

Country Name	Capacity Enhancement Program of Metropolitan Iloilo-Guimaras Development Council and
Republic of the Philippines	Banate Bay Resource Management Council Inc.

I. Project Outline

Background	<p>In the Philippines, the responsibility of providing people with basic public services was transferred from the central government to Local Government Units (LGUs) in accordance with the Local Government Code of 1991. Under this circumstance, the LGU clusters, which are alliances of neighboring LGUs, were organized voluntarily by LGUs themselves in order to cope with development issues that were difficult to respond by a single LGU, such as metropolitan traffic and coastal resource deterioration.</p> <p>In Metro Iloilo, which includes Iloilo Province and Guimaras Province, poor traffic management resulted to traffic congestions in Iloilo-Guimaras area, hindering economic development despite progress of urbanization in the Region. Also deterioration of coastal environment became serious in Banate and Barotac bays, causing sharp declines in fisheries resources and consequent increase of poverty in the coastal villages. The LGU clusters had been making efforts to respond to the challenges: the Metropolitan Iloilo-Guimaras Development Council (MIGEDC) for traffic congestions; and the Banate-Barotac Bay Resource Management Council Inc. (BBBRMCI) for coastal resource deterioration. But the capacity of the LGU clusters at that time to address such development issues was limited.</p> <p>(Remarks)</p> <ul style="list-style-type: none"> The members of MIGEDC are Iloilo city, Santa Barbara municipality, San Miguel municipality, Oton municipality, Leganes municipality, Pavia municipality and Guimaras province. The members of BBBRMCI are Anilao municipality, Banate municipality, Barotac Nuevo municipality and Barotac Viejo municipality 								
Objectives of the Project	<p>This project consists of the following two subprojects:</p> <ol style="list-style-type: none"> 1) The Multi-Stakeholder Transport Planning and Traffic Management Improvement in Metro Iloilo-Guimaras (Traffic Management Subproject) 2) Responsible Ecosystem-Based Management in Banate and Barotac Bay through Capacity Enhancement of Banate Bay Resource Management Council, Inc. (Bay Resource Management Subproject) <p><Traffic Management Subproject></p> <ol style="list-style-type: none"> 1. Overall Goal: LGU clusters for sustainable traffic management become functional in Metro Iloilo-Guimaras. 2. Project Purpose: Traffic Management Action Agenda for the Metro Iloilo-Guimaras is formulated in consultation with concerned LGUs, NGAs (National Government Agencies) and private sector stakeholders. <p><Bay Resource Management Subproject></p> <ol style="list-style-type: none"> 1. Overall Goal: LGU clusters for sustainable coastal resource management become functional in Iloilo Province. 2. Project Purpose: Inter-LGU coastal resource management system is strengthened in the Banate Bay and Barotac Bay Areas in the Province of Iloilo. 								
Activities of the project	<p><Traffic Management Subproject></p> <ol style="list-style-type: none"> 1. Project site: Metro Iloilo-Guimaras Area (Iloilo city, Santa Barbara municipality, San Miguel municipality, Oton municipality, Leganes municipality, Pavia municipality and Guimaras province.) 2. Main activities: <ol style="list-style-type: none"> 1) Data collection and analysis on existing traffic condition in Metro Iloilo-Guimaras Area, 2) selection of traffic management options, 3) implementation of social experiments on traffic management, 4) training for MIGEDC staff, member LGUs and traffic management-related organizations. 3. Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Philippine Side</td> </tr> <tr> <td>1) Experts: 7 persons</td> <td>1) Staff allocated: 23 persons</td> </tr> <tr> <td>2) Trainees received: None</td> <td>2) Land and facilities: Office space</td> </tr> <tr> <td>3) Equipment: Computers, printers, facsimile, GIS software, GPS, equipment for social experiments, motorcycle, LCD projectors, cameras, handheld radios</td> <td>3) Staff cost and training expense</td> </tr> </table> <p><Bay Resource Management Subproject></p> <ol style="list-style-type: none"> 1. Project site: Banate Bay and Barotac Bay Areas (Anilao municipality, Banate municipality, Barotac Nuevo municipality and Barotac Viejo municipality.) 2. Main activities: <ol style="list-style-type: none"> 1) Formulation of an integrated coastal resource management plan as well as its operation manual, 2) training for BBBRMCI staff and other related organizations, 3) implementation of coastal resource management activities such as river cleaning activities, mangrove reforestation, installation of artificial reefs, alternative livelihood activities through fisherfolks' associations (fishing gear rental, oyster and green mussel culture, tilapia culture and food processing activities), patrolling and law enforcement, 4) environmental education. 3. Inputs (to carry out above activities) 	Japanese Side	Philippine Side	1) Experts: 7 persons	1) Staff allocated: 23 persons	2) Trainees received: None	2) Land and facilities: Office space	3) Equipment: Computers, printers, facsimile, GIS software, GPS, equipment for social experiments, motorcycle, LCD projectors, cameras, handheld radios	3) Staff cost and training expense
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	Japanese Side		Philippine Side		
	1) Experts: 6 persons 2) Trainees received: 1 person 3) Equipment: Computers, printers and other office equipment, GPS, projector, camera, patrol/monitoring boat, research boat, life vests, binoculars, communication equipment including public address system, SSB radio system (licensed handsets and base station), food processing equipment such as refrigerators, pressure cookers, etc., welding machine		1) Staff allocated: 9 persons 2) Land and facilities: Office space and training center 3) Staff cost and training expense		
Ex-Ante Evaluation	2007	Project Period	October 2007 – October 2010	Project Cost	294 million yen
Implementing Agency	<Traffic Management Subproject> Metro Iloilo-Guimaras Economic Development Council (MIGEDC) <Bay Resource Management Subproject> Banate-Barotac Bay Resource Management Council, Inc. (BBBRMCI)				
Cooperation Agency in Japan	<Traffic Management Subproject> Katahira & Engineering International <Bay Resource Management Subproject> IC Net Limited				

II. Result of the Evaluation

1 Relevance

This project has been highly relevant to Philippines' development policy of "strengthening local governance including capacity development of LGU clusters" as set in policy documents including, the Medium Term Philippine Development Plan (MTPDP) 2004-2010 and the Philippine Development Plan (PDP) 2011-2016, development needs of improving the traffic management and coastal resource management in Iloilo Province through the capacity development of LGU clusters at the time of both ex-ante and ex-post evaluation. It is also consistent with Japan's Country Assistance Plan for the Philippines (2000-2007) and JICA's Country Assistance Strategy for the Philippines (2004) at the time of ex-ante evaluation.

Therefore, relevance of this project is high.

2 Effectiveness/Impact

<Traffic Management Subproject>

This subproject aims to formulate Traffic Management Action Agenda (TMAA) in Metro Iloilo-Guimaras in consultation with concerned LGUs, NGAs and private sector stakeholders. The subproject also expects that above TMAA is used as reference for developing traffic management agenda/plan of member LGUs. And ultimately, it is expected that sustainable traffic management by LGU clusters becomes functional in Metro Iloilo-Guimaras.

The project purpose of this subproject was achieved at the time of project completion. The final version of TMAA was officially submitted and explained to the Project Management Office (PMO)-MIGEDC in August 2010. After completion, the functions of Technical Working Group (TWG) of this subproject was transferred and integrated to the existing TWG of MIGEDC. The meetings of MIGEDC-TWG on traffic management have been organized once a month with participation of most of the stakeholders during the project period including representatives of member LGUs and private stakeholders. However, TMAA has not been updated and improved continually by MIGEDC after completion of this subproject because of the issues between Iloilo City and other member LGUs associated with the Perimeter Boundary Ordinance (2013) adopted by the Iloilo City Council in 2013. Since this ordinance regulates entry of public utility vehicles from municipalities outside of Iloilo City, it is criticized for giving the negative social and economic impacts on the commuters and local transporters coming from municipalities outside of Iloilo City including member LGUs. This became a political issue among the member LGUs, hence updating and improvement of TMAA has been suspended. However, as the ordinance is consistent with the orientation of TMAA, MIGEDC-TWG has been making an effort to promote the understanding of member LGUs as well as of local politicians for the objectives and social benefits of the ordinance through formal and informal communication channels including the regular meeting with member LGUs.

Regarding overall goal of this subproject, it has been achieved to some extent at the time of ex-post evaluation. TMAA has been utilized as reference material in the ongoing preparation of the Urban Transport Master Plan covering the MIGEDC area funded by the World Bank. At the LGU level, TMAA is used as reference for planning the transport map, identification of parking area, and review of existing traffic-related ordinances. However, TMAA-based Traffic Management Plans have not been formulated due to the following reasons: (i) limited human resources and institutional setting specialized in traffic management except Iloilo city and Oton municipality, (ii) difference in priority on formulation of traffic management plan among member LGUs, (iii) limited budget for planning and implementation of traffic management, and (iv) political reasons.

<Bay Resource Management Subproject>

This subproject aims to strengthen Inter-LGU coastal resource management system in the Banate Bay and Barotac Bay Areas in the Province of Iloilo. Then, it is expected that the experience, knowledge and skills for coastal resource management system in BBBRMCI is disseminated to and practiced in other LGUs in Iloilo Province.

The project purpose of this subproject was achieved at the time of project completion. Six Inter-LGU coastal resource management activities were conducted in the project site. BBBRMCI, LGU and Technical Working Group (TWG) collaborative relationship¹ was redefined and strengthened with the Memorandum of Agreement (MOA) signed in February 2010 between BBBRMCI and TWG member organizations such as Barangay Fisheries and Aquatic Resources Management Council (BFARMC), NGOs and fisherfolk organizations in member municipalities. The Comprehensive Coastal Resource Management Plan, the Three-Year Action Plan (2011-2013) and operational manual for resource management activities were formulated and

¹ The collaborative relationship of member-LGUs, BBBRMCI Secretariat and TWG is characterized in terms of resource-pooling (financial and human resources), harmonization of fisheries ordinances, joint law enforcement and collaborative undertakings pertaining to Marine Protected Areas (MPA).

then adopted by BBBRMCI.

After the project completion, BBBRMCI has implemented actions according to the Management Plan and the Three-Year Action Plan. However, Anilao and Barotac Nuevo municipalities suspended their participation in the activities of BBBRMCI and withdrew their staff from BBBRMCI secretariat since 2013 because their Mayors had a different view on BBBRMCI's management, which at the time of ex-post evaluation was influenced by a newly elected Mayor of Banate municipality in 2013, and also there is a political conflict among the member municipalities. As a result, only two municipalities (i.e. Banate and Barotac Viejo municipalities) were substantial active members of BBBRMCI, and the collaborative coastal resource management activities under the initiative and management of BBBRMCI have been carried out continuously by participation of the above two municipalities at the time of ex-post evaluation². For example, patrolling, appropriate fishing methods like Artificial Reefs, aqua farming of oyster and green mussel, mangrove reforestation in collaboration with villagers, underwater monitoring, etc. are still being conducted. In contrast, the income generation activities supported by BBBRMCI such as fish processing are not active due to price increase of raw materials and small sales volume of products. Therefore, the related facilities for fish processing provided by BBBRMCI were not utilized. Also the cooperatives are inactive because of lack of appropriate production and marketing plan. At the time of ex-post evaluation, BBBRMCI has not taken yet effective measures for the above problems because BBBRMCI member municipalities were still prioritizing disaster rehabilitation activities from typhoon Haiyan in 2013³. BBBRMCI Secretariat staffs were all mobilized for necessary coordination between BBBRMCI municipalities and provincial government, central government organizations and NGOs. Also, BBBRMCI has not formulated yet the Action Plan for 2013-2016, and has not updated yet its Master Plan for Integrated Coastal Resource Management partly because of the after effects of the typhoon and partly because it lacks human and financial resources to facilitate participatory assessment and planning processes.

Regarding the Barotac Nuevo and Anilao municipalities which have suspended their participation to BBBRMCI, they have conducted their coastal resource management activities individually.

The overall goal of this subproject has been achieved to some extent at the time of ex-post evaluation. Five conventions were conducted with the participation of other LGUs in Iloilo Province to disseminate the experience and good practice in coastal resource management system. At the time of ex-post evaluation, at least 12 municipalities replicated the good practice such as installation of box-type Artificial Reefs and sea ranching of swimming blue crabs in sea grass marine protected areas. However, the replicated good practices remain in introduction of particular skills, techniques and methods of selected coastal resource management activities by individual municipalities, and the establishment of coastal resource management system in the framework of LGU cluster, which was the core element of the subproject, has not been fully practiced yet in other LGUs.

This subproject has some positive economic impacts such as increase in fish products and incomes of the beneficiaries who utilize the skills and methods introduced by the subproject. For example, in Anilao municipality, the fishermen increased their fish catch volume by utilizing gill net fishing method revised by the subproject, and fish processing group earned additional individual incomes for the sales of processed shrimp paste since 2011. Mangrove nursery group in Banate municipality earned additional individual incomes for the sales of mangrove seedlings or propagules until November 2013 when typhoon Haiyan struck Banate and Barotac bays. In addition, the interview results with fishing associations and fish processing groups in Anilao municipality indicated that the subproject increased self-confidence of barangay-based small fishing groups in implementing law enforcement (arresting illegal fishers, reporting of illegal activities, etc.) because other municipalities and government agencies are visibly involved in inter-LGU Marine Protected Area (MPA) activities. Although Barotac Nuevo and Anilao municipalities are not anymore organizationally active members of BBBRMCI, their fishermen and local groups have continued carrying out various kinds of income generation activities including fish processing and small-scale village-based enterprising activities through cooperatives, and they have continuously utilized the skills, knowledge, and know-how of these activities learned from BBBRMCI.

No negative impact on the natural environment was observed and both subprojects were not associated with the land acquisition and the resettlement of people.

In the light of the above, effectiveness/ impact of this subproject is fair.

3 Efficiency

Although the project period was within the plan (ratio against the plan: 100%), project cost significantly exceeded the plan (ratio against the plan: 155%) because alternative income-generating activities for fisherfolks and concerned agencies such as introduction of fish processing techniques and training were added to Bay Resource Management Subproject.

Therefore, efficiency of the project is fair.

4 Sustainability

In the policy aspect, the capacity development of LGU clusters remains a priority strategy in the existing government policy and legal framework. Also traffic management and coastal resource management remain as priority issues in sectoral development plans.

<Traffic Management Subproject>

Institutionally, MIGEDC's organizational structure remains the same with an additional member of Cabatuan municipality. The Iloilo province as well as Guimaras province participates in MIGEDC as the same position as other member LGUs⁴. The number of MIGEDC staff is insufficient although most of the MIGEDC secretariat staff who are government officials of member LGUs and received technical transfer from this subproject are still working for traffic management.

² At the time of ex-post evaluation, other municipalities like the Dumangas municipality expressed interest to join BBBRMCI.

³ Such activities include repairing damaged administration buildings, farm to market roads, school buildings and primary health care facilities.

⁴ Since Iloilo city is designated as an independent component city, Iloilo city and Iloilo province is a parallel relationship in the local government structure of the Philippines. On the other hand, in case of the bay resource management subproject, the member municipalities of BBBRMCI are under the control of Iloilo provincial government.

In the technical aspect, training opportunities to TWG members and Secretariat of MIGEDC are very limited on urban transport planning and traffic management, which resulted in miscommunication and misunderstanding in their works. Consequently, continuous updating of their skills and knowledge is necessary. On the other hand, the technical capacities of MIGEDC secretariat staff for executing day-to-day works are mostly sufficient.

As for the financial aspect, the budget contribution from the member LGUs and Iloilo province for maintaining activities is very limited. Some LGUs failed to make their annual contributions to MIGEDC because of their budget limitations. In other cases, some LGUs experienced change of the local chief executives after elections, which led to having traffic management accorded lesser priority and consequently a decrease in the financial contribution to MIGEDC. Alternatively, MIGEDC receives financial contribution from other sources like World Bank and USAID, but its amount is recognized as too small to cover necessary activities in the member LGUs.

<Bay Resource Management Subproject>

Institutionally, two member-municipalities of BBBRMCI, Anilao and Barotac Nuevo municipalities, have suspended their participation to BBBRMCI mainly due to political reason. Most of the counterpart staff of Banate and Barotac Viejo municipalities during the project period are still working for coastal resource management. However, the number of staff running the day-to-day affairs of BBBRMCI is insufficient. Member municipalities, on the other hand, also carry out individual bay resource management activities besides the activities through BBBRMCI, but BBBRMCI does not have mechanism to share their good practice. The Iloilo provincial government is in the position to support the idea of bay resource management by LGU cluster. It is confirmed at the ex-post evaluation that the provincial government organized the summits to disseminate the experience of this subproject to other LGUs in the province and other provinces in the Visayan Sea Region as well as is providing continuous financial assistance to BBBRMCI.

In the technical aspect, although no trainings are organized and funded by BBBRMCI because of limited budget, officers of member municipalities and BBBRMCI staff have opportunities to attend to workshops and receive trainings from time to time from the ongoing donor-funded projects including JICA. The handbook and operations manual are continuously utilized by BBBRMCI as reference for arresting illegal fishers in the bay waters of 2 member municipalities and for filing administrative and criminal cases against violators.

As for the financial aspect, the financial contributions from the member municipalities (Banate and Barotac Viejo) and Iloilo province are insufficient to maintain the full-scale implementation of BBBRMCI activities. On the other hand, these municipalities allocate sufficient budget to facilitate their individual coastal resource management activities within their municipalities.

From these findings, it is considered that there are some problems in institutional, technical and financial aspects to sustain the project effects. Therefore, sustainability of this subproject is fair.

5 Summary of the Evaluation

<Traffic Management Subproject> This subproject has achieved the project purpose and partially achieved the overall goal. At the time of ex-post evaluation, TMAA-based Traffic Management Plans have not been formulated yet due to limited human resources and budget, difference in priority among member LGUs, and political reasons. As for sustainability, this subproject has some problem in institutional, technical and financial aspects for maintaining activities of MIGEDC due to lack of MIGEDC secretariat staff, insufficient training opportunities and technical capacity, and limited financial resources for maintaining activities for urban transport planning and traffic management.

<Bay Resource Management Subproject> This subproject has achieved the project purpose and partially achieved the overall goal. At the time of ex-post evaluation, although BBBRMCI has implemented the Comprehensive Coastal Resource Management Plan, the member municipalities of BBBRMCI reduced from 4 to 2. As for sustainability, this subproject has some problem in institutional, and financial aspects for maintaining activities of BBBRMCI due to lack of BBBRMCI secretariat staff and limited financial resources for maintaining the activities for coastal resource management.

Therefore, effectiveness/impact of the project as well as sustainability of the project effect are fair. As for efficiency, the project cost significantly exceeded the plan. Therefore, efficiency of this subproject is fair.

In light of the above, this subproject is evaluated to be partially satisfactory.

III. Recommendations & Lessons Learned

Recommendations for Implementing agency:

For MIGEDC:

- 1) In order to promote updating TMAA, the current issues associated with the Perimeter Boundary Ordinance of Iloilo city should be settled. In this respect, MIGEDC secretariat must play a leading role to monitor the implementation of the ordinance and examine its challenges as well as mitigation measures so that the ordinance will be acceptable for member LGUs. For this end, the documentation and analysis ability of MIGEDC secretariat should be strengthened.
- 2) In order to increase the training opportunities for TWG members and secretariat staff of MIGEDC, it is recommended to promote the cooperative relationship with other LGU clusters such as Metro Manila, Metro Cebu, and Metro Davao who have the experiences of traffic management as well as to establish tie-ups with research and training institutions involved in traffic management. For example, since Makati city, a member of LGU cluster of Metro Manila, is a sister city of Iloilo city, it is recommended to examine a possibility of capacity development of MIGEDC staff in collaboration with Makati city through exchange of information, mutual leaning of a good practice of traffic management by LGU cluster, and organizing joint training program.

For BBBRMCI:

- 1) It is recommended to establish a feedback mechanism to share the good practice of bay resource management activities initiated by the individual LGU level. This will help not only to disseminate the experience and good practice of this subproject to other LGUs in the Iloilo province, but also to improve and expand the capacity and scope of BBBRMCI as a synergic effect.

For the Iloilo Provincial Government

- 1) The Provincial Government, as a member of MIGEDC, should undertake a more active role in improving MIGEDC's traffic management system and also should continuously contribute financially to MIGEDC.
- 2) In order to ensure the effectiveness of bay resource management by LGU cluster, the provincial government should strengthen its involvement in the management of BBBRMCI by periodical monitoring and coordination between member municipalities as well as increase its financial contribution to BBBRMCI.

Lessons learned for JICA

- 1) Principally, different types of subprojects must be separately formulated and implemented as an individual project. This project was made of two subprojects, but each subproject focused on the different development issues and sectors, and they are not functionally linked as one project. In concrete, it did not set its project purpose and overall goal as an individual project (common objectives for which the two subprojects worked) in the Project Design Matrix (PDM). As a result, the ex-post evaluation had a difficulty in summarizing comprehensive achievement obtained through this project.
- 2) In order to establish an effective and sustainable bay resource management system, all stakeholders (ruling and opposition parties, including private sector) must be involved in a planning stage of a project. After the completion of the BBBRMCI subproject, there have been problems in collaborative management among concerned municipalities partly because of conflicts of interest among them, while individual activities have been still carried out by each municipality and/or private groups. In such case, coordination mechanism that involves all stakeholders might have worked to detect such conflicts as early as possible through monitoring and then minimize them, in order to avoid the consequent difficulties in the collaboration among municipalities



([MIGEDC] Traffic officer and Traffic Signboard)



([BBBRMCI] Improved sea grass and fish habitat (under the sea) in Banate Bay)