for Replication
Daanbantayan	People's participation i.e. seminars on farm technology and other training that are related to livelihood projects (yellow corn project)		Replicated corn cluster program in another barangay through municipal government initiative.
Medellin	Members of people's organization (PO), TGGAS, participated in drafting of the local ordinance for the prevention of sand extraction.	The PO, TGGAS, continues to link with the municipal government to ask support for their proposed projects.	water project was expanded to the adjacent barangay through the initiative of municipal government
		Municipal government provided funding for water piping expansion project of the PO called LARWASAI	
		Municipal government provides assistance for farm production and other livelihood activities of the people's organization called KANABA	
Bogo		Municipal government tapped the Rotary Club for replication of goat dispersal project.	Municipal government established a new marine sanctuary in Marango cove.
Tabogon		Municipal government continuously tap human resources of TESDA for skills trainings at the training center	Municipal government expanded the water supply system in 23 barangays utilizing the water source developed by Cebu-SEED project.
		Municipal government tapped World Vision for domestic sewing machines and dressmaking materials	Municipal government implemented 2 community-based skills training (electrical and welding) in upland barangays as an extension of the training programs of the training center.
Sogod		Municipal government continuous to Network with World Vision and Aboitiz Group Foundation for implementing other projects e.g., school building and health centers	Municipal government improved the water resources in 10 barangays and rehabilitated the Sogod water system supplying water to 7 coastal barangays;
Borbon	Municipal government continuous to implement leadership trainings for 13 farmers association;	Municipal government provided funding for the marine sanctuary and water supply projects expansion.	Municipal government expanded the water supply coverage to 3 additional sitios
	Municipal government sent farmers to agricultural trainings instead of the municipal agriculture officers.	Each barangay contributes 90,000 pesos as counterpart for the water project expansion	Municipal government expanded the marine sanctuary from 10 to 25 hectares
Catmon	Municipal government conducted stakeholders consultation in implementing development plans	Municipal government taps resources of NGOs operating in the municipality.	Municipal government implemented the road rehabilitation plan developed during Cebu-SEED project
	<i>"we feel that we are now important to the municipality" (Mercedita Mollena, PO member)</i>	Networking between the MAO and farmers is continued in implementing agricultural projects	

LDM Functions			
Carmen		Networking between the MAO and farmers is continued in implementing agricultural projects.	
Pilar	POs regularly conduct monthly meetings in their respective barangays	Networking between the municipal government and POs is continued to address concerns in their respective barangays.	

e-BATT Corridor Project (under JICA's CEP)

Municipality	Local Development Mechanism Impacts		
	Platform	Network/ Resource Sharing	Efforts for Replication
Balamban	Barangay governments formulated Barangay Development Plans using participatory processes	Barangay Council of Singing tapped funds from the mayor, private corporations, congressman, and senator for their farm to market road, school building, barangay hall, health center, training center, spillway, electrification, and basketball court.	Municipal government developed a new project: "Building Empowered and Entrepreneurial Farmers Thru Updated Practices" in partnership with the Balamban municipality, DA-Region VII office, PAO and MAO
		Municipal government continues to network with NGOs, like RAFI, PEF and local DILG office	Mayor is requesting RAFI to implement the program in all barangays within the municipality
Tuburan	Barangay governments established Barangay Development Plans using participatory processes	Municipal government continues to network with government officials, NGOs, like RAFI, PEF and DILG local office	Municipal government upgraded the MORWASA Water System from communal faucet system to level 3, serving 186 households
	Barangay governments established the Barangay Monitoring and Evaluation Group (BMEG)		Municipal government replicated the Barangay Capacity Building Program in another Barangay.

Annex 5: Current Status of Ex-Participants to Trainings in Japan and application of learned skills

Source: Results of survey questionnaire

Name	Training Title	Work Assignments		Dissemination of Knowledge	Application of Knowledge Acquired After the Project
		During Cebu SEED	After Cebu SEED		
Engr. Adolfo Quiroga (PPDO)	Regional Development Support for Planning & Development Officers	Provincial Planning and Development Coordinator (PPDC) Project Manager of Cebu-SEED project	Provincial Planning and Development Coordinator	Have imparted to subordinates during monthly meetings	Yes. In planning consultation with the Barangay and Municipal officials in the prioritization of projects for assistance by the province.
Adela Lanzado (PPDO)	Regional Development Support for Planning & Development Officers	Conduct Training on Waterworks Monitoring	Research and Monitoring Division Chief (PPDO)	No timely opportunity to impart acquired learning from the training.	No, some knowledge acquired not relevant for adaptation to current Cebu projects.
Rex Seno (PPDO)	Regional Development Support for Planning & Development Officers	Counterpart to JICA Experts	Handles projects implemented by Provincial Government. 2)Updating of Cebu Socio-Economic Profile. 3)As Secretariat to the Cebu Provincial Reclamation Authority & Provincial Water Resources Authority.	Yes. During water source investigation, discussed process with co-workers.	Yes. The processes in implementing current priority projects of the Provincial Government are similar to that of the JICA-Cebu SEED Project; so, application of learning is easier.
Edna Javelosa (PPDO)	Regional Development Support for Planning & Development Officers	Prepared the Data Analysis of Municipal Development Projects; and, as Area Officer of San Francisco Monitoring	As Officer-in-charge of PPDO Administration Section; and, as Secretariat of Cebu ICT Council	Yes. Through reporting / presentation or re-echo in a meeting & through informal talks	Yes. In coordinating & collaborating with local officials, other government offices & agencies, academe & community on program planning & implementation; in conducting consultations & dialogue with local officials and community; in planning of activities; and, in evaluating project proposals.
Ariel Escalona (PPDO)	Participatory Local and Social Development: Theory & Practices	Counterpart to JICA Experts	Secretariat to the Economic Enterprise Council and to the Mactan Cebu Bridge Management Board	Yes. Through SUGBO, a quarterly publication during Cebu-SEED Project. I was the writer, layout artist and messenger of the newsletter, SUGBO.	Less application due to lack of logistical support.

		Work Assignments			
Cirilo Abrenica Jr. (PPDO)	Multimedia Production for Education B	Counterpart in the field of Information, Education, & Communication (IEC)	In charge in making the multimedia presentation of MPDO & other offices. Also act on computer maintenance and troubleshooting.	Yes. By sharing learnt skills, one-on-one, to technical persons who are also into multimedia production.	Yes. Applied knowledge in preparing various multimedia presentations of PPDO, Governor's Office & other offices.
Baby Manuel (PPDO)	Participatory Local and Social Development: Theory & Practices	Handled the Rural Area Development, Solid Waste Management & Coastal Resource Management After Project:	Assigned in the Provincial Environment & Natural Resources Office (PENRO) for the Environmental Services Section	Yes. In the Soil & Water Management, in the Coastal Resource Management, the Tree Planting Program, and any other development project. Rendered technical services to municipal and barangay government units.	Yes. Encouraging municipal and barangay government units to have teamwork in all development works with the government agencies for project collaboration in terms of resources (money, labor, materials)
Nerces Bispo (PPDO)	Seminar on Rural / Regional Development: One Village-One Product Movement	Direct counterpart of JICA Team Leader	Officer-in-charge at the Provincial Environment & Natural Resources Office (PENRO)	Yes. By reporting before fellow counterparts during the Cebu SEED Project. And, by submitting reports to the Department of Interior and Local Government in compliance to official trip requirements.	Yes. In the promotion of local tourism, "Suroy-Suroy sa Kadagatan", show casing uniqueness of each coastal municipalities. The activity is part of the current program of the Governor, "Suroy-Suroy sa Sugbo".
Dr. Necias Vicoy (PAO)	Rural Development: Farming Technology in Sloping Areas for Environment	Technology Supervisor on Agricultural Development Programs	Provincial Agriculturist	Yes. Through the conduct of dialogue and regular meetings. And through hands-on procedures or practices.	Yes. Establishing of actual farming classes with Demo Farms.
Rosa Edna Hubahib (NEDA)	Participatory Local and Social Development: Theory & Practices	Consultant to JICA-SEED Management on participatory local social development planning	Division Chief in NEDA for Monitoring & Evaluation	Yes. Have been a resource speaker on Participatory Local and Social Development in Development Assistance Program for pilot municipalities. Part of the pool of speakers of Development Academy of the Philippines.	Yes. In project monitoring & evaluation. Also applied learnt knowledge in project generation approach for micro projects financed by NEDA.
Maribel Resma	JICA-NGO Partnership Training Course for	Monitor & Supervise personnel assigned in	Part-time volunteer to NCDCI (NCDCI is	Yes. Disseminate information in agriculture to	Yes. By facilitating and initiating planning and evaluation activities.

		Work Assignments			
(NCDI)	Participatory Rural Development	each municipality	currently for closure)	farmers during Cebu SEED project.	
Melita Labarejos (PPDO)	Regional Development Support for Planning & Development Officers	Asst. Project Manager. Area of Responsibility: Daanbantayan, served as Supervisor of the Project Area officers	Plans and Program Division Head	There are 10 staff under my supervision and I had opportunities to share knowledge acquired to them	Yes. As supervisor, had the opportunity to apply knowledge acquired into my regular function as a supervisor that provides technical guidance and support to my subordinates.
Marites Palomares (PPDO)	Seminar on Rural/Regional Development: One Village-One Product Movement	Counterpart of Community Development JICA Expert. Project Area Officer for Pilar and Borbon	Project Development Assistant at PPDO- Assigned Secretariat to Cebu Provincial Tourism and Heritage Council, then to the Provincial Information Communication Technology Council	(Questionnaire not returned)	
Roldan Saragena (OPA)	Vegetables Cultivation Technology	Vegetable specialist, in-charge on vege-techno demo	Senior Agriculturist	(Questionnaire not returned)	
Arlyn Vailoces (PPDO)	Seminar on Coastal Fisheries Management	Implementor of Coastal Resource Management Projects	Assigned at PENRO, Coastal Resources Management	(Questionnaire not returned)	
Joefrey Merencillo (OPA)	Seminar on Coastal Fisheries Management	Fisheries/ Sea weed Program Specialist	Center Chief Fish Pond Project in Pinamungahan Cebu	(Questionnaire not returned)	Applying learnings in managing the Fish Pond Project in Pinamungahan
Engr. Jayson Baclayon (PPDO)	Seminar on Rural/Regional Development: One Village-One Product Movement	Asst. PPDC- No Specific assignment/ involvement	Asst. Provincial Planning Coordinator	Questionnaire not returned)	
Raymundo Branzuela (PPDO)	Regional Development Support for Planning & Development Officers	Project Area Officer assigned in Catmon and Camotes	In-charge of Rural Electrification projects of the province	(Questionnaire not returned)	
Roberto Moradas (MAO, Tuburan)	Breeding & Artificial Insemination Technology for Cattle	Artificial Insemination Technician	Artificial Insemination Technician, Meat inspector, Revenue Collector	Conducted AI orientation to farmers in 10 Barangays	Yes. Implements AI program in the entire municipality of Tuburan. One of the top AI technician performer in the entire province of Cebu.

		Work Assignments			
Wilfredo Listones (MFI)	JICA-NGO Partnership Training Course for Participatory Rural Development	Trainer/Resource Person of Sustainable Agriculture , M and E Team Leader	Deputy Director, Mag-uugmad Foundation	Conducted Trainors' Training.	Used acquired knowledge in developing training modules and conduct of actual training.
Epifanio Arellano (MPDO, Bogo)	Seminar on Rural/Regional Development: One Village-One Product Movement	Municipal Planning and Development Coordinator of Bogo	Municipal Planning and Development Coordinator of Bogo	(On-Leave during the Evaluation)	
Owen Ouano (MPDO, Tabogon)	Seminar on Rural/Regional Development: One Village-One Product Movement	Municipal Planning and Development Coordinator of Tabogon	Municipal Planning and Development Coordinator of Tabogon	(On-leave during evaluation)	
Joel Gonzales (MPDO, Poro)	Seminar on Rural/Regional Development: One Village-One Product Movement		MPDC of Poro, Camotes	(Not-covered)	
Atty. Romeo Escandor (NEDA)	Regional Development Support for Planning & Development Officers	NEDA Regional Director	Transferred to other Regional Office	(Not Located)	
Shu-Jen Dinsay (RAFI)	JICA-NGO Partnership Training Course for Participatory Rural Development	Responsible person for the implementation of e-BATT	RESIGNED from RAFI since	(Not Located)	
Dr. Hector Baruc (OPV)	Breeding & Artificial Insemination Technology for Cattle		REtired	(Not Located)	
Dr. Alan Leyson (OPV)	Dairy Farming Related Techniques		RESIGNED	(Not Located)	
Juan Concha (MPDO, Catmon)	Seminar on Rural/Regional Development: One Village-One Product Movement		RETIRED	(Not Located)	

		Work Assignments			
Dr. Antonio Villamor (PHO)	Seminar on Hospital Administration and Health Services Management		(DEAD)		
Dante De Lima (VIDI)	Seminar on Rural/Regional Development: One Village-One Product Movement		(Office Closed)	(Not Located)	
Oscar Villarojo (UGMAD)	Participatory Local Social Development: Project Planning and Management		(Office Closed))	(Not Located)	

Annex 6: Status of Supporting Organizations

Name of Organization	Involvement During the Cebu-SEED Project	Current Activities Related to the Cebu-SEED Project
National Economic Development Authority (NEDA)	Provided technical input in the project design preparation and served as a member of the Cebu-SEED's Joint Coordinating Committee	No more involvement after the project implementation. No promotion done regarding replication of LDM activities in other municipalities of the province or other provinces in Region VII
Fiber Industry Development Authority (FIDA)	Provided technical support to Peoples' Organizations (POs) and monitoring the maguey fiber production in Tabogon. FIDA staff was assigned in the area for the project. Technical support includes skills development up to enterprise development.	Current support of FIDA is no longer as intensive as before. FIDA pulled-out the support in Tabogon just this year since the new administration of the municipality has other priorities and has no budget to support the projects of the organization on fiber industry.
Mag-uugmad Foundation, Incorporated (MFI)	Conducted training on Sustainable Agriculture for nine (9) months. The outputs were model farms and farmer trainers in 4 barangays in Tabogon. MFI also did monitoring and evaluation of the activities.	No more activities conducted after their contract with Cebu-SEED project was finished.
Ramon Aboitiz Foundation Incorporated (RAFI)	Implemented the e-BATT Corridor project under JICA's Community Empowerment Program in the municipalities of Balamban, Asturias, Tuburan and Tabuelan covering 12 barangays.	RAFI continues to assist organized POs in 4 municipalities
Technical Education and Skills Development Authority (TESDA)	Provided skills development training.	Provides trainers for various skills training program in Tabogon Training Center
Office of the Provincial Veterinarian (OPV)	Supports the implementation of the projects related to livestock/artificial insemination projects.	Monitors the implementation of the artificial insemination and livestock projects in the entire province.
Department of Environment and Natural Resources (DENR)	Assisted in the implementation of the Charcoal briquetting project in Tabogon.	No more involvement.
Office of the Provincial Agriculture (OPA)	Assisted in the implementation of the agricultural development projects	Monitors and provides technical assistance for the implementation of agricultural programs for the entire province but necessarily for Cebu-SEED Project.
Provincial Health Office (PHO)	Identified the needed medical equipment of Rural Health Units during the Cebu-SEED	No specific activity for Cebu-SEED. Current Head not knowledgeable about Cebu-SEED.
Ugmad Foundation	Implemented integrated development intervention project in Catmon.	No more involvement after the project. Organization ceased its operation.
NCDCI	Handled the community organizing activities in selected municipalities	No more involvement with Cebu-SEED projects but continues to operate in the area implementing other projects. Visits the Cebu-SEED beneficiaries occasionally

Annex 7:

Summary Notes on the Results of the Visits to 2 Municipalities Covered by the e-BATT Corridor Project under JICA's Community Empowerment Program (CEP)

1. A local NGO, Ramon Aboitiz Foundation, Inc. (RAFI) was supported by JICA in implementing the project titled, Enhancement of Balamban, Asturias, Tuburan and Tabuelan Corridor (e-BATT Corridor project) from November 2000 to January 2004. The e-BATT Corridor project covered 3 barangays (village) each of the 4 northwest municipalities of Cebu province. The municipalities of Balamaban and Tuburan were visited by the study team to observe continuity of project activities.

2. This report, in the form of summary notes, does not in anyway represent an evaluation of the e-BATT Corridor project but simply presents field observations particularly on the difference of approach and methodologies used by the Cebu-SEED project and the e-BATT Corridor project.

3. The e-BATT Corridor project organized community residents into people's organizations (POs) in the barangay level and provided capacity building trainings to members of the Barangay Development Councils (BDCs), a local development mechanism provided for by law where barangay officials, private sector representatives, NGOs and POs sit as members to discuss local development matters at the barangay level. The capacity building trainings provided to BDC and PO members included participatory project planning, implementation, monitoring and evaluation (PIME).

4. A PO was organized in each of the 3 barangays in the municipality. POs were then trained to formulate PO development plans which were then presented to BDCs for incorporation in the Barangay Development Plans (BDPs). With the PO plans integrated, the BDPs were then presented by the BDC members to the municipal governments through the Municipal Development Councils (MDCs) for integration in the Municipal Development Plans (MDPs). Because the PO plans were integrated into the BDPs and MDPs, PO projects were assured of funding and technical support from the barangay and municipal governments.

Table 1: Difference in Approach between Cebu-SEED project and e-BATT Corridor project

	Cebu-SEED project (under JICA's PTTC program)	e-BATT Corridor project (under JICA's CEP)
Coverage	16 municipalities	4 municipalities (12 barangays)
Facilitator/Implementer of project activities	Project Management Office (PMO) (14 PPDO staff and 20 JICA experts)	Ramon Aboitiz Foundation, Inc. (RAFI) (local NGO)
Targets for capacity building	Municipal government officials through sector-specific offices	Barangay government officials, BDC members
	Pre-identified, existing community associations	Local community residents organized into POs
Point of entry	Small-scale projects identified by municipal officials	Community organizing and barangay development planning
Outputs	67 small-scale projects	12 Barangay Development Plans (BDPs) integrated into the Municipal Development Plans
Sustainability status after JICA assistance	19 small-scale projects sustained, 4 expanded or replicated	At least 9 BDPs were implemented, various small-scale self-help projects are sustained and replicated
	PMO staff back to PPDO, provincial government discontinued project activities, no project-related intervention extended to municipalities	RAFI continues strengthening POs and BDCs, municipal governments currently requesting RAFI to replicate the project in other barangays
Source: Results of interviews of RAFI workers, FGDs and interviews with barangay and municipal officials		

5. While the Cebu-SEED project invested directly on small-scale projects identified by municipal officials, the e-BATT Corridor project invested instead on the social preparation to ensure sustained collaboration between the POs and barangay officials using the BDCs as the venue for platform-making, social networking and development partnership and promoting replication.

6. Even without the explanation and emphasis about the LDM approach of Cebu-SEED project, the POs

and barangay officials in Balamban and Tuburan municipalities efficiently performed the LDM functions. At present, both municipalities expressed intentions to replicate the processes of e-BATT Corridor project and had requested RAFI to facilitate such development processes.

Table 2: Results and effects of intensive social preparation

Municipality	LDM functions		
	Platform	Network/ Resource Sharing	Sustainability/Replication
Balamban	3 BDCs became consultative planning bodies	Assisted and mobilized 6 people's organizations in promoting and establishing agricultural and livelihood projects	Organized a community-based water supply organization, BIRWSA, operation of the water system project is sustained
	3 Barangay development plans were formulated and implemented using participatory processes	Partnership with DepEd in implementing functional literacy program is continued	Water supply project was expanded to nearby barangay
	6 sectoral and functional committees in each barangay were established to oversee and monitor progress of BDP implementation	POs continue to share at least 5% of the total costs of livelihood projects	Organized cooperatives (BARSIMCO, BAHIMCO) to carry out livelihood projects
	Mobilization of barefoot technicians (BAHAs, FFS graduates, BHWs, Birth attendants and cooperatives in implementing various projects;	BDCs and the Municipal government provide honorarium to health workers	Continued basic literacy sessions in other barangays.
	Mass-based programs initiated at the barangay level.	Networking with concerned national government agencies continued for the implementation of community-based projects such as school buildings, barangay hall, health center, training center, spillway, electrification, basketball courts	CEP Project was replicated to one barangay.
		Partnership established with Peace Equity Foundation to fund expansion of the water supply project.	Continued project implementation even after the project life. Municipality acknowledges the project success that the mayor wants to replicate the project to other barangays.
Tuburan	3 BDCs became consultative planning bodies;	POs continue to provide counterpart funding in implementing livelihood projects	Water system projects is managed and sustained by CARWASA, MORWASA;
	3 Barangay development plans were formulated and implemented using participatory processes	households participate in clean and green program	Water supply project was expanded to nearby barangay;
	7 sectoral and functional committees in each barangay were established to oversee and monitor progress of BDP implementation	Barangay Council took the responsibility to provide honorarium for the community health workers;	Implemented other infrastructure projects such as multi-purpose building, street lighting, street sign boards, improvement of basketball courts, construction of public toilets.
	Organized 14 people's organizations and sectoral groups to carry out various development programs in their respective barangays	Partnership established with Peace Equity Foundation to fund expansion of the water supply project.	Bantay Dagat members deputized as law enforcers of fishing laws and ordinances.
	Mobilization of 35 barefoot technicians (BAHAs, FFS graduates, BHWs, Birth attendants, community-based Literacy Facilitators in implementing various projects;		Municipality plans to replicate project in the upland barangays

Source: Results of interviews, FGDs and field visits in Balamban and Tuburan municipalities.

Annex 8: Evaluation Grid

Criteria	Evaluation Questions		Achievement Criteria/ Measures	Data Needed	Data Source	Data collection methods
	Main questions	Sub questions				
Impact	<u>On the project's contributions to the achievement of the Super Goal</u> To what extent has the super goal of “enhancing the socio-economic development of Cebu province” been achieved?	<ul style="list-style-type: none"> ● Has there been a change in the economy of the province? ● What are the changes in the socio-economic conditions of the beneficiaries of small-scale projects? 	<ul style="list-style-type: none"> ● Increase in the GDP of the province ● Decrease in poverty incidence 	Economic statistical data of the province, poverty incidence data	NSCB, NSO, provincial socio-economic profile	Research, review of related documents, reports
	<u>On the achievement of the Overall Goal:</u> Is the Overall Goal of “enhancing local development through the Local Development Mechanism (LDM) in the 20 northern municipalities of Cebu province” achieved?	<ul style="list-style-type: none"> ● Is the number of small-scale projects at the municipalities level increased compared to the year prior project implementation ● Are socio-economic indicators of beneficiaries of small-scale projects improving? ● What are the impeding and contributing factors in achieving the Overall Goal? 	<ul style="list-style-type: none"> ● Increase in number of small-scale projects by 10% ● Improved family incomes 	Records of expanded or replicated projects Household survey results, Promoting & inhibiting factors	PPDO, survey results	Interviews, field surveys, focus-group discussions
	<u>On the causal relationships:</u> Is the “enhanced socio-economic development of Cebu province” (Super Goal) an impact that was produced through enhancing the local development in 20 northern municipalities (Overall Goal) using LDM developed by the project (Project Purpose)?	<ul style="list-style-type: none"> ● Are LDM functions developed by the project used in implementing new or similar projects in other areas of the province ● Are small-scale projects implemented in project areas achieving corresponding objectives and targets? ● Are the Important Assumptions, from the Project Purpose to the Overall Goal, correct or valid? ● Was there any influence from the Important Assumptions? 	<ul style="list-style-type: none"> ● LDM functions integrated into PPDO activities, utilization of which is adopted by other provincial offices ● Is LDM sustained and continues to function ● Are small-scale projects achieving their objectives 	Positive impacts of small-scale projects to beneficiaries and municipalities	PPDO records, project reports, municipal officials, beneficiaries	Interview, field surveys, focus group discussions, review of reports & related documents
	<u>On the ripple effects:</u> <ul style="list-style-type: none"> ● Are there any positive and or negative impacts beside the Overall Goal? ● Are there impacts, positive or negative, concerning the differences between genders, ethnic groups, or various layers of LGUs? 	<ul style="list-style-type: none"> ◇ Influence on the development of policies, laws, systems, standards, etc ◇ Influence on social and cultural aspects such as gender, etc. ◇ Economical influence on the target LGUs and or groups 	<ul style="list-style-type: none"> ◇ Influence on environmental protection ◇ Influence from technical changes 	List of influences	PPDO, ex-trainees, beneficiaries, NEDA, Governor	Interviews, field survey

Criteria	Evaluation Questions		Achievement Criteria/	Data Needed	Data Source	Data
	Main questions	Sub questions	Measures			collection methods
Sustainability	<p><u>On the sustainability of project's effects:</u> Is the effect of the Cebu-SEED project, with reference to the Project Purpose and Overall Goal, continuing to be produced, and whether the production of effects will likely to continue in the future?</p>	<p>On the understanding and awareness about the LDM:</p> <ul style="list-style-type: none"> ● Are project personnel still aware about the LDM and its 3 components/function? ● Which function of LDM still remain in the PPDO staff's responsibilities? <p>On the continuity of the platform function of the LDM:</p> <ul style="list-style-type: none"> ● Had there not been any opportunity prior to the project for the LGUs to meet among themselves or with stakeholders to discuss local development issues ● Does PPDO still provide consultations with municipal governments and other stakeholders ● Are there still opportunities for provincial and municipal governments together with other stakeholders to discuss local development problems ● Are these activities recognized as a result of the Cebu-SEED project <p>On the continuity of the function for social networking and development partnership:</p> <ul style="list-style-type: none"> ● Are LGUs and other stakeholders still in contact with each other, how often ● Had there been any local development project planned or implemented through such networking and partnership ● After the project, had there been cases where the provincial government or PPDO helped municipal governments to mobilize resources at the provincial level ● After the project, was there any municipality that implemented any local development project where local communities or NGOs were mobilized or involved in the planning, implementation and monitoring activities <p>On the continuity of the function for strengthening sustainability and promoting replication of small-scale projects</p> <ul style="list-style-type: none"> ● Are all 67 small-scale projects implemented during the Cebu-SEED project continuing? ● Have the provincial or municipal governments provided any support to the small-scale projects even after project completion ● Has the PPDO ever conducted any activity introducing any of the small-scale project to a wider clientele or audience ● Is there any municipality among the 20 that tried to replicate any of the small-scale project to other areas within the municipality ● Is there any municipality that tried or implemented successful small-scale projects of other municipalities ● Is there any municipality that tried to plan or implement any of the small-scale project following the procedures introduced by the project or following LDM functions 			PPDO staff, ex-trainees, municipal officials, project beneficiaries, other related organizations, such as NGOs, NEDA, TESDA, etc.	Interviews, FGD, field surveys

Criteria	Evaluation Questions		Achievement Criteria/ Measures & Data Needed	Data Source	Data collection methods
	Main	Sub			
	<u>On institutional sustainability</u> Is the Provincial Government of Cebu continuing the project activities?	What measures does the Provincial Government of Cebu is undertaking in order to sustain the production of the Cebu-SEED project outputs?	<ul style="list-style-type: none"> ● Measures maybe related to change in organizational mission or strategy such as PPDO mandate and functions that were suggested by the Mid-Term and Terminal evaluation studies in November 2001 and October 2003, respectively ● Organizational and personnel reform, staff training Stable provision of inputs 	PPDO, Governor, other offices of the province, related organizations	Survey, interviews, FGDs, consultations
		Is the external environment favorable for the project's continuity?	<ul style="list-style-type: none"> ● Support from NEDA, from the Governor, and from the province's legislative members headed by the Vice-Governor? ● Support from other offices, such as the PPDO, OPV, PHO, NEDA, municipalities, NGOs, etc. ● Support from NEDA, from the Governor, and from the province's legislative members headed by the Vice-Governor? 		
	<u>On financial sustainability:</u> Is the funding source sufficient to carry out the necessary activities	How strong is the dependence of the Provincial Government or recipient municipal governments on outside revenues?	Is the funding source stable, or are the revenue sources available? Is there a sense of ownership on the project by the implementing organizations: Provincial Government, municipal governments, communities, POs, NGOs	Provincial budget office, Governor, PPDO staff	Interview, collection of budget data
<u>On technical sustainability</u> Are the skills and knowledge transferred during the project firmly established within the PPDO or Provincial Government (i.e., development administration in general and local effective measures in implementing local development projects in particular)?	Are the transferred technologies used as bases for further adaptation?	<ul style="list-style-type: none"> ◇ Is there access to new technologies? ◇ Is there a mechanism that enables the recipients of technology transfer to share among members of the Provincial or municipal governments ◇ Is there necessary and sufficient equipment and facilities to practice the knowledge and skills learned through the project ◇ Is the maintenance of these equipment and facilities properly done? 	PPDO, ex-trainees, municipal officials, related organizations, Governor	Interviews, FGDs, field surveys, survey questionnaire	

CEBU SOCIO-ECONOMIC EMPOWERMENT AND DEVELOPMENT PROJECT

The Ex-Post Evaluation Report on the Cebu Socio-Economic Empowerment and Development (Cebu-SEED) Project has captured the seeming unaddressed leveling of understanding and acceptance of project concepts at the outset both by the proponents and the stakeholders. While the title of the project seems to indicate lofty goals, a cursory view of the master plan and the design matrix evince inherent vagueness of the project and its pursuit. This understandably made the task of ex-post evaluation much more difficult, when it cited, as the assessment of some stakeholders, that the “Framework of the project is not easy to grasp.”

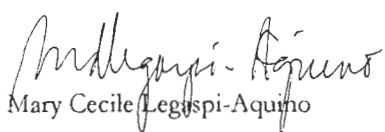
The Cebu-SEED is basically a governance project—fostering the Local Development Mechanism (LDM) that “facilitates participatory approaches and resource complementation in planning and implementing local development projects”. Rightly, the ex-post evaluation has noted the disconnect between the project’s aim, given the misconception that the SEED was equated with the initiation and implementation of small-scale projects by the stakeholders. An initial or periodic progressive leveling of understanding and acceptance of “concepts” used in the project may have been employed through survey followed up with FGD for the specific intention of clarifying that all participants of the projects were on the same page. Indeed and sadly, there seems to be a failure to impart on the stakeholders the objectives of the project and expected impact. Which again can be traced to the lack of clarity of the project in itself *a priori*. Even the verifiable indicator for the overall goal that was cited “decrease in population dependency ratio” was not only not defined, if not misunderstood, but we suspect was also out of place.

Yet the issue on how the success of the extent of establishment and diffusion of local development mechanism (PDMe) was measured seems to remain unanswered. Were the small-scale projects by themselves in the different municipalities the indicator of success or accomplishment? Or, would it have been appropriate to ask in what ways did these projects embody, establish, and diffused LDM among the municipalities. Only then, may we consider that the small-scale projects that have embodied LDM and have been sustained be contributory to the fulfillment of the project.

Indeed, the efficiency and effectiveness of the project rest with the key players, which under Cebu-SEED would be the Provincial Government and the other local government units. The evaluation report has appropriately pointed to the sustainability of the project in the context of a decentralized environment where local government units play key roles and how local elections impact on the implementation and thereby of feasibility of such projects like the Cebu-SEED.

The unexpected significant positive impacts are indeed laudable and most probably evinced that such projects embody the ideals of LDM.

The role IEC plays in the project may have cost as well the difference in the success and failure on securing in part the sustainability of the project at various level of local governance to include the provincial government level. While it is a prevailing dilemma that programs are unsuspecting victims of changes in political leadership, a good IEC program that encourages understanding, participation, integration and ownership of the processes and the successes and failures of projects undertaken at various level of a decentralized governance may translate, if intended to, as a pressure of the electorate to incoming political leaders. When people vote for leadership that honors the undertakings of project stakeholders, candidates and heretofore newly elected leaders are pressured to weigh the merits of this undertaking, hopefully gaining the support it deserves under its new political leadership.



Mary Cecile Legaspi-Aquino

Managing Director

Legaspi Research and Consulting