Republic of the Philippines

Ex-Post Evaluation of Japanese Technical Cooperation Project
"Local Governance and Rural Empowerment Project for Davao Region"

External Evaluator: Maki Tsumagari, IMG, Inc.

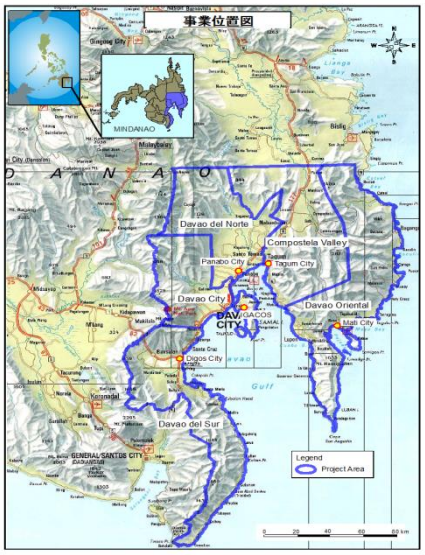
0. Summary

This project raised the capacity of Local Government Units (hereafter, LGUs) in the Davao region to improve the service provision of water supply through human resource development training to those LGU staff tasked with carrying out the relevant work. This initiative is well aligned with development policy and needs in the Philippines, as well as Japan's ODA policy. Thus, the relevance of this project is high.

Prior to the project, the staff had designed facilities based on approximate, rule-of-thumb estimates and empirical rules. These staff learned how to evaluate ground source water quality and calculate potential reserves and changed the method of analysis for designing optimal water supply facilities to one that applied a pipe network calculation formula. Furthermore, the project fostered the capacity of the staff to facilitate community organizing by providing technical assistance on how to establish community organizations that manage the maintenance of small water supply throughout the post-operational stage. Procedures for the water supply service, which were carried out under a framework of cooperation with local residents, based on the experiences above and the scientific measurements, were established in the form of a set of guidelines. By the time it was completed, the project had achieved its Project Purpose and satisfied all its indicators. Since then the small water supply services have been implemented using the improved techniques, and thus the effectiveness/impact of the project is high. Meanwhile, although the project outputs were achieved on schedule, the actual costs exceeded initial project estimates due to the inclusion of an additional Output during the project implementation stage; as a result, the efficiency is fair. The improved water supply services introduced in this project have been established as each LGU having instituted small water supply project implementation procedures, where no financial concerns have been observed. Therefore, sustainability of the effects realized by this project is high.

In light of the above, this project is evaluated to be highly satisfactory.

1. Project Description



Project Location: 4 provincial and 6 city LGUs in the Davao Region

Water level meter demonstration

1.1 Background

With the establishment of the Local Government Code of the Philippines in 1991, decentralization has progressed across multiple sectors, and many LGUs in the country have made efforts to effectively execute the authority and administrative duties that have been delegated to them. The formation of a federation or cluster of neighboring LGUs is also an example of such efforts[1]. The Davao Integrated Development Program (hereafter, DIDP) relates to an LGU cluster that handles common issues and needs. The LGU cluster encompasses four provinces and six cities in the Davao region and is one of the consortiums formed by neighboring LGUs. The authority and obligations delegated to the LGUs under the Local Government Code included the provision of various basic services to the community. Among these was the provision of water, which could either be led by the LGU setting up water projects of all levels[2] and sizes or via the coordination of other agencies involved. Specifically, the LGUs are responsible for the supervision of water supply services deemed to be profitable to the water utilities, run by the Water Districts (hereafter, WD), typically in cities where population density is high; they assume more direct responsibilities by installing new systems and supporting community organizations

[1] In connection with the subsequent change in the administration division that took place during the project period, the following 10 LGUs became LGREP participating LGUs: Davao Oriental Province, Compostela Valley Province, Davao del Norte Province, Daval del Sur Province, Mati City, Tagum City, Panabo City, Davao City, IGACOS (Island Garden City of Samal), and Digos City.

[2] Level 1 refers to water supplied through point source by hand pumps; Level 2 to water supplied using storage pump delivered to communal faucet; and Level 3 refers to water delivered to the faucets at individual households.

on maintenance of the installed water supply system, where remoteness and limited payment capacity of the local residents make provision of water supply services as independent utility operations difficult.

Before the start of the project, 58% of the total population in the DIDP region (including Davao city) were supplied with water that relied on the less refined Level 1 and Level 2 systems; moreover, 40% of the region's population was not guaranteed access to safe water. Each LGU established departments that are engaged in water supply services to meet demand from local residents for the drilling of wells. However, inadequate technology and equipment meant that data was not measured scientifically; consequently, drilling was carried out on the basis of past experience. Further, there was a lack of awareness regarding guidance and how to organize the community to maintain the water taps. As a result, many residents still did not have access to safe water after water supply facilities were transferred to the community organizations, as a large number of water supply projects failed to be maintained or supported.

Of all the basic services delegated to LGUs, the issue of "water supply" was a common requirement of the LGUs and local residents and, against this background, the Government of the Philippines asked Japan to carry out this project for the purpose of developing administrative capacity of LGUs in the Davao region and enhancing local communities via improvements in water supply services.

1.2 Project Outline

Overall Goal		The Local Government Unit (LGUs) that participated in the project deliver the improved water supply service in line with the guideline that was developed by the project.
Project Purpose		The capacity of LGUs for delivering water supply services is improved.
Output(s)	Output 1	Present situation of small water supply is analyzed.
	Output 2	Human resources for groundwater development are developed.
	Output 3	Human resources for facilitating community organizations to maintain small water supply facilities are developed.
	Output 4	Human resources for small water supply are developed.
	Output 5	The improved procedure of delivering the water supply services is compiled in a form of guideline.
Inputs		Japanese Side: 1. Experts 6 for Short-Term (Chief Advisor, Deputy Chief

	Advisor/Small Water Supply Planning, Hydrogeology, Community Development/Local Governance, GIS/WEB, Coordinator/Water Supply Facilities) (45.89MM in total) 2. Equipment 17.4 million yen 3. Local Cost 152 million yen Philippines Side: 1. 104 counterpart personnel 2. Local Cost 3.5 million Philippine Pesos 3. Facilities project office, utilities
Total cost	280 million yen
Period of Cooperation	August, 2007 - July, 2010
Implementing Agency	Davao Integrated Development Program (DIDP)
Cooperation Agency in Japan	None
Related Projects	"Capacity Enhancement Program of Metropolitan Iloilo-Guimaras Development Council (MIDC) and Banate Bay Resource Management Council Inc." (2007 – 2010, Technical Cooperation) "The Project for Enhancement of Local Governance and Community Empowerment in Micro-Watersheds in Misamis Oriental" (2009-2011, Technical Cooperation)

1.3 Outline of the Terminal Evaluation

The following is the summary results of the terminal evaluation conducted in June – July 2010.

1.3.1 Achievement of Project Purpose at the time of the Terminal Evaluation

The technological and management know-how acquired by the counterpart personnel (hereafter, C/P) during the course of the project has been put to practical use in pilot projects. For example, the operation, maintenance and management are better under the Barangay[3] Waterworks and Sanitation Association (hereafter, BWSA)[4] constituted as part of the project's initiatives than those in place under the pre-existing BWSA. In addition, the Guidelines for Small Water Supply Project, which was developed based on

[3] Refers to the smallest administrative division in the Philippines and is the native Filipino term for a village, district or ward.

[4] This is a beneficiary cooperative of resident representatives set up to collect usage fees, manage book-keeping, as well as carry out maintenance tasks. It also acts as a point of contact with the LGU when it makes its monthly accounting report to the LGU officer in charge of community organizations.

the outcomes of this project, were adopted by 7 out of the 10 Chief Executives of LGUs (hereafter, LCEs) participating in DIDP. As a result of these facts, the project was evaluated as having largely achieved its Project Purpose.

1.3.2 Achievement of Overall Goal at the time of the Terminal Evaluation

The project's outcomes need to be properly publicized among the LCEs in the DIDP, as well as in the regional assemblies and lower tier LGUs (at town and barangay level) in order to increase the prospect of achieving the Overall Goal. However, the likelihood of achieving the Overall Goal had been assessed as fair, since the decision to implement LGU guidelines for small water supply projects was left to the regional assemblies and the LCEs, and the nature of instructions given to their staff accordingly.

1.3.3 Recommendations at the time of Terminal Evaluation

Recommendations made by the terminal evaluation	Measures taken
（1） By the end of the Project	
There are potential wells which were identified in the selection process of pilot projects. Its ownership should be clarified and transfer should be properly done by the end of the project.	The transfer process of the two production wells was completed to the respective jurisdiction LGUs (Mati City and Davao Oriental Province) who agreed on the responsibility for overseeing operation and maintenance as per agreement between DIDP-PMO and the respective LGUs (July 2010).
In order to increase the prospect of achieving the overall goal and super goal[5], it is important that the content of the project prepared guidelines "Guidelines for Small Water Supply Project" is widely disseminated to DIDP member LGUs as well as referred in implementation of activities. In the remaining period of the project, it is desirable that DIDP Project Management Office (hereafter, DIDP-PMO [6]) and project team consider the specific measures to address this issue.	Joint seminars were held, with attendance by members from each LGU. The project team subsequently visited each LGU, presented the project outputs and recommendations for the LGUs to the LCE and/or assembly, and discussed on the possibility of application of project outputs after the completion of the project.

[5] "The capacity of Local Government Units for delivering basic public services is improved."
[6] A secretariat established to coordinate DIDP member LGUs (four provinces and six cities) whose office is located in Davao City.

In order to provide high quality small water supply services, it is indispensable to promote collaborative implementation among staffs in charge of groundwater, community organizing, and small water supply (who belong to different departments/units of LGUs). The project established Project Management Unit (PMU) [7] in the respective LGUs, members of which were drawn from the three Groups. It is important for the parties concerned to examine the best way to keep the function of small water supply team, where respective staffs in charge can cooperate after the project completion.	At the final joint seminar, there were discussions on measures to ensure the continuation of PMUs in each LGU after the termination of the project. The DIDP-PMO requested each of the LGU stakeholders to consult on the potential for PMUs to survive as one of the institutions involved in the decision-making process in each respective LGU[8].
(2) After Project completion	
Five BWSAs were established through the pilot projects. Each BWSA has its own strength and weakness, and also have common problems. It is highly recommended to create opportunities where the five BWSAs can convene to share experiences, challenges, solutions to problems. It would be also meaningful for these project induced BWSAs to report to the other, non-project associated BWSA in the region on cooperative regulations, experiences, and learning, for the benefit of the other BWSA to reflect into their operation.	During the course of the project, there was the opportunity to discuss this recommendation, but it was concluded that such opportunity was not covered under the ordinary DIDP budget, and so the meeting did not take place.
Various databases were developed through the project activities. It would be necessary for LGUs and DIDP-PMO to discuss how to maintain, update and utilize them.	The proposal that DIDP-PMO provides a server to which the respective LGU could upload data was discussed. However, as each LGU, as an individual organization, independently

[7] Groundwater Group, Small Water Supply Group, and Community Organizing (for maintenance and operation of the facility) Group.

[8] In October 2013, task forces were set up by government decree in Tagum City to assist in the development of the main sectors, and some of those involved in the project also took part in the task force for the water sector. In addition, in IGACOS and North Davao Province, there were already decrees in force pertaining to the installation of PMU during the course of the project. However, the relocation of PMU members and lack of an independent budget have led to an awareness that government decrees alone are not necessarily sufficient.

	managed its own data including the data developed under this project, so the direction for small water supply related data management after the project completion was left to each LGU to separately handle.

2. Outline of the Evaluation Study

2.1 External Evaluator

Maki Tsumagari, IMG, Inc.

2.2 Duration of Evaluation Study

Duration of the Study: September, 2013 - March, 2014

Duration of the Field Study: November 3 - 20, 2013; February 8 - 18, 2014

2.3 Constraints during the Evaluation Study

In terms of efficiency, a comparison of the planned project costs (i.e. the initial budget) and the actual costs (with the expenses itemized) enables examination of whether the budget has managed to meet the needs of the project and how the respective breakdown of costs had translated into outcomes; moreover, by assessing trends in the actual costs, examination on whether inputs have been consistent with the project's progress can be drawn. In the ex-post evaluation, the evaluator was provided with documentation from the Japan International Cooperation Agency (JICA) as well as the project's expert teams, and examined a breakdown of the gross amounts of the initial budget estimates and the actual costs. However, the acquired data did not allow a comparison between the itemized expenditures, which limited analysis of the project's efficiency.

3. Results of the Evaluation (Overall Rating: A[9])

3.1 Relevance (Rating: ③[10])

3.1.1 Relevance to the Development Plan of the Philippines

The "Medium Term Philippine Development Plan (2004-2010) (MTPDP 2004-2010)," in effect at the project's planning stage, cited administrative reforms as a key policy with the enhancement of government organizations. In particular improving public services was highlighted as one of nation's most important issues. Gloria Arroyo

[9] A: Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory

[10] ③: High, ② Fair, ① Low

(President at the time) called for improvements in basic public services, with the focus mainly on LGU water supply projects, in her "10 Point Agenda" as one of the country's most important challenges in terms of specific strategies to help eradicate poverty. Furthermore, the project's target region, Mindanao Island, suffered from critical poverty issues and was a key development area for the Philippine Government[11]. The MTPDP 2004-2010 was still in effect at the completion of the project, and the project goal of improving administrative capabilities and strengthening local communities via improvements in water supply services was well aligned with the development policies of the Philippines.

3.1.2 Relevance to the Development Needs of the Philippines

As part of the decentralization process, the supply of water to residents was defined as a public service that fell under the responsibility of LGUs. In response, LGUs decided to build, operate, and manage water supply facilities in collaboration with community organizations such as the BWSA, and developing the capabilities to address these matters had become a pressing issue for LGUs. When this project was planned, LGU personnel in charge of small water supply did not have the technology to drill wells using scientifically calculated data; rather, drilling was conducted on the basis of past experience. Moreover, there was a lack of knowhow regarding organizing and operating community organizations for operation, maintenance, and management of water supply facilities. Upon completion of the project, it was also recognized that highly accurate drilling by LGU staff and support for community organizations were indispensable activities in order to provide water supply services in the region.

3.1.3 Relevance to Japan's ODA Policy

Since 2000, the socio-economic development of the Mindanao region, a particularly challenged region of the country, has become a priority area of Japan's ODA to the Philippines, based on the "Support Package for Peace and Stability in Mindanao." The project is well aligned with this area in the sense that it supports the region by developing the capacity of the civil servants responsible for promoting decentralization.

This project has been highly relevant to the Philippines' development plan, development needs, as well as Japan's ODA policy. Therefore, its relevance is high.

[11] "Local Governance and Rural Empowerment Project for Davao Region Ex-Ante Evaluation Report."

3.2 Effectiveness and Impact[12] (Rating: ③)

3.2.1 Effectiveness

3.2.1.1 Project Output

The following 5 Outputs were determined as necessary outputs to achieve Project Objective.

1) Output 1

Output 1 was "present situation of small water supply is analyzed." The indicator for measuring the achievement of Output 1 was that "data of more than 360 Level 1 & Level 2 systems are consolidated in a Database."

By the completion of the project, more than 1,000 pieces of information on water supply facilities had been consolidated in a database; these included data on barangays, water facilities, water sources, as well as Geographic Information Systems (hereafter, GIS). Groundwork on the specific issues related to the self-induced update, operation, maintenance, and management of the database by C/Ps had not been sufficiently well-laid by the time the project was completed. The reason for this was that data collection was the task of the project local consultants rather than the C/Ps, and the C/Ps' opportunity to conduct this type of work was limited to the workshops where compilation of questionnaires and collection methods for various types of data were covered. Meanwhile, the aims established by the project had been met by the time it was completed, with LGU staff able to assess the current state of affairs to allow them to provide more effective public services by gathering and making use of the data needed to perform daily operations. The ex-post evaluation survey[13] showed that, when beneficiaries of the project were asked to cite the database most relevant to their own line of work and were questioned on the degree to which they referred to such database at the time of ex-post evaluation, 95% (61 persons) of respondents replied that they used the databases in some form or another (see Table 1). This reflects the C/Ps' value placed on the database which enable them to carry out the water supply services with high accuracy based on a more scientific data, which was not the practice of C/Ps prior to the project. It is also a reflection of the fact that the achievement of Output 1 laid out a foundation for C/P to further pursue project activities.

[12] Sub-rating for Effectiveness is to be put with consideration of Impact.

[13] The survey had responses from 78 of the project's direct beneficiaries, who included the C/Ps of LGUs in the DIDP who benefited from the capacity development training, as well as officers at lower tier local government bodies at town-level, with responsibility for implementing pilot projects. Although questionnaires had been previously distributed, when the ex-post evaluator visited individual LGUs with the local consultant, only very few of them had been completed. Consequently, the evaluator used the focus group discussion time for the beneficiaries to fill in the answers, using a method whereby each question was explained in English (or in the local language Cebuano as necessary) and each person was asked to fill in their replies on the spot.

Table 1 C/P referring to Project prepared Database

Type of Database	Barangay Information	Water Supply Facilities Information	Water Source Information	Community Organizing Related Information	Davao Region Statistics	Sub-Total
Number of C/P confirming it was the most relevant database	19	13	17	11	4	64
Out of which number of C/P not using the said database at all	1	1	1	0	0	3

Source: Ex-post evaluation survey

As described above, Output 1 had been achieved at the completion of the project.

2) Output 2

Output 2 was "human resources for groundwater development are developed," and the indicators for measuring the achievement of Output 2 were that "participation rate to the training among the C/P of the Groundwater Group exceeds 80%" and "more than 70% of training participants are able to handle the electric prospecting device to obtain the accurate data."

Prior to the project, the drilling locations for small water supply facilities installed by LGUs were decided on the basis of previous experience, with no precise examination of groundwater based on its evaluation or potential. In response to this, this project aimed to equip LGUs with the technical capabilities to enable a sustainable supply of safe water; bearing this in mind, this output was introduced to ensure the comprehensive training of staff to become capable of conducting searches for groundwater to allow the calculation of water reserves. The output targets were exceeded with an 83% attendance rate at the relevant training courses held during the course of the project and 80% of the participants having learned how to handle a resistivity meter. This was the first time that staff who had been engaged in small water supply projects in the LGUs were involved in selecting a project site using resistivity meters and scientific analysis. Time and time again, in the ex-post evaluation survey, LGU officials have mentioned how the ability to drill water wells with far greater precision has brought about a groundbreaking advance for the LGUs, an ability attributable to the knowledge and skills learned by the staff in the Groundwater Group during the project (such as utilizing hydro-geological maps,

evaluating groundwater potential of the prospective site, determining whether reserves are sufficient to meet demand, and drilling on these basis).

For the Output 1 related groundwater prospecting conducted under the guidance of experts as on-the-job-training (hereafter, OJT), C/Ps are now able to electronically search for water and suggest locations and depths for the drilling of pilot project wells, even without the Japanese experts; in addition, the practice of trying to blindly develop groundwater resources without measured data has disappeared among the former C/Ps. This means that this Output was achieved by the completion of the project.

3) Output 3

Output 3 was "human resources for facilitating community organizations to maintain small water supply facilities are developed," and the indicators for measuring the achievement of Output 3 were that "participation rate to the training among the C/P of the Community Organizing Groups exceeds 80%" and "more than 70% of training participants are able to facilitate the formulation of Plan of Operation by BWSA for operation and maintenance." The capacity to organize a community that was asked of C/Ps was incorporated as part of the project's OJT and included a series of technical matters ranging from the establishment of the BWSA to its operation, maintenance, management, and accounting operations after establishment.

The rate of participation in training (80.8%) exceeded project indicator. In addition, the C/Ps from the LGU in Davao City and Island Garden City of Samal (hereafter, IGACOS) (the first cities that implemented pilot projects during the course of the project) used their course materials to help implement pilot projects in other LGUs. Exemplified by the effect of real practice oriented OJT approach to the guidance toward BWSA establishment as such, this Output was achieved by the time of the project's completion. The C/Ps in charge of the LGU side, who were in the position of directly supporting BWSA community initiatives, were asked the significance and value of this Output in the ex-post evaluation survey of beneficiaries. Half of all Community Organizing Group C/Ps (18 of 36 valid responses) reported that prior to the project they had had no training or hands-on experience on community support and that the training received in the project was their first training on activities to organize the community. The project introduced simple accounting and methods for facilitating establishment and operation of BWSA. C/Ps practiced them through OJT in organizing BWSA and developed trusting relationship with the communities. The interviews conducted at the time of ex-post evaluation confirmed that the experience of the project's OJT was extremely beneficial for the Community Organizing Group C/P to collaborate with local residents (the beneficiary of the public services).

According to the interviews held with BWSA executives who were involved in the post-project operation, maintenance, and management of the small water supply facilities established as pilot projects, the LGU officers in charge of community organizing guided them with preparation for establishing BWSA, action plan formulation, training on techniques required for operation, maintenance, and management, as well as book-keeping. Furthermore, up to the time of the ex-post evaluation, these officers have continued the practice of regular monitoring for early alert and response to the problems, the BWSA executives also noted.

4) Output 4

Output 4 was "human resources for small water supply are developed," and the indicator for measuring the achievement of Output 4 was that "more than 60% of training participants are able to utilize the formats of hydraulic calculation introduced by the project for designing the small water facilities." Because LGUs had had engineers in charge of work related to the installation of small water supply facilities, initially, the project did not assume inclusion of those engineers in the project's capacity development initiatives. After the start of the project, the technical standards of these C/Ps were re-examined. It was then decided that it would be reasonable to set additional technical requirements in the form of an Output. This was a judgment made in order to fully attain the Project Purpose, and was thus an appropriate one.[14] Through ordering construction work for the pilot projects and managing its process, both of which are activities under this Output, various knowledge was gained such as that on the problems that occur during construction, on process control, and on how to negotiate a balance between the opinions of landowners and those of stakeholders.

The engineers then participated in OJT with BWSA executives on the operation, maintenance, and management of the facilities (repairs and operation of the sterilization equipment etc.). This not only fostered their capacity to operate, maintain, and manage the facilities but also enhanced their capacity to offer guidance to BWSA that manage small water supply facilities in other part of the province.

This Output and its indicators were set after the project had confirmed the baseline of these C/Ps' technical capacity. The idea of designing water supply facilities on the basis of figures obtained in a "pipe network calculation" was an idea that had not existed in LGUs before the project when such facilities were designed on rough estimates and previous experience. Thus, the pipe network calculation was an indispensable technical

[14] The idea of introducing a full-time civil engineer for the project in each LGU was discussed during the ex-ante evaluation phase. However, this approach ran contrary to the concept of "enhancing pre-existing local administrative capacity," which was an aim of the project. As a result, the project was started with the incumbent staff employed in the relevant tasks at the LGU.

element to improve the supply capacity of water services. This technique is separate from that for the development of groundwater incorporated in Output 2. It is a specialized technique that requires separate instruction and is thus addressed as a separate Output. This output was introduced after the Mid-term review, and as it needed to be achieved in a limited time period, focus was placed on the mastery of previously unlearned area for the C/P with even work experiences in small water supply projects. The acquisition of pipe network calculation skill was thus set as the target indicator for Output 4, which was achieved with "additional knowledge/skills."

1) Output 5

Output 5 was "The improved procedure of delivering the small water supply services is compiled in a form of guideline," and the indicator for measuring the achievement of Output 5 was that "a guideline on the small water supply is formulated, reflecting the experiences and learning from the pilot projects."

By the time of the terminal evaluation, the "Guidelines for Small Water Supply Projects" had been completed. These guidelines split projects into three phases and recorded the procedures used in each phase; namely, (i) the planning phase of a small water supply project (holding meetings with stakeholders; determination of the various data that needs to be collected for groundwater development/design and the methods to be used in data collection, etc.); (ii) the implementation phase of the project (construction management; training on supporting the establishment of the BWSA, etc.); and (iii) the post-implementation phase (data management, networking with affiliated agencies, monitoring and evaluation, etc.). The contents also incorporated the lessons learned from the project activities by C/Ps through their involvement in the project; they provide suggestions for improvements and ways to address any problems that may arise in the future operation of small water supply facilities. Before completion of the project, the guidelines had been put into print and distributed to all the LGUs in the project; the signatures of the LCEs of 9 out of the 10 LGUs involved in the DIDP were obtained authorizing the adoption of the guidelines (the only signature not obtained in time for the project's completion was that of the LCE of Davao City who was absent from his post; however, his signature was later obtained as expected). In the ex-post evaluation survey, of the 51 C/Ps involved in the compilation of the draft guidelines, 50 said that they had received the completed guidelines while the project was in progress. Thus, the guidelines, which were expected to be a guide on the provision of improved small water supply services even after the project's completion, had been compiled on the basis of a series of lessons learned during the process of generating Outputs 1-4, and by the end of the project, Output 5 had been achieved.

3.2.1.2 Achievement of Project Purpose

The Project Purpose was that "the capacity of LGUs[15] for delivering water supply services is improved," and two indicators were set to measure the achievement. The following is an assessment of the achievement of the Project Purpose based on these indicators.

1) Indicator 1

"More than 70% of C/Ps become competent to apply the knowledge and skills obtained through their participation to the project" was Indicator 1. In a questionnaire distributed at the time of the terminal evaluation, 90.4% of C/Ps answered that they had gained the ability to apply the knowledge and skills learned during the project in practice. In addition, in the ex-post evaluation survey of beneficiaries, 92% of the 70 C/Ps who responded said that they felt the experience they had gained through the project training had sufficiently met the requirements for executing their duties right up to the time of ex-post evaluation. Thus, Indicator 1 was achieved by the time of the project's completion.

2) Indicator 2

Indicator 2 was "Local Chief Executives (LCEs) in more than five (5) LGUs officially approve the guideline with their signatures." All the LCEs of DIDP member LGUs, except Davao City LCE whose absence from the office delayed the process, signed to officially approve the guidelines by the completion of the project. Thus Indicator 2 was achieved.

Developing "supply capacity" in the Project Purpose refers to the improvement in the "technical capacity" of LGU staff, which was pursued through improvement in the small water supply project by LGUs. All the Outputs were achieved surpassing the levels set by the indicators to measure the achievement of the technical aspects of the Project Purpose. The project has established a system that allows the small water supply project initiatives of LGU staff to be implemented using improved methods, and has laid a foundation for impacts to emerge; as a result, the Project Purpose was achieved.

From the feedback obtained from C/Ps during ex-post evaluation interviews with DIDP-PMO, as well as from its survey, it was confirmed that the project had introduced improvements in the technical dimension of supply capacity of civil servants involved in small water supply projects in the regions targeted by the project. However, the degree to

[15] Refers to 10 LGUs belonging to DIDP.

which these improved techniques are put to use for new water supply projects depend on the priority by each LGU on the sector including budget allocation to it. Consequently, whether increased supply capacity leads to actual growth in supply quantities require separate measures for evaluation.

3.2.2 Impact

3.2.2.1 Achievement of Overall Goal

The Overall Goal which should be achieved in three to five years after the project completion was that "The LGUs that participated in the project deliver the improved water supply service in line with the guideline that was developed by the project." The indicator set to measure the achievement of the Overall Goal was that "at least one (1) water small supply project is implemented following the guideline in each of the LGUs where the guideline has officially been endorsed."

With the exception of the LCE of Davao City, who was absent from his post and signed late, all the other LCEs (9 in total) of the DIDP member LGUs signed to endorse the guidelines compiled during the project before the project was completed. The ex-post evaluation has also confirmed that since the project completion, all the LGUs have implemented water supply projects in line with the project developed guidelines, based on scientific measurements and under collaborative schemes with the local community. In the ex-post evaluation survey carried out amongst C/Ps who had participated in the capacity development training or pilot projects (78 valid responses), 70% (55 C/Ps) said that not only did they personally carry out their duties related to small water supply projects in line with the guidelines, did they also recommend to any colleague or subordinate who had not had the chance to benefit from OJT to refer to the guidelines when they offer technical guidance or share data. As a result, by using the methods introduced during the project, even those who were not involved in the project were able to offer services with a greater degree of precision than they would prior to the project. For example, in Panabo City, which replied that the guidelines were put to frequent use, 20 of the 40 barangays in the city referred to the guidelines when enacting water management ordinances. Furthermore, when DIDP member LGUs are carrying out technical transfers to lower tier LGUs, they used the guidelines compiled by the project as training materials with the project's C/Ps serving as instructors with the guidelines as their textbooks.

Written replies from all the LGUs confirmed that they had implemented small water supply projects, with a total of 302 such projects in the 10 LGUs. In addition, outside those counted as their own projects, DIDP member LGUs provide technical support on water supply projects (such as exploration of groundwater; water quality examination;

book-keeping training to the BWSA) which are budgeted and executed by lower tier LGUs at the town level. They result in the frequent, proactive implementation of community activities as an application of the capacity development activities conducted in the project. It is worth noting that some Water Districts[16] have absorbed the BWSA in order to supply local communities with more convenient water supply projects,[17] providing illustrative application of enhanced capacity developed through the project activities.

As described above, under the coordination of DIDP-PMO, all the participating LGUs have independently mastered the project improved methods and mechanisms[18] which proceeded under the guidelines, with each of them implementing one, or more, small water supply projects; as a result the overall goal has been achieved.

3.2.2.2 Other Impacts

The techniques and know-how on organizing the local community learned in the project have been applied to help strengthen sectors other than small water supply (e.g. fishermen's unions; cooperative unions; health related initiatives, etc.). In particular, there is high demand from the barangays for technical training in simple book-keeping methods. In addition, when the Sarangani Province was planning the construction of a hospital in Sarangani Municipality lying adjacent to the project's target region Davao, a request was placed to make use of the groundwater exploration techniques for resistivity survey on the planned site. This example shows how the effects of improving practical abilities in small water supply projects achieved by the project have spread to other sectors.

The project has achieved the Project Purpose of "The capacity of LGUs for delivering water supply services is improved." The attainment of the Overall Goal of "The LGUs participated in the project to deliver the improved water supply service in line with the guideline that was developed by the project" has also been confirmed; the project effects have been realized as planned. Therefore, effectiveness/impact of this project is high.

[16] In communities where Water Districts are able to secure profits in the supply of water, due to scale of population served and/or geographical and social conditions of the location, there are examples of the LGUs approaching the Water Districts and transferring the BWSA-managed water supply services to the Water Districts.

[17] A case involving the Community Organizing Group of IGACOS LGU.

[18] To assess and design water supply facility functions and drilling locations for groundwater sources in line with demand on the basis of scientific examination and surveys; and at the same time to implement initiatives to organize the local community group to operate, maintain and manage the facilities after construction, and to ensure that the community group can do so when the facility goes operational and operations are transferred to the community.

3.3 Efficiency (Rating: ②)

3.3.1 Inputs

Inputs	Plan	Actual
(1) Experts	Chief Advisor/Local Governance, Training/Coordinator, Hydrogeology, and Small Water Supply Planning as required; Community Organizing and IT Public Relations to be procured as local consultants.	6 for Short-Term Experts (Chief Advisor, Hydrogeology, Small Water Supply Planning, Community Development/Local Governance, GIS/WEB, Coordinator/Water Supply Facilities)(39.22MM in total)
(2) Equipment	Survey instruments for groundwater development, training materials, vehicles for research, computers to compile results and further analyze, etc. are to be provided.	Electric prospecting device and its associated equipment, computers, GIS server, etc. 17 million yen
(3) Local Cost	As per required for the implementation of the project	152 million yen
Total Project Cost	197 million yen	280 million yen
Local Cost	Counterpart budget	3.5 million Philippine Peso

3.3.1.1 Elements of Inputs

Inputs on both the Japanese and the Philippine side were made mostly as planned, with the exception of the fees paid to local consultants and NGOs who were employed as necessary.

The fact that the allocation plan of monthly dispatch of experts (M/M) was extremely limited had been cited as a constraining factor[19]; however, the experts devised ways to adjust local work periods with an understanding of the timing of the project activities which allowed C/Ps the maximum number of opportunities to benefit directly from expert

[19] Information provided by JICA.

instruction[20]. As a result, in answer to the ex-post evaluation survey of beneficiaries, 92% of C/Ps (62 C/Ps) who received direct, expert instruction said that they felt they had benefited from the high level technical abilities of the experts. C/Ps pointed out that the reason for their high evaluation of the expert instruction, time constraints notwithstanding, was the way that the experts carried out OJT on the basis of "enquiry" to increase the C/Ps' critical thinking. In terms of the equipment provided, to date, the resistivity meters have been managed by DIDP-PMO and the loan system set up during the project, which allows the LGU to borrow the meters as required, is functioning. Demand is very high and the waiting list is already two years long. Although the resistivity meters have not needed to be serviced[21] yet, rental fees have been set to ensure that any servicing costs can be met immediately when the need arises. The one vehicle that was provided to the DIDP-PMO was being used, for instance, to monitor the LGU at the time of the ex-post evaluation; and of the equipment procured to the individual LGUs, the GPS and water level meters were in frequent use across the board till the time of the ex-post evaluation. With regard to the PCs, there were variations between the LGUs; some LGUs replaced PCs when they stopped working, while others carried out repairs and continued using them. The GIS software was hardly being used at the time of the ex-post evaluation, since the training for the software was quite advanced, the C/Ps in the LGUs only partially covered the entire training contents, and thus the software use did not take hold in the LGUs. In addition, some equipment that was ordered exposed the project to delivery schedule delay, however, DIDP-PMO coordinated between the LGUs and the equipment suppliers, and the equipment was installed during the project period.

3.3.1.2 Project Cost

Project costs were higher than planned, with actual costs of 280 million yen, against the planned budget of 197 million yen (i.e. 142% of the plan). Expert inputs and equipment grants were in line with the plan, but it seems that consultant/NGO hiring that took place with the fee expense (which was 74.8 million yen) was responsible for the budget overrun (which had not included these costs in the original budget breakdown). When questioned on local consultants and NGOs in the ex-post evaluation survey of beneficiaries, 62 of the 78 respondents (79%) said that they had directly benefitted from their services during the course of the project, with most of them (60 C/Ps; 97%) admitting that local consultants and NGOs had played a substantial role in the project's

[20] The experts' names were frequently mentioned by C/Ps during focus group discussions and even in individual interviews, which implied that the initiatives deployed had fostered a sense of unity between them and the experts.

[21] Inspection and repair work that involves stripping down the parts, cleaning, and reassembling the units so that they are as good as new.

implementation. After the mid-term review, the development of human resources necessary for the planning, design, and construction management of small water supply facilities was newly added in the form of Output 4, which resulted in the content of the project's initiatives increasing beyond the scope of the original plan. Given this, the inputs of local consultants and NGOs were a reasonable expense in the sense that they ensured the overall efficiency of the project by relieving, as far as possible, the added burden that would otherwise have been placed on stakeholders.

3.3.1.3 Period of Cooperation

The cooperation period was 36 months, which was as planned (100% of the plan).

Although the project period was within the plan, the project cost exceeded the plan in order to accommodate achievement of the additional Output. Therefore, efficiency of the project is fair.

3.4 Sustainability (Rating: ③)

3.4.1 Related Policy towards the Project

The current government's "Philippine Development Plan 2011–2016" cites the supply of safe water as a national priority, from the point of view for achieving the Millennium Development Goal (MDG) 7; the plan also recognizes the key role of LGUs as the authorities responsible for small water supply projects. The "Davao Regional Development Plan 2011–2016" also expects to achieve MDG 7 in the region as a whole, but it expresses concern with regard to the ongoing need for new facilities of Level 2 or above in the region's rural areas (i.e. those areas to which entries by the Water Districts are not probable, and where LGUs are responsible for water supply projects). As a reflection of this situation, national programs, such as the 20 Percent Development Fund[22] and the SALINTUBIG[23] and PAMANA Funds[24], as well as the World Bank Mindanao Rural Development Program (MRDP), continue to contribute project development funds for use in small water supply projects in the region. It shows that the initiatives incorporated in this project, improving the supply capacity of water supply services and continuous implementation of improved water supply services, are of great importance

[22] The budget given to each LGU every fiscal year from the central government in the form of internal revenue accounts.

[23] The full title of the program is Sagana at Ligtas na Tubig sa Lahat, and it is a national program run by the Ministry of Health that aims to ensure safe drinking water in line with MDG 7. The program is funded in accordance with the General Accounting Act (GAA) and Panabo City's LGU has received a payment.

[24] This is an aid program that targets regions suffering the effects of domestic conflicts and falls under the jurisdiction of the Office of the Presidential Adviser on the Peace Process (OPAPP). Eastern Mindanao lies within its target area and in 2011 the program contributed funds to the Davao Oriental Province LGU enabling the installation of five Level 3 facilities (including some that were upgraded from Level 2), as well as improvements and repairs in fifty-six Level 2 sites.

for the DIDP.

3.4.2 Institutional Aspects of the Implementing Agency

From 1993 to the time of ex-post evaluation, there has been no change in the structure of the DIDP, the institution that coordinates the LGU cluster in the Davao region. Three ex-C/Ps of the project (who were in charge of groundwater development, small water supply, and community organizing, respectively) form the heart of the institution's secretariat, the DIDP-PMO, and provide technical support on guidance and training to staff in the relevant departments at the 10 member LGU as well as to BWSA under the supervision of those LGUs. The set of resistivity meters provided to the DIDP are kept by the DIDP-PMO and lent out to the LGU as requested in accordance with the regulations on rental fees and the rental guidelines, either of which were created during the course of the project.

During the project, the Planning and Development Coordinator (one person per LGU), who was in charge of supervising the LGUs' Planning and Development Offices, acted as the project coordinator on the LGU side and liaised with the DIDP-PMO. Under the coordinator, staff in the related department within each LGU set up their own PMU and formed groups for groundwater, small water supply, and community organizing to participate in project activities. Each of the LGU included staff from the engineering office in the Groundwater Group and Small Water Supply Group. Community Organizing Group was drawn mainly from staff in the Planning and Development Offices responsible for overall management of LGU public service delivery[25].

Prior to the project implementation, no collaborative network existed among departments with C/Ps belonging to various departments, where principles on which department should take the lead role at which stage of the water supply project missing. At the completion of the project, therefore, it was hoped that each LGU form some kind of "Small Water Supply Team" to maintain a sustainable network of cooperation. However, this decision was left to the individual LGUs, as the opinions of the LCE differed with regard to the suitability of appointing a permanent task force and the priority of each LGU was different regarding any given project.

After the completion of the project, despite the fact that the details vary from LGU to LGU, the network formed between the individual C/Ps during the project implementation has led to the establishment and sustenance of a workflow between departments that is generally consistent with that described below, and there have been no problems observed in collaboration for the implementation of water supply projects. When the Planning and Development Office receives a request to install a small water supply facility, it first

[25] Health Office Staff was included in the case of Davao City.

decides where drilling should take place on the basis of the results of a water source analysis conducted by the Engineering Office (C/Ps assigned to the Groundwater Group in this project) using the scientific methods introduced by the project. Then, in the same manner, the Engineering Office (C/Ps assigned to the Small Water Supply Group in this project) takes over the process to work on the design of the water supply installation and its construction, based on the procedures introduced by the project. At the same time, the officer with responsibility for organizing the community (C/Ps assigned to the Community Organizing Group in this project) supports the preparatory phase of BWSA establishment by guiding the community on how to operate, maintain, and manage the small water supply facility after it is installed.

In addition to the original body of C/P that included focal persons in charge of the three areas, the project increased the number of C/P by adding alternate focal persons to each of these three areas, that led to a structure able to respond flexibly to personnel changes or retirements that might occur after completion of the project (at the time of completion C/Ps numbered 104 persons). From the project completion to the time of ex-post evaluation, nine of the former C/Ps transferred both within and outside the LGU, or retired. However, the human resources necessary for operations have since been secured and deployed by employing new recruits and making transfers to the departments concerned. The recruitment of personnel will continue after the ex-post evaluation and be managed by the LGU human resource departments. As with the DIDP-PMO, the procedural framework in each of the LGU is well-established to sustain the life of the project.

3.4.3 Technical Aspects of the Implementing Agency

At the time of the ex-post evaluation, no technical problems were observed in staff from the Engineering Office in individual LGUs using the materials and equipment provided by the project to check the condition of water sources and identify suitable sites for water supply facilities (Groundwater Group) and in those conducting the design and installation of water supply facilities (Small Water Supply Group) on the basis of supply reserves and the number of users and not on the basis of past experience alone. In addition, it was confirmed by the ex-post evaluation interviews with the communities supported by the pilot project for BWSA establishment that the officers in charge of organizing the community in the Planning and Development Office were carrying out their duties in accordance with the procedures introduced in the project, initiating support for the operation, maintenance, and management of the BWSA prior to the construction of facilities. The staff in charge of organizing the community maintains regular contact with the BWSA and accepts regular reports from them, including financial reports. Under the

system in operation, any technical problems are passed on to the officer responsible for small water supply installations in the Engineering Office who deals with any repairs that cannot be resolved by the technical capacity available at the BWSA; functioning of such system reflects in BWSA's trust in the LGU.

The water level meters and multi-parameter meters donated to each LGU continue to be used and maintained by the LGUs. Including how to handle equipment as mentioned above, further technology transfer to staff who did not participate in the project training and staff newly assigned to the LGUs are conducted during OJT as part of their work at the LGU. As a department wide effort with former C/P taking the lead, these new or transferred staff tasked with groundwater development and community organizing are made to accompany the former C/P to the site and community meetings; in the case of staff tasked with small water supply facilities, design and programming using the pipe network calculation formula are instructed.

In addition, DIDP-PMO makes regular visits to monitor the situation in member LGUs and ensures the opportunity for DIDP-PMO, the LGU, and the BWSA to share problems and examine solutions. DIDP-PMO also assists in planning OJT and implementing trainings to ensure that when LGUs are transferring the technology they learned during the project to other lower ranking LGUs, their instruction reflects experiences and knowledge gained in water supply projects already implemented in other LGUs.

From interviews held with LGU officials, they feel that these improved techniques and systematic approaches have led to more efficient operations when DIDP member LGUs are working on small water supply, and therefore the prospect of their continued use of the techniques introduced during the project is high.

3.4.4 Financial Aspects of the Implementing Agency

The implementing agencies for this project, DIDP-PMO and the LGUs, have secured ongoing funding for a small water supply budget (as described below, this is the total of a project budget allocated from the development funds and a current budget to be appropriated for operation, maintenance and management). Since the completion of the project, the average per LGU budget has been the equivalent of 5.9 million yen (2011); 21.7 million yen (2012); 5.6 million yen (2013); and 3.1 million yen (2014 estimate) The expenses on construction of new water supply facilities and large-scale improvement works are normally disbursed from the budgets paid to LGU for use in small water supply as a part of national programs coming mainly from the 20% Development Fund, or the SALINTUBIG or PAMANA funds. In addition, some LGUs have also been allocated budgets from the World Bank Mindanao Rural Development Program (MRDP) for its

drinking water component operations[26]. In contrast, the operating budget allocated from the LGU's own budget is spent on repairs and simple improvement works that the BWSA cannot handle.

As with other regions within the Philippines, variations in the annual fiscal budgets are affected by the changes in the amounts allocated from national program contributions and development budget managed by the members of parliament. However, within the scope of these budgets, the individual LGUs are working on projects on a priority basis, and there have been no problems in LGU implementation of plans for small water supply projects carried out in each fiscal year. Furthermore, the BWSA have developed detailed regulations for the operation, maintenance, and management of the facilities constructed as pilot projects under this project. Water supply user fees are set to allow funds to be secured for repairs, and these fees are collected in accordance with BWSA regulations.

The DIDP-PMO finances the cost of its activities from membership fees paid by member LGUs, and it secures the costs for the monitoring of small water supply projects from the DIDP-PMO monitoring budget. DIDP-PMO manages the resistivity meters provided by JICA and charges a user fee when lending the meters to the LGU to cover the cost of repairs. The terms and methods of these loans as well as maintenance and repair plans are summarized in the guidelines prepared during the course of the project. In the three years after completion of the project, from August 2010 to December 2013, the meters had been loaned approximately 30 times, showing that the methods on water supply projects introduced by the project have become well established.

As shown above, C/P agencies have been on track to secure budgets for small water supply projects, as well as costs for monitoring and maintenance/repair of materials and equipment, and as a result, there is no concerns in the financial aspects.

No major problems have been observed in the policy background and the institutional, technical, financial aspects of the implementing agency. Therefore, sustainability of the project effects is high.

4. Conclusion, Lessons Learned and Recommendations

4.1 Conclusion

This project raised the capacity of LGUs in the Davao region to improve the service provision of water supply through human resource development training to those LGU staff tasked with carrying out the relevant work. This initiative is well aligned with development policy and needs in the Philippines, as well as Japan's ODA policy. Thus,

[26] Mati City and Panabo City. The accuracy and speed that accompanied the preparation of design and specification document using the techniques developed by this project were noted by the external organizations, and granted Panabo City LGU with a priority status for budget allocation.

the relevance of this project is high.

Prior to the project, the staff had designed facilities based on approximate, rule-of-thumb estimates and empirical rules. These staff learned how to evaluate ground source water quality and calculate potential reserves and changed the method of analysis for designing optimal water supply facilities to one that applied a pipe network calculation formula. Furthermore, the project fostered the capacity of the staff to facilitate community organizing by providing technical assistance on how to establish community organizations that manage the maintenance of small water supply throughout the post-operational stage. Procedures for the water supply service, which were carried out under a framework of cooperation with local residents, based on the experiences above and the scientific measurements, were established in the form of a set of guidelines. By the time it was completed, the project had achieved its Project Purpose and satisfied all its indicators. Since then the small water supply services have been implemented using the improved techniques, and thus the effectiveness/impact of the project is high. Meanwhile, although the project outputs were achieved on schedule, the actual costs exceeded initial project estimates due to the inclusion of an additional Output during the project implementation stage; as a result, the efficiency is fair. The improved water supply services introduced in this project have been established as each LGU having instituted small water supply project implementation procedures, where no financial concerns have been observed. Therefore, sustainability of the effects realized by this project is high.

In light of the above, this project is evaluated to be highly satisfactory.

4.2 Recommendations

4.2.1 Recommendations to the Implementing Agency

The following two recommendations are made to the DIDP-PMO.

(1) Enhancing the Role of the DIDP-PMO as Knowledge Manager

There is a wide range of LGUs that participate in the DIDP, from relatively modest cities to Davao City (the 3rd largest in the Philippines) and even some participating LGUs who represent individual provinces as a single unit. Therefore, the scope and degree of roles played by each LGU on small water supply projects vary. Consequently, although they may be provided with technical support and information from the DIDP-PMO, the LGU will respond in line with the situation in which they find themselves placed. For example, there was the initiative that the IGACOS LGU's Community Organizing Group became involved with, which showed a new trend in having the BWSA absorbed into the Water District in order to supply the local community with more convenient water supply operations. There is also the case of Panabo City's LGU that was able to access funding

from donor programs owing to its improved ability using techniques learned in the project to provide design/specification documentation with more accuracy and speed. To date, the main role of DIDP-PMO has been the provision of information and technology as a technical support hub. In the future, the DIDP-PMO will enhance its function by employing methods such as absorbing and organizing information on significant individual LGU initiatives, and then compiling databases to be posted on a website and publicizing the experiences of its member LGUs. This, in turn, could lead to further improvements in the capacity to supply small water services across the DIDP as a whole.

(2) To support member LGU, having taken into account improvements in access ratios to safe water across the region as a whole.

The main task of the DIDP-PMO is to provide technical assistance as requested by member LGUs. However, the obligation to supply water throughout DIDP area is to somehow ensure "access to safe water" in the region's rural areas (i.e., those areas to which entries by the Water Districts are not probable and where water supply are run by LGUs). The Davao Regional Development Plan (2011–2016) has raised concerns on this very point. An objective of the Development Plan is to ensure access to safe water for 95% of the region's population by 2016. This breaks down into access to Level 3 facilities for 40% of the population; access to Level 2 facilities for 35%; and access to Level 1 facilities for 20%. In other words, the calculations are based on approximately half of the target population having access to Level 1 and Level 2 water supply facilities, installed primarily by LGUs.

Under current practices, DIDP offers individual support to LGUs on the basis of the requests it receives and does not necessarily prioritize assistance to cases where it is more difficult to improve access rates. Using improved methods, the small water supply projects constructed by this project are able to deal with challenges in water supply in a more efficient and reliable manner. Consequently, in the future it is hoped that when DIDP is providing technical assistance to the BWSA or other similar organizations, it will prioritize LGU initiatives in areas where there are lower rates of access, and so contribute more directly to improving access rates in the region as a whole.

4.2.2 Recommendations to JICA

None

4.3 Lessons Learned

(1) Effectiveness of the assistance well aligned to support the challenges/needs facing the implementing agencies in their day-to-day administration

The C/Ps who participated in this project and formed the target of the technology transfer were officials highly educated in the field, who had passed the civil service examinations and generally (although not applicable to all C/Ps) held careers in civil service of mid-rank or higher; and many of them were engineers. Nonetheless, it was pointed out at ex-ante evaluation phase of this project that it was common practice, when drilling wells for the purpose of constructing water supply facilities, to rely on past experience of those carrying out the drilling in the development of groundwater. To those LGU staff, the project introduced techniques such as deciding facility site locations on the basis of scientific measurements, designing facilities and instructing the local community on how to maintain and manage facilities, made them achieve remarkable efficiencies in comparison with the procedures used previously and enabled them to provide accurate, waste-free services to the community; all of which led to their enthusiastic participation in the project.

To date, those concerned with the project continue to feel its significance thanks to the applicability of learning C/Ps obtained from the project to their day-to-day operations. The project focused on civil servants' ability to provide small water supply and highlighted their performance improvement in a visible manner. As a result, this led to recognition on the part of the community in receipt of these public services, which further boosted motivation of the staff of local administration bodies. Although local administration encompasses a wide range, one of the reasons for the success of this project is that it focused on a sector with high demands/development issues and demonstrably improved the work processing capacity of the C/Ps. This should prove helpful for streamlining the outputs and initiatives of other projects.

(2) An enquiry based approach to technical assistance that promotes "cultivating awareness for solidifying learning"

The experts themselves pointed out that the allocation plan of monthly dispatch of experts (M/M) for the project was limited, but all the C/Ps who responded to the ex-post evaluation survey of beneficiaries stated that the experts had made a significant contribution and that "being able to learn directly from experts with high levels of technical ability was extremely useful." During OJT, the experts did not provide C/P with ready-made solutions; instead they taught and introduced topics by making a comparison of the procedures traditionally employed and new, improved methods. They asked C/Ps

"How should we tackle this situation?" and questioned them on the differences between the "improved methods" and their traditional approaches. When the experts were out of the country, the C/Ps and local consultants/NGOs continued to their practice, which ensured the opportunity for them to consolidate the lessons they had learned with the experts. Thus, OJT was organized so that the experts offered direct instruction to C/Ps to enhance their awareness, and, with the help of local consultants and NGOs, C/Ps could apply this awareness in practice when the experts were not around. This resulted in a system that maintained C/Ps' level of interest in the project's initiatives and ensured these levels did not fall. This type of integrated approach towards technical assistance, where experts cultivate awareness which is then consolidated by local consultants/NGOs, is not limited to local government projects and may well serve as a reference when examining implementation structure for other projects.

BOX: Implications from the results of the ex-post evaluation related to the planning and implementation of capacity development projects for local government bodies

Japan International Cooperation Agency (JICA) has implemented a number of technical cooperation projects aimed at improving public services through the enhancement of local governance functions. In an effort to provide a highly relevant reference for use in the planning and implementation of projects in similar fields, a cross-sectional comparison of the ex-post evaluation results of two recent projects was conducted; namely the "Local Governance and Rural Empowerment Project for Davao Region (LGREP)" (2007–2010) conducted in the Philippines; and the "Capacity Development of Provincial Rural Development in Northern Provinces (PRDNEP) (2007–2011)" project conducted in Cambodia. The projects were carried out to enhance the capacity of local governments that had assumed greater responsibility for the provision of public services to the community under national policies that promoted decentralization, and both were implemented in target regions that faced many development challenges. By time of the projects' completion, each had achieved its Project Purpose of ensuring that C/Ps had acquired, by means of hands-on training, the skills deemed necessary to allow them to carry out their public administration duties. However, after completion of the project, LGREP sustained the effect (capacity cultivated by the project in public service provision), whereas in PRDNEP, partly because no budget has been allocated for development projects since the project completion, there has not been new development project implementation using the knowledge and experience learned during the project. Below is a gist of the contrasting elements of both projects that affected the sustainability/further succession of outputs by the C/Ps themselves after the projects' completion.

- LGREP focused on the "capacity to provide services" in small water supply and established improved techniques. On the other hand, PRDNEP worked to foster a new initiative in the locale; namely, the "capacity to formulate development plans." In the case of PRDNEP, the capacity development target group had a wide range of duties, and as a result, there were no strong overarching links built to their various day-to-day duties.
- LGREP assessed the capacity of stakeholders (other than those already included in the project's target) who were necessary to ensure the solid achievement of its objectives. Part way through the project, it added these stakeholders as its target as well as added a new output (Small Scale Water Supply Group) accordingly. Similarly, part way through the project, PRDNEP tried to refine its target. However, for the differences in the levels of government tiers at the two provinces that formed the target groups, and for the varied nature of the services provided by each target group even within one province, the project's aim to work on multiple sectors inevitably required individual responses to different service field. As a result, the effort did not lead to streamlining the scope of the capacity that needed to be enhanced.
- With the LGREP, training was conducted and consolidated in line with C/Ps' specific, everyday tasks, such as developing groundwater and organizing communities, which in turn led to the ability to apply their knowledge to the daily operations after the project completion. However, in the case of PRDNEP, on the whole, primary focus went to experiencing cycles of pilot project implementation and less of it to acquiring the necessary basics that would lead them to apply their training to the individual tasks needed during each phase of the cycle.
- LGREP, in order to achieve the goals, as stated above, added an additional target to the project, which led to forming an integrative process for the implementation of the water supply projects that connected each of the relevant departments in the local government—a process that was carried forward and sustained to the time of the ex-post evaluation. PRDNEP targeted multiple levels of government and sectors, and the business and duties that fell within the jurisdiction of these government bodies and sectors were not involved in commonly shared implementation procedures. Consequently, scope for within the organization formulation and establishment of implementation process for development projects was limited.