

Country Name	Master Plan Study on Urban Transport System Development in Metro Cebu Project
Republic of the Philippines	

I. Project Outline

Background	<p>As the second largest metropolitan area in the Philippines, Metro Cebu had to address its growing traffic concerns. The population growth in Metro Cebu was expected from 2.55 million in 2010 to 5 million in 2050 due to rapid urbanization. However, only very moderate transport investments had been made. Continued delays in the development of urban transportation infrastructure could further exacerbate traffic congestion.</p> <p>JICA supported the implementation of "Roadmap Study for Sustainable Urban Development in Metro Cebu (Metro Cebu Roadmap), in collaboration with Metro Cebu Development and Coordinating Board (MCDCB) between 2013 and 2015. The project request was made based on the Metro Cebu Roadmap, in order to formulate detailed transport master plan for Metro Cebu with prioritized projects in order to realize tangible improvement of traffic condition.</p>										
Objectives of the Project	<p>Through formulation of an urban transportation master plan in Metro Cebu and implementation of related projects, the project aimed to improve the traffic condition in Metro Cebu and strengthen capacity of related agencies in the formulation of urban transportation master plan, coordination and consensus building.</p> <p>1. Expected Goals through the proposed plan: The urban transportation infrastructure in Metro Cebu is developed in accordance with the master plan formulated under the consensus among MCDCB and National Government Agencies, and the traffic and urban transportation condition of Metro Cebu is improved.</p>										
Activities of the project	<p>1. Project site: Metro Cebu consists of 13 LGUs (1,013km²) with consideration of the surrounding areas</p> <p>2. Main activities: (1) Comprehensive urban transport master plan for Metro Cebu (the Master Plan), including, among others, urban traffic policy, traffic management & control, intersection improvement and so on; (2) List of prioritized projects based on Metro Cebu Roadmap and other related policies/plans; (3) Pre-feasibility study (Pre-F/S) of priority projects identified during the study; (4) Implementation of pilot projects selected from the priority projects; (5) Capacity Development for relevant groups and agencies to formulate and implement urban transport master plan and coordinate among stakeholders.</p> <p>3. Inputs (to carry out above activities)</p> <table border="0"> <tr> <td>Japanese Side</td> <td>Philippine Side</td> </tr> <tr> <td>1) Experts from Japan: 23 persons</td> <td>1) Counterpart personnel from DOTr and MCDCB</td> </tr> <tr> <td>2) Training in Japan: 8 persons</td> <td>2) Office space in Metro Cebu including access/identification cards, equipment, furniture, supplies and materials if necessary</td> </tr> <tr> <td>3) Operation cost: administration cost, travel cost</td> <td>3) Available data and information related to the Project</td> </tr> </table>			Japanese Side	Philippine Side	1) Experts from Japan: 23 persons	1) Counterpart personnel from DOTr and MCDCB	2) Training in Japan: 8 persons	2) Office space in Metro Cebu including access/identification cards, equipment, furniture, supplies and materials if necessary	3) Operation cost: administration cost, travel cost	3) Available data and information related to the Project
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Project Period	(ex-ante) July 2017-October 2018 (actual) July 2017-March 2019	Project Cost	(ex-ante) 258 million yen, (actual) 266 million yen								
Implementing Agency	<p>Department of Transportation (DOTr) Other related organizations: Department of Public Works and Highways (DPWH), National Economic and Development Authority (NEDA), Office of Presidential Assistant for the Visayas (OPAV), MCDCB consists of the provincial government of Cebu, 13 Local Government Units (LGUs) of Metro Cebu, private sector and civil society organizations</p>										
Cooperation Agency in Japan	<p>ALMEC CORPORATION, ORIENTAL CONSULTANTS GLOBAL CO., LTD, NIPPON KOEI CO., LTD. CHODAI CO., LTD.</p>										

II. Result of the Evaluation

I Relevance/Coherence
<p>[Relevance]</p> <p><Consistency with the Development Policy of the Philippines at the Time of Ex-Ante Evaluation ></p> <p>The project was consistent with the development policy of the Philippines at the time of ex-ante evaluation. In the "Philippine Development Plan 2017-2022", Metro Cebu is positioned as the economic, commercial, and logistics hub of the Visayas Region. The plan also emphasizes the need for better coordination between infrastructure project planning and budgetary measures, and the need for a master plan to ensure that infrastructure projects are well coordinated with each other.</p> <p><Consistency with the Development Needs of the Philippines at the Time of Ex-Ante Evaluation ></p> <p>The project was consistent with the development needs of the Philippines at the time of ex-ante evaluation. As mentioned above, regardless of the growing traffic concerns in Metro Cebu, investment in the transport had been very moderate and continued delay in the development of urban transportation infrastructure could further exacerbate traffic congestion.</p> <p><Appropriateness of Project Design/Approach></p> <p>The project design/approach was appropriate.</p> <p>As for the consideration and equality for the vulnerable, the Master Plan study includes conduct of focus group discussions to capture various groups' opinions on transport issues. This includes discussion with youth, small vendors, women and persons with disability (PWDs)</p>

to understand their needs and the challenges they encounter. As Master Plan is aimed at providing support and/or catalyzing development, projects and policies have been identified to improve connectivity, provide mass transportation services and enhance safety and reliability which would benefit the vulnerable groups. However, the consideration has yet to be realized since the projects and policies identified have not been implemented by the government of Philippines.

As for the general design/approach of the project, no problem attributed to the project design/approach was confirmed.

<Evaluation Result>

In light of the above, the relevance of the project the relevance of the project is ③¹.

[Coherence]

<Consistency with Japan's ODA Policy at the Time of Ex-Ante Evaluation>

The project was consistent with the Japan's ODA policy to the Philippines at the time of ex-ante evaluation. Sustainable economic growth through investment promotion including infrastructure development such as transportation and road network development was one of the priority areas for assistance².

<Interlinkage with other JICA's interventions>

Any synergy effect by the interlinkage between the project and other JICA's intervention was not clearly planned.

<Cooperation with other institutions/ Coordination with international framework>

The cooperation/coordination with the World Bank was planned at the time of ex-ante evaluation and the expected positive effect(s) was/were confirmed at the time of ex-post evaluation. At the time of ex-ante evaluation, the Cebu Bus Rapid Transit (BRT) Project, funded by the World Bank, was to be implemented by Cebu-city. This project needed to consider the coordination with the Cebu BRT project. Though his project has been committed prior to the conduct of this Master Plan study but has been put on-hold due to various political reasons. To date, the DOTr has continued with the implementation of BRT and is now undergoing procurement for various contract packages. This Master Plan study recommended the implementation of Cebu BRT in the short-term action plan.

<Evaluation Result>

In light of the above, the coherence of the project is ③.

[Evaluation Result of Relevance/Coherence]

In the light above, the relevance/coherence of the project is ③.

2 Effectiveness/Impact

Note: Although the approval of the NEDA Committee was required under "Indicator 1" at the time of the ex-ante evaluation, it was later found that this approval was not required, and the evaluation judgement was therefore deemed unverifiable.

<Status of Achievement for the Objectives at the Time of Project Completion>

The following outputs were expected: (1) Comprehensive urban transport master plan for Metro Cebu, including, among others, urban traffic policy, traffic management & control, intersection improvement and so on; (2) List of prioritized projects based on Metro Cebu Roadmap and other related policies/plans; (3) Pre-feasibility study (Pre-F/S) of priority projects identified during the study; (4) Implementation of pilot projects selected from the priority projects; (5) Capacity Development for relevant groups and agencies to formulate and implement urban transport master plan and coordinate among stakeholders. The outputs (1)-(4) mentioned above were produced as planned. Output 5 was partially produced as planned. Capacity development activities were conducted through (i) seminars and workshops in Metro Cebu, (ii) implementation of two pilot projects, and (iii) a study visit to Japan. Training/capacity building was carried out but expected results were not fully realized (in terms of participation rate although no specific target had been indicated prior to implementation).

< Utilization Status of the Proposed Plan at the Time of Ex-post Evaluation>

The proposed plan has been almost utilized as planned by the time of ex-post evaluation. The Master Plan has somehow been utilized by the Government of the Philippines as the guiding documents for the preparation/implementation of identified priority/short-term projects. However, NEDA Cabinet Committee has not approved it yet. NEDA Infrastructure Committee (Infracom) Technical Board discussed the Master Plan study for Philippine Government's approval on September 17, 2019. During this meeting, issues/comments on priority projects, implementation timeliness, and implementation mechanism were raised by NEDA. However, the NEDA Infrastructure Committee noted that due to the impact of COVID-19 in 2019, there is a need to confirm whether or not infrastructure project priorities need to be reviewed, and no further discussion on this Master Plan has taken place since then in light of the COVID-19. In addition, the approval of the NEDA Ministerial Committee is not necessarily required for specific sector master plans such as this Urban Transportation Master Plan, and discussions may only be conducted by the NEDA Infrastructure Committee.

The Master Plan proposed 23 priority projects under the categories of "Road & Bridge", "UMRT", "Public Transport", "Traffic Management", and "Institution/Others", to be commence by 2022. Among them, 5 projects under traffic management can be classified to one project considering that the nature is the same and their scales are relatively small. After this reclassification, 15 projects out of 19 were on-going at the time of ex-post evaluation, at the stage of feasibility study, detailed design, implementation, or operation, etc. Delay in part of the Master Plan can also be attributed to financial constraints of the Government due to COVID-19. Among the selected priority projects, the Government of the Philippine requested JICA for assistance to conduct feasibility study for the Cebu-Mactan Bridge (4th bridge) and Coastal Road Construction Project. The feasibility study was completed in September 2019 and at the time of ex-post evaluation, JICA has been assisting the Government of the Philippine in implementing the aforementioned project by providing ODA loan.

Status of Achievement of Utilization Status of the Proposed Plan and Expected Goals through the Proposed Plan

Aim	Indicators	Results	Source
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¹ ④ : very high, ③ : high, ② : moderately low, ① : low * To be the same afterwards.

² Source: MOFA, ODA Data book 2017

Utilization Status of the Proposed Plan	1. Government approval of the urban transportation master plan that has been developed	Status of Utilization: Unverifiable (Ex-post Evaluation) • The Master Plan has somehow been utilized by the Government of the Philippines as the guiding documents for the preparation/implementation of identified priority/short-term projects, but the NEDA Cabinet Committee has not approved it yet. However, since the approval of the NEDA Committee was not necessarily required, it is judged as unverifiable.	DOTr, NEDA
	2. The number of projects for which the master plan has been reflected in investment plans by the DOTr, DPWH, or other relevant agencies, or has led to project planning and preparation	Status of Utilization: Mostly utilized (Ex-post Evaluation) • 15 projects out of 19 were on-going at the time of ex-post evaluation, at the stage of feasibility study, detailed design, implementation, or operation, etc.	DOTr, NEDA

<Status of Achievement for Expected Goals through the Proposed Plan at the Time of Ex-post Evaluation>

The expected goals through the proposed plan have not been achieved at the time of ex-post evaluation since most proposed projects under the Master Plan are related to transportation which takes long time for the implementation. The expected goal is achievable with the implementation of identified projects under the Master Plan. However, since most are in pre-implementation or ongoing implementation stage, the ultimate goal of enhancing traffic and urban transportation condition is yet to be realized.

<Other Impacts at the Time of Ex-post Evaluation>

Negative impacts on the natural environment at the implementation stage are expected, but can be mitigated with appropriate measures in place. The impact of each project identified by the Master Plan on the environment must be studied further to capture better picture as the master plan covers preliminary assessment on environmental impact.

Land acquisition and resettlement are also expected in the implementation stage. For Cebu BRT project, there is a need to widen the roads to accommodate a minimum of 6-lanes, bus station, bike lanes and sidewalks. Considering that Cebu City has mostly narrow roads, impact of Right of Way (ROW) acquisition is severe. However, it is anticipated that negative impact from the land acquisition and resettlement will be mitigated given that due compensation will be provided to those projects affected people as prescribed by Philippine laws, and it will be also in consideration of Development Partners policies regarding social consideration as well as Philippine laws in the case that development partners support project.

Positive impacts are expected once the projects identified are implemented particularly on enhancing the wellbeing of people in Metro Cebu as they will be provided with better transportation, thus, resulting to greater economic activities and better delivery of social services.

<Evaluation Result>

In light of the above, the effectiveness/impact of the project is ③.

3 Efficiency

The project cost slightly exceeded the plan (the ratio against the plan:103%) and the project period exceeded the plan (the ratio against the plan: 131%). Because of combined factor, the project cost and the project period exceeded the plan. Outputs were produced as planned.

In the light above, the efficiency of the project is ②.

4 Sustainability

<Policy Aspect>

At the time of ex-post evaluation, there was no policy, plan or program prescribing the implementation of the Master Plan as this was yet to be approved for adoption by NEDA Infracom Cabinet Committee. It is uncertain when the official approval will be acquired. Nonetheless, approval process for Philippine Government's adoption of Master Plan has started.

< Institutional/Organizational Aspect>

For the project implementation, the project office for specific project, such as the Cebu BRT project implementation unit and BRT national program management office have been structured for supervising the project while there has been no organizational structure/setting in DOTr that oversees the overall progress of implementation of the projects developed by the developed Master Plan.

As for the number of staff for projects being implemented by DOTr, they are currently understaffed so there have been continuous hiring in the Department. For projects being implemented by DPWH, there has been sufficient staff to oversee the implementation of projects as they have enough regular employees and in case they need more, they are authorized by Department of Budget and Management (DBM) to hire contractual basis staff.

As the Master Plan involves various agencies it was expected that a coordination mechanism or network among agencies was established for implementation of the plan developed by the project. At the time of ex-post evaluation, no such mechanism was established. However, each implementing agency ensures coordination among stakeholders through conducting consultation meetings and regular coordination with LGUs. For example, this setup has been applied in the implementation of Cebu BRT and Cebu-Mactan Bridge (4th bridge) and Coastal Road Construction Project.

<Technical Aspect>

Trainings/workshops were conducted during the project period, and DOTR delivers the same trainings/workshops focusing on only transport planning and traffic management under PUV-MP (Public utility vehicle modernization program).

<Financial Aspect>

Financing/Government budget has been secured for projects under the feasibility study/detailed design/implementation.

<Environmental and Social Aspect>

The countermeasures against risks in environmental and social aspects will be monitored per project during its implementation. Projects assisted by development partners have prescribed mechanism following environmental and social consideration policies to ensure that risks are mitigated and addressed properly. In addition, Philippine laws are present which ensures that there will be no adverse effect on environmental and social aspect brought by the implementation of projects.

<Evaluation Result>

In light of the above, some problems have been observed in terms of the policy and institutional/organizational aspects of the

implementing agency. Therefore, the sustainability of the project effects is ②.

5 Summary of the Evaluation

The project prepared the transport Master Plan for Metro Cebu. After the project completion, the proposed plan has been almost utilized as planned. As for the sustainability, some problems have been observed in terms of the policy, institutional/organizational and technical aspects. As for the efficiency, both project cost and project period exceeded the plan.

Considering all of the above points, this project is evaluated to be satisfactory.

III. Non-score Items

Adaption and Contribution:

During the project period, JICA regularly communicated with implementing agency for smooth implementation of the project; address any issues, inquiries, or requests that may arise during the implementation. Through regular meeting with implementing agencies and instant message application, JICA has been in close communication with the implementing agency and other related Government agencies to ensure smooth implementation of the project.

Additionality and Creative Values:

The project introduced the Transit-Oriented Development (TOD) and “walkable cities”, which included street in the design of roads; LGUs envisioning to create their cities “walkable” or pro-pedestrians. TOD is one of the strengths of Japan. Many people can access to the public transportation by walking or cycling in accordance with the TOD concept. Therefore, Japanese strengths such as walkability and pro-pedestrians are utilized in this project.

IV. Recommendations & Lessons Learned

Recommendations for Implementing Agency:

Currently, the sustainability of the Metro Cebu Urban Transportation Master Plan (MCUTMP) is unclear. DOTr as the main counterpart agency of JICA for this project should ensure that appropriate measures are in place such as creation of organizational structure and formulation of plans/policies within the Department to ensure the plan is realized so that traffic and urban transportation condition in Metro Cebu is ultimately enhanced. In addition, to ensure the sustainability of the Master Plan, it is important that DOTr provide additional personnel on permanent employment status to implement projects to be formulated through the MCUTMP, considering that most of its employees are contract-based personnel.

Lessons Learned for JICA:

Sustainability of Master Plan is uncertain/unclear as the counterpart agency did not establish the institutional mechanism to ensure the sustainability of outputs developed under this Master Plan study while many projects proposed by the Master Plan have been implemented. For master plan studies, it would be more effective to establish during the project implementation the institutional mechanism that will be standing even after the project. In order to enhance the efficiency and sustainability, it would be recommended to promote the involvement of a planning and oversight agency like NEDA, such as 1) active participation to Joint Coordination Committee or Steering Committee, 2) providing feedbacks to the Masterplan, 3) bilateral consultation between executing agency and a planning and oversight agency accordingly, to be a member of the institutional mechanism, especially if the master plan would identify or coordinate with projects that are outside the jurisdiction of that specific agency which leads the preparation of the master plan.