

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: (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: 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.	
1-2 Project overview 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.	
(1) Overall goal 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	
(2) 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	
(3) Outputs 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> Long-term experts, 7	<Philippine side> 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
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Period of Evaluation	August 13, 2007 to October 15, 2007	Type of evaluation: Ex-Post
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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

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

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	Madrideojos	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 Bogo, 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 Medellin 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 Medellin 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 Bogo 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 Medellin 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 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 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

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.