

Country Name	Davao City Infrastructure Development Plan and Capacity Building Project
Republic of the Philippines	

I. Project Outline

Background	<p>Urban development planning in the Philippines has been carried out by local governments units (LGUs). The roles of the national government in supporting local governments were stipulated in the government policy promulgated in March 2007 (Joint Memorandum Circular No. 1 Series of 2007 “Guidelines on the Harmonization of Local Planning, Investment Programming, Revenue Administration, Budgeting and Expenditure Management”: JMC). The JMC states that urban development plans must be technically and fiscally consistent with regional and national development plans, and the National Economic and Development Authority (NEDA) is among the oversight agencies mandated to support the LGUs in harmonizing and preparing consistent plans. However, there is often a lack of consistency between urban development plans and their parent development plans, and there is also a lack of consistency in the investment policies of the national government and the LGUs. As a result, urban infrastructure development has not been smooth.</p> <p>Rapid urbanization has led to traffic congestion and increased vulnerability to disasters in Davao City. The Comprehensive Land Use Plan (CLUP) of Davao City was approved by its City Council, but a concrete urban infrastructure development plan had not yet been formulated. Therefore, an appropriate urban infrastructure development plan including economic, social, and environmental aspects based on a range of possible future scenarios, needed to be formulated before urban problems worsened.</p>								
Objectives of the Project	<p>The project aims to formulate urban infrastructure development plan of Davao City (the Master Plan), thereby contributing to the effective planning and development of urban infrastructure in the city, and to strengthening the capacity of NEDA and Davao City to coordinate, formulate, evaluate, and implement urban development plans in the city.</p> <p>1. Expected Goals through the proposed plan¹: The urban infrastructure development plan for Davao City, which will be formulated under the Project, will be used to guide the infrastructure development of the City, which will ultimately improve the City's competitiveness, security from disasters, and general urban condition of Davao City, etc.</p>								
Activities of the project	<p>1. Project site: Davao City 2. Main activities: (a) Urban infrastructure development plan for Davao City, including roads, transport, water supply, sewage, waste management, and disaster prevention, will be formulated with the target year 2022 in the short-term and 2045 for the long-term. (b) A list of priority projects is proposed from the urban infrastructure development plan (c) Capacity building activities, such as on-the-job trainings (OJT) and training workshops, to enhance the capacity of NEDA in planning, guiding, evaluating, and coordinating an urban infrastructure development plan (d) Capacity Building activities, such as OJT and training workshops, to enhance the capacity of the City Government of Davao in urban infrastructure development planning</p> <p>3. Inputs (to carry out above activities) (to be confirmed during the ex-post evaluation survey)</p> <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) Mission members: 19 persons</td> <td>1) Staff allocated: no specific number while many staff of Davao City, NEDA and NEDA Regional Office-XI was assigned to the project, according to the Interview.</td> </tr> <tr> <td>2) Trainees received: 24 persons</td> <td></td> </tr> </table>			Japanese Side	Philippine Side	1) Mission members: 19 persons	1) Staff allocated: no specific number while many staff of Davao City, NEDA and NEDA Regional Office-XI was assigned to the project, according to the Interview.	2) Trainees received: 24 persons	
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Project Period	(ex-ante) January 2017-March 2018 (15 months) (actual) January 2017-July 2018 (18 months)	Project Cost	(ex-ante) 270 million yen, (actual) 313 million yen						
Implementing Agency	National Economic and Development Authority (NEDA), NEDA Regional Office -XI (NEDA XI) City Government of Davao								
Cooperation Agency in Japan	ALMEC Corporation, Oriental Consultants Global Co., Ltd., and EX Research Institute Ltd.								

II. Result of the Evaluation

1 Relevance/Coherence

¹ The degree of achievement of expected goals is not to be assessed in principle at the time of ex-post evaluation, since it is defined as the medium-to-long-term goals which will be attained as a result of crystallizing the proposed plan (“output” of the project).

[Relevance]

<Consistency with the Development Policy of the Philippines at the Time of Ex-Ante Evaluation >

The project was consistent with the development policy of the Philippines at the time of ex-ante evaluation. The “Philippine Development Plan 2011-2016”, recognized that inadequate infrastructure was hampering the country's economic growth, emphasized the importance of ensuring quality during the infrastructure planning stage. It also recognized the need to strengthen the capacity of national government agencies, including NEDA, and LGUs, such as Davao City, to ensure efficient and effective implementation of infrastructure development.

<Consistency with the Development Needs of the Philippines at the Time of Ex-Ante Evaluation >

The project was consistent with the development needs of the Philippines at the time of ex-ante evaluation. As mentioned above, rapid urbanization in Davao City led to traffic congestion and increased vulnerability to disasters. The CLUP of Davao City was approved by its City Council but a concrete urban infrastructure development plan had not yet been formulated.

<Appropriateness of Project Design/Approach>

The project design/approach was appropriate.

The impacts of the prioritized projects are intended for the entire community in Davao City and all vulnerable sectors were considered, such as farmers, informal settlers living in danger zones, students, public utility drivers (such as traditional jeepney drivers), among others.

The study involved several activities (such as capacity-building sessions and other workshops) in which representatives from concerned agencies and sectors participated and provided their inputs. The implementation of the priority projects was based on the strategies identified in each project’s Resettlement Action Plan (RAP) or Social Development Plan (SDP). Changes in design and scope of work during project implementation were also enforced in cases where social or environmental issues arose.

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 ③².

[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” was one of the priority areas in the "Country Assistance Policy for the Republic of the Philippines" (2012), and infrastructure development centered on the Greater Tokyo Area was included."

<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 Davao Public Transport Modernization Project will be funded by the Asian Development Bank (ADB). Traffic Control Center proposed under the Master Plan is considered part of this project. The Davao Public Transport Modernization Project is now in the early stage of implementation. As for the actual coordination with the ADB project, JICA was invited in the kick-off meeting of the ADB Davao Public Transport Modernization Project while several workshops of this study also had ADB project representatives during the course of the study.

<Evaluation Result>

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

[Evaluation Result of Relevance/Coherence]

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

2 Effectiveness/Impact

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

The expected outputs were: (1) Urban infrastructure development plan for Davao City, including roads, transport, water supply, sewage, waste management, and disaster prevention, will be formulated with the target year of 2022 in the short-term and 2045 in the long-term. (2) A list of priority projects is proposed from the urban infrastructure development plan. (3) Capacity building activities, such as on-the-job training (OJT) and training workshops, to enhance the capacity of NEDA in planning, guiding, evaluating, and coordinating an urban infrastructure development plan and (4) Capacity building activities, such as OJT and training workshops, to enhance the capacity of the City Government of Davao in urban infrastructure development planning.

All outputs mentioned above were produced as planned. As for Output 1 and 2, an urban infrastructure development plan for Davao City was formulated, and priority projects were proposed. As for Output 3 and 4, (i) 10 sector-focused capacity building activities (342 participants from NEDA and Davao City in total), (ii) two large-scale workshops were convened for delivering interim reports (total of 380 participants from NEDA, Davao City and other related organizations), and (iii) two invitation programs to Japan to acquire necessary knowledge and awareness about urban infrastructure development in Japan (total of 24 participants from NEDA and Davao) were conducted. These activities contributed to strengthening the capacity and competence of the NEDA Regional Office and Davao City in infrastructure planning and increased their confidence in the overall development and management of the infrastructure sector in Davao City.

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

The proposed plan has been almost utilized as expected by the time of ex-post evaluation. The Master Plan has somehow been utilized by the Government of the Philippines.

The project proposed 23 infrastructure projects as short-term priority projects (project completion by 2022) – out of the 23 projects, 18 projects have been in various stages of planning / implementation while only 5 projects were reported as “no progress”. Among the projects that have progressed are the Davao City Bypass Road, Davao City Coastal Road, Public Transport Modernization, Improvement of Sasa Port Facilities and Equipment, Installation and operation of Septage Plants, Davao Food Complex, and so on. For projects with “no progress”, this can be attributed to various reasons such as changes in priorities of the agency, emergence of similar or related projects, or lack of ownership as a priority project of the concerned agency.

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

The Master Plan has been endorsed by the Davao City Government through the issuance of a Resolution recognizing the plan. In addition, the Master Plan served as a reference document in the recent update of Davao City's CLUP and Comprehensive Development Plan (CDP) (Proposed programs/projects/activities (PPAs) of the plan were included in the preparation of 2019-2028 CLUP and the update of 2023-2028 CDP of the city.)

<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. The Master Plan has been a key reference document for the review of all proposed major infrastructure projects to be implemented in Davao City and to an extent, the broader Metro Davao Region. It has contributed to the formulation of urban infrastructure development plan for the City.

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

No negative impacts on the natural environment have been observed.

For the projects identified in the Master Plan that were implemented later on, there were project affected persons (PAPs) along the alignment for the ongoing road projects. The number of PAPs varied per project. Right of Way (ROW) acquisition procedures of DPWH were enforced and RAPs were implemented for the road projects.

When implementing projects within existing urban areas, it is expected that different plans and interests will come into play, and therefore, negative impacts cannot be completely avoided, especially in the aspects of ROW (e.g. to impact on properties of farmers and other landowners), transport modernization (e.g. to loss of jobs by traditional jeepney drivers), and so on. However, countermeasures have been taken, such as ensuring proper compensation and resettlement for PAPs in infrastructure projects, and alternative livelihoods for those whose income generating activities to be affected. These are necessary components in the implementation of projects.

<Evaluation Result>

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

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

Aim	Indicators	Results	Source
Utilization Status of the Proposed Plan	Number of projects that led to investment plans in line with the formulated urban infrastructure development plan, or projects that proceeded to project planning, preparation, and implementation (projects by the relevant central government and Davao City).	Status of utilization: Mostly utilized as planned. (Ex-post evaluation) The project proposed 23 infrastructure project as short-term priority projects (project completion by 2022) – out of the 23 projects, 18 projects have been in various stages of planning / implementation while only 5 projects were reported as “no progress”. In addition, several of the priority projects identified as medium-term and long-term projects have also made some level of progress.	NEDA XI and City Government of Davao

3 Efficiency

Both the project cost and project period slightly exceeded the plan (the ratio against the plan:116%, 120%). 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 ③.

4 Sustainability

<Policy Aspect>

The Master Plan has been used as a key reference for the “Davao Region Development Plan 2017-2022” and the succeeding term’s plan (2023-2028).

< Institutional/Organizational Aspect>

The organizational structure (Regional Development Council, with NEDA XI serving as the Secretariat), has been officially mandated, well-established and fully functioning body that reviews and advocates for the implementation of the Master Plan. Davao City LGU has been also represented in such body. In addition, the NEDA XI has designated the Project Monitoring and Evaluation Division (PMED) to advocate and monitor the implementation of the Master Plan.

The implementation of the various projects in the plan has been coordinated and monitored by the Regional Development Council (RDC) XI, Davao City, the City’s Project Monitoring Committee, and the Infrastructure Monitoring and Advisory Group (IMAG) of the Davao City Government.

At the time of project completion, the project recommended the institutional arrangement to coordinate, monitor and evaluate the implementation of the plan. Monitoring and evaluation of the short-term targets by the NEDA XI and Davao City per the Plan-Do-Check-Action (PDCA) cycle methodology will be set in 2023.

In terms of staffing, NEDA XI have sufficient staff under the PMED to support further implementation of the Master Plan. The PMED has 7 staff. The number of staff is considered sufficient. For the City Government of Davao, there are about 30 staff from different departments which have participated and will continue to participate in the Master Plan.

<Technical Aspect>

According to the implementing agencies, the staff who were involved in the development planning project have been able to maintain the necessary skills and knowledge through their day-to-day works and by attending subsequent trainings available; however, this information is based on anecdotal evidence from supervisors in the agencies. There is no recorded data or assessment to measure the retention of knowledge by the staff.

<Financial Aspect>

Some projects have secured funding either from the National Government (e.g. DPWH) or LGUs (e.g. Davao City) while others have been proposed for funding under the same sources or via ODA or Public Private Partnership (PPP). Though the projects have been in various stages of implementation, it can be said that the responsible organizations have been committed to pursue a number of the priority projects listed under short-, medium- and long-terms.

<Environmental and Social Aspect>

There are risks related to environmental and social aspects of projects implemented; however, countermeasures such as those indicated in official documents (e.g. Environmental Compliance Certificates (ECCs) and RAP have been in place.

Davao City needs to address issues of resettlement, particularly of the informal settlers. The city government has established the IMAG, which requires all affected barangays to be part of the IMAG in addressing issues on ROW and informal settlers during project implementation.

Risks related to natural environmental have been monitored through the approved ECCs of the approved projects and the Multi-Partite Monitoring Teams (MMT) established for the projects.

<Evaluation Result>

In light of the above, slight problems have been observed in terms of the technical aspect of the implementing agency. Therefore, the sustainability of the project effects is ③.

5 Summary of the Evaluation

The project formulated Urban infrastructure development plan for Davao City. After the project completion, the priority projects identified under the project have been mostly utilized as planned. Considering all of the above points, this project is evaluated to be highly satisfactory.

III. Non-score Items

Additionality and Creative Values:

1. Japan's knowledge and experiences: Programmatic approach to the Master Plan implementation by categorizing into short-, medium- and long-term priorities resulted in identification of projects in a phased manner, rather than producing a single list of projects for implementation.

2. Co-creation (Collection of knowledge and resource): The development planning project introduced similar successful projects in Japan as reference for possibilities in the local context. As a result, appropriate priority projects in Davao City were identified, such as the Davao City Traffic Control Center which could be patterned after the Tokyo Traffic Control Center, the proposed wastewater management systems that can be adopted from the Ochiai Sewage Plant in Tokyo, the development of the Davao River which can take inspiration from the Murasaki River in Kitakyushu City.

IV. Recommendations & Lessons Learned

Recommendations for Implementing Agency:

The management levels of NEDA XI and the City Government of Davao are recommended to sustain the capacity-building efforts for the staff of NEDA XI and the City Government of Davao to ensure the retention of skills and knowledge acquired through the project by preparing a programmatic approach to capacity-building for the continued monitoring and implementation of the Master Plan.

Lessons Learned for JICA:

Some of the priority projects identified under the development planning project had not progressed at the time of ex-post evaluation. As there is a list of the priority projects identified in the Master Plan with various agencies involved, continuous efforts are recommended so that all implementing agencies / project proponents can have full ownership of the projects identified to pursue the progress, thereby also realizing, as much as possible, the successful execution of master plans. JICA staff (both from the Head Office and Overseas Offices) should have reached out to all involved agencies in the master plan prepared by the development planning project in a proactive manner, in addition to the main counterparts of the project / study, to confirm their commitment and ownership of the priority projects identified. This will help to reduce the number of the priority projects with no progress under the master plan. This applies to Technical Cooperation for Development Planning projects.