JBIC ODA Loan Project Mid-Term Review 2007

Evaluator: Mitsubishi UFJ Research & Consulting (Yoichi Hara, Hajime Onishi) Time of Mid-Term Review Field Survey: August 2007

Project Title: The Republic of the Philippines "Domestic Shipping Modernization Program (II)" (L/A No. PH-P189)

[Loan Outline]

Loan Amount / Disbursed Amount: 19,990 million yen / 19,383 million yen Loan Agreement: Entered: September 1998 Loan Expiry Date: January 2007 (9 years following the coming into force of the L/A, including the 2-year extension period) Executing Agency: Development Bank of the Philippines Operation and Maintenance Agency: Development Bank of the Philippines

[Project Objective]

The objective of this project is to promote modernization of vessels for domestic shipping, shipyards and ports and harbors (including cargo handling and terminal facilities) by providing medium- to long-term low-interest loans, through policy financing, to private ship owners, private shipyard companies, private port cargo handling companies and private companies and local governments that own ports and harbors, as well as to private maritime education and training institutions; thereby improving the safety, convenience and comfort of marine transport, promoting competition based on market principles, streamlining domestic shipping, and promoting regional development thorough marine transportation.

Consultant: Overseas Shipbuilding Cooperation Center (Japan), Norwegian Shipping Development Company - Shipdeco AS (Norway) Contractor: None

[Mid-Term Review Result]

Itom	Ex-ante evaluation	Result of mid-term review and ex-post evaluation results			
Item	(at the time of appraisal, September 1998)	as estimated at the time of the mid-term review			
Relevance	(1) National policy level	(1) National policy level			
	• Since the 1998 publication of the "Recommendations on Inter	• "Regional development through development of transportation networks"			
	Island Shipping" by a panel under the direct supervision of the	is included in the "10-Point Agenda" President Arroyo announced in June			
	President, the Philippine government had been under pressure	2004. To this end, the government formulated the concept of a "Strong			

to promote competition in providing services by eliminating unnecessary regulations. In response, the government implemented the Domestic Shipping Modernization Program (I), and thereby provided funds to the relevant sector through the Development Bank of the Philippines (DBP).	 Republic Nautical Highway" (SRNH), an integrated network of highways and vehicular ferry routes. Based on the SRNH concept, construction of an effective land-sea highway capitalizing on domestic shipping to connect the various islands making up the Philippines is currently underway to eliminate the distribution bottleneck hampering the growth of the country. (In April 2003, some segments of SRNH were open to traffic.) The Domestic Shipment Development Act was enacted in 2004 to provide a legal framework to the SRNH concept, after which a national policy was adopted, among other things, to provide incentives for development of a competitive investment environment and continuous growth of domestic shipping with the view to forming a strong, competitive domestic fleet. In 2003, the Act to Promote Modernization of Marine Transportation (Roll-on Roll-off Terminal System [EO170]) was established to modernize the harbor terminal facilities (in particular, the development of the Ro-Ro terminal). As noted above, from the time of the ex-ante evaluation to the present, despite the change in government, on the national policy level, the Philippine government has consistently given high priority to (i) streamlining inter island traffic through modernization of domestic shipping, (ii) improving the Philippines's competitiveness, and (iii) developing the surrounding environment including the ports and harbors. Thus, on the national policy level, the relevance of this project is judged to be extremely high.
• Regarding the marine transportation sector's development	(2) Policy level
goals, in the Medium-Term Philippine Development Plan	• The direction taken in the policy described on the left was further
(1993–1998), it is clearly stated that "promotion of investment	emphasized in the Medium-Term Philippine Development Plan
in the marine transportation business (i) promotes movement of	(1999–2004), and regarding the development of the transportation sector,
people and distribution of commodities between regions, cities	the plan states: "The government will ensure that the private sector will
and localities; and (ii) improves the efficiency and safety of the	
and localities, and (ii) improves the efficiency and safety of the	provide a number of options regarding passenger and cargo transport that

transport service as a way of coping with the population	
increase and responding to changing market demands."	moreover, provide services to support the government's efforts to reach its
	social and economic goals."
	• Furthermore, in the current Medium-Term Philippine Development Plan
	(2004–2010), development of SRNH utilizing Ro-Ro vessels is given top
	priority in the infrastructure field.
	• Hence the importance of marine transportation sector development is
	clearly stated in a series of Medium-Term Philippine Development Plans
	spanning over three consecutive terms, and the strategy and plan for
	realizing it are clearly stated. Consequently, on the policy level, the
	project is highly relevant.
(3) Planning level	
• Phase I of the project was implemented with a view to	(3) Planning level
updating, repairing and improving vessels and developing	• This project was implemented after the completion of the Domestic
cargo handling capacity in ports and harbors. As a result, many	Shipping Modernization Program (I). It assumed the role of supporting
improvements were made: (a) Decrepit vessels were updated;	the promotion of efforts directed toward vessels for domestic shipping (in
(b) technical guidance was provided by consultants on the	particular Ro-Ro vessels), shipyards and ports and harbors (including
premise that a designated classification of vessels would be	cargo handling and terminal facilities) as well as education and training.
acquired, resulting in the elimination of ships that had been	• Due to a number of factors (which will be taken up later in this mid-term
converted without consideration for safety, and in the	review), loans were disbursed at a slower pace than was envisioned at the
heightened awareness of the importance of observing safety	time of the ex-ante evaluation. The delay however, was not caused by any
standards for the entire domestic shipping sector; (c) most of	decline in the need for capital to finance the modernization of domestic
the newly built vessels were built at Philippine shipyards (45	shipping. The overwhelming shortage of funds indicated at the time of the
out of 46), which helped rejuvenate Philippines' declining	ex-ante evaluation has remained unchanged.
shipbuilding industry; and (d) fast, safe and comfortable marine	• After the ex-ante evaluation of 1998, JICA implemented two studies one
transportation services have been launched on sailing routes	after another: "Study on the Master Plan for Strategic Development of a
that received financing under this project; thereby significantly	National Network of Ports and Harbors" (2002-2005) and "Study on
changing the image of domestic shipping in the Philippines.	Domestic Shipping Promotion Plan" (2004–2005). ¹ Both studies

 $^{^{1}}$ In the first study, a total of 54 ports and harbors (Ro-Ro ports and harbors for mobility enhancement) is designated as marine transportation bases that support local communities, and an initial five-year development plan is stipulated for completion in 2009 as a development plan for constructing 28 of the 54 ports and harbors that need to be built as early as possible. In the second study, a domestic shipping promotion plan is formulated for completion by 2015, in which are contained the following four proposals: (i) strategies on the policy and institutional fronts (review of regulations and incentives for improving marine transportation business); (ii) development of a domestic shipping system (introduction of cold chains, etc.); (iii) promotion of the modernization of marine business (improvement of shipbuilding

	• From the perspective of fund demand, phase I of the project	demonstrate the importance of and the need for domestic shipping
	met a certain degree of demand. However, the fund demand for	infrastructure development, as well as the fact that the Philippine
	development of domestic shipping infrastructure remains	government continues to designate development of the domestic shipping
	urgent (In phase I, more than 90% of sub loans were approved	infrastructure as a high priority area.
	within two years after the project's launch, and the amount of	• DBP, the project's executing agency, has been implementing the
	demand for vessel updating funds estimated by DBP was	Sustainable Logistics Development Program (SLDP), which is derived
	around 200 billion yen at the time of appraisal). Consequently,	from the project's consulting services, since 2002, and it has disbursed a
	the project was faced with an overwhelming fund supply	total of 12 billion pesos for 212 subprojects (in addition to domestic
	shortage.	shipping, these subprojects focus on facilities that contribute to the
	• Furthermore, private financial institutions (PFIs) were beset	promotion of the overall distribution of goods including grain processing
	with a number of problems: (i) PFIs do not have sufficient	facilities, RO-RO ports, and physical distributions bases). This is also
	medium- to long-term funds to meet the fund demands; (ii)	believed to be proof that the need to modernize the domestic shipping
	PFIs have little experience extending loans to vessels and the	sector remains unchanged.
	like, and so have not accumulated knowhow in such areas as	• A certain degree of success was achieved in transferring skills to PFIs,
	screening and supporting end users; (iii) the situation loomed in	and under the guidance of DBP and the consultants, the expertise for
	the aftermath of the Asian credit crisis of 1997 when interest	screening and supporting the end users is being transferred without fail.
	rates remained high.	However, from the perspective of the scale of fund demand and credit
	• Thus, public financial institutions were strongly urged to	risk, at this point in time, it is difficult for PFIs alone to meet the needs of
	continue providing technical assistance to end users and	the domestic shipping sector. Thus, there is a strong need for public
	transferring skills and knowhow to PFIs while meeting the	financial institutions, including DBP, to continue to assume the leading
	demand for medium- to long-term funds by implementing	roles in this matter.
	Phase II of the project after Phase I.	• For the foregoing reasons, on the planning level, the relevance of the
		project is judged to have remained consistently high from the time of the
		ex-ante evaluation to the present.
Effectiveness (Impact)	(1) Operation and effect indicators	(1) Operation and effect indicators
	(i) Quantitative effects	(i) Quantitative effects
	None	Breakdown by use for which sub loan funds were injected
		(Amount unit: million pesos)

capacity, modernization of marine transport management); and (iv) enhancement of maritime financing (revision of a public maritime financing scheme based on the review of the Domestic Shipping Modernization Program (I) and (II). Moreover, regarding the initial five-year development plan related to the 28 Ro-Ro ports and harbors, JICA is currently conducting an F/S titled "Feasibility Study on RRTS Development for Improving the Maneuverability of the Philippines". This study is scheduled to be completed in November 2007.

	Use	No. of cases	Amount	Percentage of the amount
	Vessels and facilities (new construction)	6	578	6.96%
	Vessels and facilities (expansion)	40	7,721	93.04%
	Vessels and facilities (updating)	0	0	-
	Total	46	8,299	100%
 (ii) Qualitative effects Modernization and expansion of the marine transportation industry Modernization and expansion of the shipbuilding industry Expansion of physical distribution through port and harbor development Enhancement of maritime education Nurturing PFIs that participate in maritime financing 	 (ii) Qualitative effects Modernization and expansion of the main this project, funds totaling 3,692.58 modernize vessels in a total of 21 cases. I domestic shipping companies authorized to (MARINA) increased (1999: 327 → 2002 maritime passenger transportation volume 1999 to 2003 (1998: approx. 28 million → Modernization and expansion of the shunder this project, one shipyard received a From 1999 to 2003, the number of shincreased slightly (1999: 100 → 2003: shipyards increased from 73 in 1999 to 84 if Expansion of physical distribution thro In this project, funds totaling 4,064.84 millithe development of port and harbor facilities maritime cargo volume increased slightly (1998 to 2003 (1998: approx. 44 million tons). Enhancement of maritime education 	million From 199 by the Ma 2: 560). A increased 2003: app ipbuilding issistance hipyards a 106). The n 2003. ugh port a ion pesos ies in a to during the	pesos wer 9 to 2002, ritime Indu additionally on average rox. 33 mill g industry totaling 70 authorized e number of were provi tal of 14 ca project per	e invested to the number of stry Authority , the domestic by 3.0% from lion). million pesos. by MARINA of small-scale levelopment ded to support ises. Domestic riod, i.e., from

		Funds totaling 193.63 million pesos were provided for maritime training schools in 8 cases.
		• Nurturing PFIs that participate in maritime financing In this project, there were altogether 19 cases of sub loans that were advanced through PFIs. DBP and consultants hired with ODA loans have provided PFIs with technical assistance for financing shipping vessels. From the perspective of nurturing PFIs, this project can be judged to have achieved a certain degree of success.
		• Creation of a financial scheme related to marine transportation In order to promote the shift from collateral-centered financing to financing centered on the leasing of vessels that does not require any collateral, in March 2005, DBP planned and supported the establishment of the Maritime Equity Corporation (MEC) under the National Development Company (NDC).
	(2) Factors which may influence the effectiveness and impact	 (2) Factors which may influence the effectiveness and impact Given that the disbursement under this project was completed in January 2007, at this point in time, the project's effectiveness and impact are still in the process of being manifested. Given that repayment for the sub loans will continue going forward, with regard to manifestation of the project's effectiveness on the subproject level by the end users, it is important that DBP monitor retail financing and each PFI monitor wholesale financing, including the repayment situation and the financial standing of end users.
	(3) Factors which may influence the sustainability	(3) Factors which may influence the sustainabilityThere are no problems related to the management of the revolving funds
Information for		and the percentage of delinquency in the repayment of the sub loans.

reference

Efficiency	(1)	Outputs		(1) Output	S			
		Items	Amount (million yen)			Items		Amount (million y	en)
		(i) Sub loan	19,532			(i) Sub loan]	8,973
		(ii) Consulting services	458			(ii) Consulting se	ervices		410
		Total	19,990			Total]	9,383
		Regarding sub loans, the pro-	ject set neither numerical goals nor			Sub loans:	actual loan	s advanced by sector	
		goals for loan allocation by s	sector, etc.		Tar	geted sector	No. of sub loans	Loan amount (million pesos)	Percentage of loan amount
					Tankers		8	1,387.75	16.72%
					Cargo sl	nips in general	3	256.38	3.09%
					Cargo-p	assenger ships	8	1,998.45	24.08%
					Passeng	er ferries	1	3.00	0.04%
					Pilot ves	ssels	1	47.00	0.57%
						(vessel subtotal)	21	3,692.58	44.50%
					Port and	harbor facilities	14	4,064.84	48.98%
					Maritim schools	e training	8	193.63	2.33%
					Cold cha	ain facilities	3	278.00	3.35%
					Shipyar	ds	1	70.00	0.84%
						(Total)	47 (Note)	8,299.05	100.00%
				N	Note: Alth	ough the total nur	mber of bor	rowers was 46, since	there was one
				c	ompany	that received tw	vo sub loa	ns, in terms of th	ne number of
				S	ubproject	s, there were 47 c	ases.		
						Sub loans: bre	akdown by	scale of end users' as	sets
					Amoun	t of assets of borro	owers ¹ N	o. of Loan amour	t Percentage

	sub	(million	of loan
	loans	pesos)	amount
ge-scale (over 100 mill	llion 28	7,956	95.86%
os)			
lium-scale (over 15 mi	nillion 17	334	4.03%
less than 100 million p	pesos)		
all-scale (less than 15 r	million 1	9	0.11%
os)			
	46	8,299	100.00%
	I		
Sub loans: Br	reakdown by scale	e of amount of loa	1
	No. of		Percentage
Amount of sub loan		(million	of loan
Amount of sub loan	loans	pesos)	amount
cale (over 60 milli		7,680	92.55%
		7,000	12.3370
n-scale (over 15 mi	nillion 15	551	6.63%
ess than 60 million pe		551	0.05%
		68	0.820/
cale (less than 15 r	million 10	08	0.82%
			100.000/
	46	8,299	100.00%
Sub Ioan: B	Breakdown by leng	gth of loan period	
	No. of		Percentage
Sub loan period	sub	(million	of loan
	loans	pesos)	amount
g-term (over 3 and less	ss than 44	8,286	99.84%
rs)			
rs) m-term (over 1 year	r and 2	13	0.16%

	Short-term (less than 1 year)	0	-	_
	Total	46	8,299	100.00%
	• From the foregoing data, it can	be seen that	t more than 90	% of the total
	amount of sub loans went to b	oig clients. C	On this point, c	riticisms have
	been voiced by MARINA a	and ship-ow	ners' associati	ons, and the
	Department of Transportation a	and Commun	ications (DOT	C) is aware of
	the need in the future to	examine the	e criticism that	at small and
	medium-sized companies find it	difficult to r	eceive DBP fina	ancing.
	• In terms of loan amounts, more	than 99% of	the loans are lo	ong-term loans
	over 3 years, and so the pr	roject is pla	aying an impo	ortant role as
	institutional financing in comp	ensating for	the shortage of	of medium- to
	long-term funds available in the	market.		
(2) Project period	(2) Project period			
September 1998 – May 2003 (57 months)	September 1998 – January 2007 (10	1 months)		
	Factors responsible for the extension	of the loan	expiry date and	the comments
	(at this point in time) of the evaluation	ng team		
	• The loan disbursement did not a	dvance at the	e same pace as v	was planned at
	the time of ex-ante evaluation, s	so the loan ex	xpiry date had to	o be extended.
	The reason is as follows: Accor	npanying the	e depreciation o	f the peso, the
	cost of purchasing vessels abroa	ad with dome	estic currency r	ose so sharply
	that it became impossible to	procure used	d vessels withi	n budget and
	pursuant to the age and cla	ass regulation	ons. Conseque	ntly, shipping
	companies began to postpone	vessel purch	ases. In additio	on, even when
	shipping companies applied to	purchase v	vessels, ships t	hat met DBP

stipulations (consistent with international classification of vessels) could not be found in the used ship market.

- Since the strict mortgage collateral requirement imposed by DBP had already been incorporated into the project at the time of appraisal, from the perspective of managing a commercial bank, it was a necessary step to take. Furthermore, in light of the fact that DBP itself is a universal bank that, according to the General Banking Law, is subject to strict control and supervision by the central bank, the view that the loan terms should be relaxed and loans should be extended even to small and medium-sized companies that are not creditworthy is not necessarily sound.
- On the other hand, to extend assistance to Philippines' small and medium-sized shipping carriers that need long-term financing at preferred interest rates is the responsibility of DBP as the country's policy finance institution. The "responsibility of a bank to ensure sound banking" and the "responsibility of a government financial institution to provide support for projects that are not very profitable or for small and medium-sized companies that are not creditworthy" are mutually exclusive. Thus, the thrust of this project is to strike a balance between these two approaches.
- From this perspective, it is clear that not enough consideration was given at the time of the ex-ante evaluation to determine how small and medium-sized shipping carriers that in themselves are not bankable could be supplied with funds, or how might they be helped in ways other than by supplying them funds. From around 2002, DBP began adopting a policy of attaching importance to cash flow that did not require mortgage collateral, and hammered out measures such as supporting NDC-MEC, which were established in 2005. However, the loan expiry date came before these measures could take effect, forcing DBP to rely on advancing

	
	big loans.
	• When it was determined that the requirement to acquire international
	classification was inhibiting the promotion of disbursement, DBP urged
	the Philippines' classification association to have Norway's Det Norske
	Veeritas (DNV) adopt special measures for Philippine shipping carriers.
	This action taken by the executing agency is highly evaluated.
	• It is also acknowledged that it was inevitable that the loan expiry date
	should be delayed by other external factors including currency exchange,
	trends in the used ship market, etc.
	• The criticism that the loans were advanced so disproportionately to
	large-scale companies that small and medium-sized companies were left
	without financing runs deep especially in MARINA and among ship
	owners' associations. This point needs to be studied in the next program
	and other policy tools including causal analysis and the need for
	measures.
	• DOTC has expressed misgivings concerning this point, and takes the
	stance that what support should be provided for the modernization of
	domestic shipping by small and medium-sized companies is a question
	that should be addressed in the future (although DOTC gives positive
	evaluation to the role the Domestic Shipping Modernization Program has
Lessons learned and	played in meeting the modernization needs of domestic shipping). (1) Lessons learned
recommendations	 There are strong doubts whether the Policy Board (participated by DOTC and MARINA, which are relevant organizations outside the program),
	which was envisaged at the time of appraisal, adequately demonstrated its abilities in coming up with and deliberating on solutions in the face of
	such troubles as delays in disbursement and non-deliverance of funds to small and medium-sized companies. This is believed to be the remote
	cause of the criticisms lodged by MARINA and ship-owners' associations. In projects that incorporate a government-wide implementation
	structure, special attention should be paid to make sure that such implementation structure functions smoothly under close communication.
	(2) Recommendations
	• The need for modernization of domestic shipping and the demand for funds are expected to expand in the future. Thus, it is important to further

	consider putting in place a new support scheme that does not rely solely on loans but involves active participation of NDC-MEC and the like.					
Indicators set for use at	dicators set for use at the time of the ex-post evaluation					
the time of the ex-post	None					
evaluation						

¹ Definition of small and medium enterprises: At the time this project was launched, in the Philippines, small and medium enterprises were defined thus: (i) micro enterprises: those with assets of less than 1.5 million pesos; (ii) small enterprises: those with assets of more than 1.5 million pesos and less than 15 million pesos; (iii) medium enterprises: those with assets of more than 15 million pesos and less than 10 million pesos; (iii) medium enterprises: those with assets of more than 15 million pesos and less than 10 million pesos; (iii) medium enterprises: those with assets of less than 3 million pesos; (iii) medium enterprises: those with assets of less than 3 million pesos; (iii) medium enterprises: those with assets of less than 3 million pesos; (i) micro enterprises: those with assets of less than 3 million pesos; (ii) micro enterprises: those with assets of less than 3 million pesos; (iii) medium enterprises: those with assets of less than 3 million pesos; (iii) medium enterprises: those with assets of less than 3 million pesos; (iii) medium enterprises: those with assets of less than 3 million pesos; (iii) medium enterprises: those with 10–99 employees; (ii) small enterprises: those with assets of more than 15 million pesos, or those with 100–199 employees. However, since the number of employees was included in the ILO's definition, basically, the foregoing breakdown of small and medium enterprises is based on total assets of companies excluding land capital.

(EISCP2)

This data was verified by environmental specialists hired as part of the consulting services provided under this project in the process of loan screening and monitoring conducted by DBP and PFIs. Thus, the

data is evaluated to be relevant.

(ISSEP2)

This project aims to provide support mainly to small and medium-sized companies in manufacturing and related industries, but it is also designed to meet the financial needs of companies with total pre-loan

assets of up to 200 million pesos.