Project Performance Report
Phase 1

Mindanao Trust Fund - Reconstruction and Development Program

Submitted to the MTF Secretariat, World Bank
by
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Executive Summary

The Mindanao Trust Fund-Reconstruction and Development Program (MTF-RDP) has endeavored to support post-conflict reconstruction and development in the Southern Philippines through small-scale, community driven projects, working with local organizations and stakeholder groups under the assumption that participatory and value-guided efforts to involve local community members in their own development projects will assist in sustaining conflict-mitigation and peace-building at the local level.

This report examines the effect the MTF-RDP community driven infrastructure projects, and specifically BDA's role therein, have had on communities, their relationship with one another, and their relationship with their LGU's under Phase 1 of the Program. This is done in the context of the MTF-RDP Result Framework's Intermediate Outcomes, using data from three surveys fielded in April to May 2009, eight small Case Studies, and an Organizational Review of the BDA.

Box 1: MTF-RDP Objectives

MTF-RDP Program Development Outcome

Communities of conflict-affected areas, internally displaced people, and rebel returnees benefit from visible restoration of some basic services of their choice and sustained by more accountable Local Government Units (LGUs).

Intermediate Objectives of the MTF-RDP

- *Communities of conflict-affected areas, internally displaced people, and rebel returnees have satisfactorily decided on, planned and implemented sub-projects of their choice.*
- *LGU capacity is improved for project planning, resolving conflicts, project implementation and seeking resources for subprojects in conflict-affected communities.*
- *Local implementing partners, including the Bangsamoro Development Agency (BDA), have achieved sufficient management capacity to work with local government units (LGUs) and local development groups in reconstruction & development activities.*

It should be noted that because a comprehensive peace agreement between the Moro Islamic Liberation Front and the Government of the Philippines has yet to be signed, the Program is still its first Phase.[1] During this Phase, the Program has emphasized the third of these Intermediate Objectives, preparing local implementing partners to play a central role when the activities are scaled up during Phase 2. This more limited scope of activities during Phase 1 notwithstanding, the MTF-RDP, through learning-by-doing capacity-building, has made demonstrated progress toward the first Intermediate Objectives, delivering community-chosen public services to the barangays, and laid the

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[1] During the conduct of this evaluation, there were on-going discussions among participating donors, government and Mindanao stakeholders to remove the phasing from MTF so that it can focus on peace and development efforts regardless of a signed peace agreement document.

foundation for achieving the second Intermediate Objective. Moreover, the process of planning and carrying-out these projects has had a positive effect on the social cohesion and community spiritedness of the barangays who implemented them, according to members of those communities. The benefits of these projects, including the process of working on them and once completed, is noted relatively equally by both male and female members of the communities. The conclusions, mainly based on the survey data, are also borne out by case studies. Participants in focus group discussions independently and consistently indicated that working through the implementation of these projects had brought their community closer together and/or made working together on other issues and projects easier.

Sustaining a peaceful environment requires that people work towards this end and that they have the opportunity to cultivate a trusting relationship. The process of starting and implementing a CDD project appears to provide one such opportunity for community members to work and solve common problems together. For example, focus group participants in a case study reported that the project at least partially addressed the root of the conflict because it promoted better understanding, cooperation and a sense of closeness among citizens. In another case study, focus group participants reported, nine months after project completion, that the Muslims, Christians, and Indigenous People were united and sustained a good relationship. And in another case study, focus group participants also noted that internal community relations had improved, including between Christians and Muslims.

The Community-driven development (CDD) projects appear to have improved the working relationship between communities and their LGUs. LGU survey responses show that, according to LGU staff, the CDD approach has led to an increased willingness of communities to work with their LGUs. The community surveys yield similar data, with more than three-fourths of community respondents indicating an above average increase in confidence that their LGU could assist their community.

In terms of the BDA's management capacity and ability to work with local development groups and LGUs, information from the surveys, Organizational Review and case studies show that much progress has been made over the last year, while pointing to a few areas for further emphasis. The BDA has received extensive technical assistance and this has improved their organizational procedures and policies. Some policies, such as Human Resources Policies on hiring and resolution of staff conflict, require a more focused implementation. The technical assistance is also apparent in that BDA staff assessed themselves to have improved in a variety of skills relevant to their work. Perhaps the best indication of BDA's incorporation of the training is the community survey responses on BDA's role in the CDD projects. A majority of community respondents indicated that the BDA was able to provide them training and to organize people in the community.

While there seems to have been some progress on BDA's ability to engage the LGU's as far as the signing of Memoranda of Agreement, there cannot be said to be a smooth working relationship as yet. This is an area for improvement in Phase 2 of the Program.

Taken together, the progress toward these three Intermediate Objectives would indicate that the MTF-RDP is making incremental but very clear progress toward its Program Development Outcome. Conflict-affected communities that have been project beneficiaries certainly see restoration of a basic service of their choosing and there is evidence from the community and LGU surveys that these projects are leading to better communication between communities and their LGUs which is a very important first step toward greater accountability.

Recommendations

Continue to engage communities through the community driven development approach

The CDD approach has been a successful method for implementing community prioritized and managed sub-projects that communities deemed most necessary in their barangays. Beyond this immediate goal, however, the CDD approach has proven to have a social value. Both the survey data and case studies indicate that community members have made substantial strides toward working with various members of their communities – members with whom they may not have otherwise been inclined to cooperate. By both measures, the CDD approach is furthering the goals of the MTF-RDP.

Consider expanding the set of implementing partners

Trust between the implementing partner and the targeted community was and is an essential step in the CDD process. Based on the eight barangays examined for the Case Studies, this was always a challenge, but always a *sine qua non* for the project to move forward. Engaging a local implementing partner to enter communities and build this necessary trust to begin a CDD project remains a good strategy. As the MTF-RDP Secretariat considers the scaling-up of activities, expanding the number of implementing partners with whom the MTF-RDP works to organize and manage the CDD projects will allow for more rapid program development. Additionally, inviting more groups to carry out project management activities may add new perspectives and techniques that may prove advantageous.

Ensure continued interaction and technical support to People's Organizations

One of the most valuable outcomes of the program so far has been the standing up of committed People's Organizations in the project barangays. The continued engagement of these citizens' organizations in capacity building trainings and further projects will build on good work already accomplished and help sustain the improved social relations in communities.

Site selection criteria can be further refined

The project has a set of agreed criteria for selecting of project sites. However, a clear process for site selection has not yet been systematically applied. This poses a potential risk of alienating areas or sections of the population of Mindanao over the long term. A policy of including LGUs in the decision of which barangays are

identified as project sites has been laid out; attention to ensuring this policy is adhered to will benefit the Program in the long term. Moreover, augmenting the current stated system of site selection with more clearly defined criteria, such as population size, distance from the highway, distance from a clean water source, etc., should be considered. As the Program scales up, ensuring that it has the support of the population at large will be important and such a clear system of site selection will increase the likelihood of general support for and trust in the Program.

Provide guidance points to community for subproject selection

Participatory community determination of priority projects is a key principle of the CDD approach which increases ownership and therefore sustainability of the projects. This notwithstanding, some guidance on discussion points for the determination of the best project for a particular barangay may help ensure that the project most beneficial to the majority of the barangay is chosen.

Continue to engage LGU's beyond the signing of the Memoranda of Agreement

Engaging barangay and municipal LGUs in technical and financial support of the projects will not only help encourage sustainability of the projects, but is essential to increasing cooperation between communities and their local government. This is an important goal of the MTF-RDP but the potential gains in terms of building trust between communities and government have yet to be fully achieved, especially in Phase 2 of the Program. Seeking technical support, especially where financial support is unavailable, from LGUs should be a priority whenever possible. Another channel to more meaningfully engage LGUs is more in-depth discussions on site selection between the implementing partner and the LGUs. These are not only opportunities to hear LGU opinions, but also to advertise what benefit these projects can bring and to build support among LGUs for the projects. Building support at this very initial stage will most likely yield dividends as project implementation moves forward.

ACRONYMS AND ABBREVIATIONS

AFP	Armed Forces of the Philippines
AusAID	Australian Agency for International Development
B/MLGU	Bangsamoro/ Municipal Local Governance Unit
BAMA	Bangsamoro Army
BDA	Bangsamoro Development Agency
BDC	Bangsamoro Development Council
BIAF	Bangsamoro Islamic Armed Forces
BNB	Botica ng Barangay
CBDP	Comprehensive Bangsamoro Development Plan
CBI	Community-based infrastructure
CDD	Community driven development
CENTIPEDE	Catalyst of Enlightenment and Technological Initiatives for Peace and Development
CIDA	Canadian International Development Agency
CIP	Community Investment Planning
CLC	Community Livelihood Center
CMEO	Central monitoring and evaluation officer
CMO	Central management office
EC	European Commission
FAA	Finance and administrative assistant
GGP	Grassroots Grants Project
GRP	Government of the Republic of the Philippines
IBS	Institute of Bangsamoro Studies
IDP	Internally displaced people
IR	Intermediate indicator
JICA	Japan International Cooperation Agency
LGU	Local government unit
LLFS	Learning, livelihood and food sufficiency
M&E	Monitoring and evaluation
MAPAD	Mindanao Action for Peace and Development
MDF	Municipal development facilitator
MILF	Moro Islamic Liberation Front
MNLF	Moro National Liberation Front
MOA	Memorandum of agreement
MTF	Mindanao Trust Fund
MTF-RDP	Mindanao Trust Fund - Reconstruction and Development Program
NGO	Non-governmental organization
NPA	New People's Army
NZAID	New Zealand Agency for International Development
PEC	Procurement and Evaluation Committee
PO	People's Organization
PPA	Program partnership agreement

RDP	Reconstruction and Development Program
RF	Results framework
RM	Regional managers
RMEO	Regional monitoring and evaluation officer
RMO	Regional management office
SERD-CAAM	Socio-Economic Research and Development in Conflict Affected Areas in Mindanao
SIDA	Swedish International Development Cooperation Agency
SUKOR	Strongly United Koronadal Proper Organization
TAS	Technical assistance specialist
USAID	United States Agency for International Development
WB	World Bank
WFP	Work and financial plan

Project Performance Report
Phase 1

Mindanao Trust Fund - Reconstruction and Development Program

1. INTRODUCTION AND PROGRAM BACKGROUND

In order to aid in the results-based management of the Mindanao Trust Fund - Reconstruction and Development Program, Social Impact (SI) was contracted by the World Bank/MTF-Secretariat to review and enhance the Monitoring and Evaluation (M&E) system, to build the M&E capacity of implementing partners, and to conduct interim beneficiary surveys to check progress along the way. This report represents the final performance report on the MTF-RDP Phase 1 including a synthesis of the findings of SI's work over the contract period, drawing principally on the second series of beneficiary surveys, eight case studies, and an Organizational Review of the MTF-RDP's implementing partner, the Bangsamoro Development Agency. As the MTF Secretariat contemplates scaling up of activities under the MTF-RDP, this report will provide findings on how the projects so far implemented have affected the target population and the extent to which the implementing partner is positioned to scale-up.

Program Background

The Philippine's southern grouping of islands, Mindanao, is home to around 20 million people, roughly a quarter of the population of the Philippines. While Mindanao currently accounts for about a fifth of the country's gross domestic product (GDP), decades of conflict between the government of the Philippines and Muslim separatist groups, such as the Moro Islamic Liberation Front, have prevented the full realization of the region's potential. The conflict has destroyed infrastructure, displaced civilians, deferred development, and fostered a lack of trust among people as well as between citizens and government authorities. [2] Potential economic and social development in Mindanao will remain elusive until a lasting peace is attained.

To support the efforts of the Moro Islamic Liberation Front (MILF) and the Government of the Republic of the Philippines (GRP) to work towards a peace treaty, the World Bank (WB) and other donors, including Australia (AusAID), Canada (CIDA), New Zealand (NZAID), United States (USAID), Sweden (SIDA), and the European Union (EC), among others, have set up the Mindanao Trust Fund (MTF) Facility. From this multi-donor trust fund, the Mindanao Trust Fund for Reconstruction and Development Program (MTF-RDP) emerged, a program focused on providing capacity building and small-scale reconstruction and development projects to areas in Mindanao that suffer from lack of infrastructure, displaced populations, mistrust at the local and institutional levels, and little or no development programming as a result of over 30 years of conflict.

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[2] MTF-RDP Annual Report 2007: 1-2.

The Program Development Outcome of the MTF-RDP is that communities of conflict-affected areas, internally displaced people, and rebel returnees benefit from visible restoration of some basic services of their choice and sustained by more accountable Local Government Units (LGUs). Essential to achieving this outcome is the use of the community-driven development (CDD) approach, involving communities in the selection and execution of their own development projects. By choosing the CDD approach to empower communities to lead their own development, the World Bank and partner donors are enhancing the sustainability of projects supported, as well as encouraging communities to learn to work together toward their mutual goals.

In order to assist the implementation of this program, the Bangsamoro Development Agency (BDA) was selected by the Government of the Philippines and the Moro Islamic Liberation Front to lead and manage rehabilitation efforts in conflict-affected areas in Mindanao.[3] The program is to be carried out in two phases. Phase 1 (prior to the signing of the peace agreement) focuses on capacity building of the BDA, LGUs and other community organizations in CDD and program and financial management. It also includes the prioritization, selection and implementation of a small number of sub-projects using the CDD approach. Phase 2 (subsequent to the signing of the peace agreement) will involve scaling up of implementation of sub-projects, continued capacity building, and a phased transfer of full program management responsibility to implementing partners such as the BDA. Because the peace agreement is yet to be signed, this report focuses on progress toward the Phase 1 goals of building capacity prior to the scaling up of project activity, while using data from the initial projects to make observations relevant to the Phase 2 goal of building up infrastructure.

2. REPORT OBJECTIVES AND METHODOLOGY

2.1 Objective of the Current Report

As the MTF Secretariat prepares for Phase 2, it will be critical to assess the effect of the projects to date on the program barangays and the ability of implementing partners to take on a greater management role. This report presents data germane to these questions by assessing the progress of the MTF-RDP against the Program Development Outcome and Intermediate Outcomes as stated in the Results Framework (see Annex 3), focusing on Intermediate Objective 3 which is the focus of Phase 1. It is rather a synthesis of relevant information from three beneficiary surveys, eight case studies, and an Organizational Review of the MTF-RDP's implementing partner, the Bangsamoro Development Agency.

After a brief explanation of the tools used in this evaluation, section 3 explores the evidence from surveys, case studies and BDA's Organizational Review for progress toward the three Intermediate Outcomes of the Results Framework. A concluding section considers overall trends in the program to date.

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[3] See the MTF-RDP Annual Report 2007: 12.

2.2 Methodology

Three tools have been used to gauge progress toward the Development Outcome and Intermediate Outcomes. The surveys examined the nature of citizens' participation in projects, community member and LGU attitudes toward the projects, and how projects have affected community relations according to community members, LGU staff and BDA staff. Case studies were then employed to understand the causal mechanisms behind the observed changes and patterns, and finally, an Organizational Review of BDA provides a more detailed look at the current management capacity of the organization.

Surveys

The surveys were fielded in April and May/June of this year (2009) and are representative of the entire range of projects that have been implemented by the BDA. Three distinct questionnaires were fielded: one for community beneficiaries, one for members of local government units (LGUs), and one for staff of BDA. The community survey sampled 634 individuals in 35 barangays across six regions, thereby meeting the statistical standard of a .95 confidence level. The LGU survey had responses from 157 individuals, a response rate of 90 percent. And though copies of the BDA questionnaire were given to all BDA staff (43) both in hardcopy and electronically, only 30 questionnaires were returned.[4]

Case Studies

Eight Case Study sites were selected purposively for MTF project type and geographic representation as well as for illustration of trends noted by staff throughout the program. Access to the site and feasibility of interviewing participants was also a factor in site selection. The cases were based on focus group discussions with barangay officials and community members facilitated by the local M&E Advisor. The Case Studies were designed to understand how MTF-supported activities led to various results and outcomes at the community level. In organizing the focus groups the Municipal Development Facilitator (MDF) assigned to the site was asked to identify Project Organization officers and members as well as barangay officials knowledgeable about the MTF sub-project. Please see Annex 1 for the Case Studies.

Organizational Review

The Organizational Review of BDA has been compiled through a desk review of reports, field notes taken during meetings and field visits, interviews with RMO staff during field visits, and informal interviews with staff and former staff over the last 14 months. The review provides an overview of the MTF capacity building activities for BDA and important context for the survey findings related to BDA's capacity. Please see Annex 2 for the Organizational Review.

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[4] See the full survey report, "Perceived Outcomes & Impacts of the Mindanao Trust Fund - Reconstruction and Development Program: Spring 2009 Survey Findings" submitted by Social Impact, Inc. to the World Bank on June 19, 2009 for a more detailed explanation of the methodology, demographic information, and copies of the survey questionnaires.

3. ASSESSMENT OF PROGRESS TOWARD THE INTERMEDIATE OUTCOMES

3.1 Intermediate Outcome 1

"Communities of conflict-affected areas, internally displaced people, and rebel returnees have satisfactorily decided on, planned and implemented sub-projects of their choice."

As stated above, this Intermediate Outcome will become more of a focus in Phase 2, after the signing of the peace agreement. However, in 2007 and 2008, the MTF-RDP began limited sub-project implementation and supported 53 Community Driven Development (CDD) projects, all of which were completed. See Table 1 below:

Table 1: Subprojects Completed

Regiom	Municipality	Barangay	Subprojects
Central Mindanao	10	11	12
Davao	7	7	10
Ranaw	7	8	10
South Mindanao	6	7	8
ZamBaSulTa	5	6	6
ZamboPen	5	6	7
Total	**40**	**45**	**53**

There were four main types of projects supported: the multi-purpose Community and Livelihood Centers, Access Tire Paths, Potable Water Systems, and Solar Driers for agricultural products. By far the most popular choice of project during Program Partnership Agreement 1 was multi-purpose Community and Livelihood Centers, of which there were 29, which provide a communal area for the village to use. These have been used variously for weddings, as classroom, to hold monthly People's Organization meetings, to hold other community meetings such as women's council meetings, and for Arabic lessons among other purposes. Access tire paths and potable water systems were the next most popular type of project, with 8 of each having been chosen, and lastly, 4 solar driers were built. In addition, four other types of projects were chosen by their communities; one coco *pugon* (copra) drier, a communal toilet, a box culvert, and a health center.

The second round of projects, Program Partnership Agreement (PPA) 2, is currently ongoing. There are a total of 37 sites for the proposed CDD sub-projects under the PPA2; additional sites are planned for the reconstruction compoment of the recent internally displaced persons for the current year. Twenty-one of these sites were from the PPA1 which will undergo a second cycle of sub-projects, while sixteen are new sites. See Table 2 below.

Table 2: Number of Sites and Sub-projects per RMO under the CDD Component in PPA2

Region	Cycle	No. of Sites
Central Mindanao	Cycle 2	6
Davao	Cycle 2	4
	Cycle 1	2
Ranaw	Cycle 2	1
	Cycle 1	4
Southern Mindanao	Cycle 2	6
	Cycle 1	2
ZamBaSulTa	Cycle 2	2
	Cycle 1	4
ZamboPen	Cycle 2	2
	Cycle 1	4
Total		37

Source: MTF-RDP 1st Quarterly Report 2009, BDA, page 3

By the end of the first quarter of 2009, participating barangays had identified the following types of projects as their priority: two sites identified electrification projects, ten chose potable water supply systems, two chose to build solar driers and one chose a warehouse, one barangay chose to build a community health center, one chose a community peace center, one chose a trading center, one a 3-unit coco pugon, one chose a 7-unit coco grilles, and one chose to build a tire path. A number of livelihood sub-projects have also been proposed. Some important observations can be made from the projects so far implemented.

Community Members Experience with the CDD Projects

The MTF-RDP community driven projects have by and large been successfully and inclusively completed. The eight Case Studies reveal a common pattern of initial skepticism and doubt among communities being resolved through repeated orientations and trainings. Focus group discussions held in barangays that had participated in MTF-RDP projects showed that projects were chosen by the community through an inclusive process. Difficulties posed by absent technical skills have been similarly overcome through trainings of communities' People's Organizations leading to the successful implementation of a community-chosen infrastructure project.

For example, in barangay Tambongon, when BDA approached the community there was considerable interest but also considerable wariness among the community. Many were concerned that the project was associated with the Bangsamoro. However, no less than seven orientations and trainings took place before the project even began, building trust and support for the project among the community. This trust was won and the projects were implemented with the participation of the community. A focus group of community members that took place about nine months after the completion of the second project revealed several benefits of the CDD process. Focus group participants noted that Christians were also included in the implementation and management of the sub-project

and that the projects had brought the community closer together. More specifically regarding the People's Organization, the focus group participants noted that many people were encouraged to join the PO and that the members cooperated well together. They reported that the PO gained the respect of the community, the confidence of the LGU, and the technical skills to manage development projects (see Annex 1 for more detail).

The themes expressed in this example are reflected in the survey responses. The remainder of this section examines community member's experience with the MTF-RDP, exploring responses to the surveys on how communities were involved in choosing and implementing projects as well as some of the attitudinal changes attributed to the projects.

Community members report that they played a significant role in deciding which projects to implement in their barangays. The community survey asked the question, "How did your community decide on what kind of project should be done?" Of the 598 people responding to this question, 72 percent said projects were decided in discussions at community meetings. When broken down by gender, the data show that 76% of women and 70% of men felt that projects had been decided on in community meetings. Another 15 percent said, "Decisions were made by the People's Organization." Only 3 percent said government (i.e., the LGU) was involved with these decisions. Interestingly, 8 percent of the respondents felt that a "few people" made the decisions for the whole community.

Table 3: Project Selection
(in percentages)

	Men N=349	Women N=245	Total* N=600
Through discussion at the meetings	70	76	72
Local authorities decided	3	3	3
People's Organization decided	17	12	15
A few people from the community decided	9	7	8
I don't know	2	2	2

*Total includes those respondents who did not indicate a gender.

Similarly, responses from community survey to the question "How did your community participate in the project?" indicated high levels of community participation. Most of the communities participated by contributing local labor in their MTF projects (83%). Secondarily, respondents stated the communities provided materials (49%) and local knowledge (55%) regarding the location and construction of the project. Since most of the communities assisted by BDA were relatively low-income, only 30 percent of the community respondents said they provided any kind of financial support and technical equipment (21%) or technical assessments (23%) of the projects constructed. Almost all respondents felt their communities had made some kind of contribution to their local

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project—only one percent said the community had done "nothing." These contributions are listed in Figure 1.

Figure 1: Community Participation in MTF-RDP Subprojects
(in percentage)

N = 617
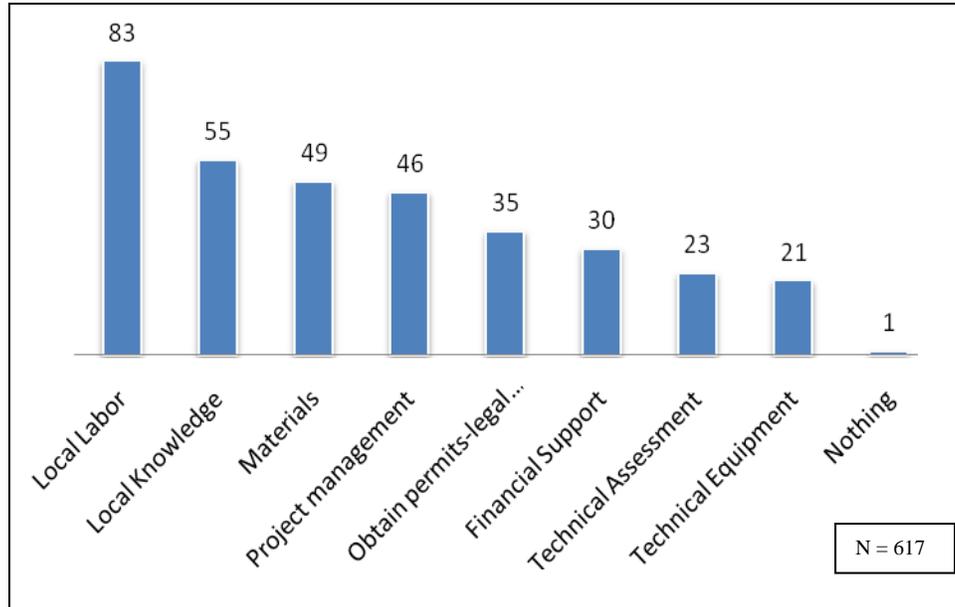
The community survey went into further detail, asking respondents, to "estimate the total number of persons that participated in your community's sub-project?" Community participation in the projects was generally quite high. On average, 105 people participated in each project. The range was 0 to 3,500—in all likelihood, some respondents gave the community population size for an answer.

The projects' participatory nature is also borne out by respondents reaction when asked to choose the one experience they most associate with project meetings. The experience most often associated with the meetings by community survey respondents was that they were "open to the public" and secondarily, that men and women could participate equally in these meetings.

Table 4: Community Meetings
(in percentages)

	Men	**Women**	**Total** N=600
The meetings were open to the public	50	45	49
Men and women could participate equally in these meetings	23	24	24
Most people from the community attended these meetings	10	14	12
Few people attended these meetings	6	7	6
BDA staff were present at every meeting	6	6	6
We only had meetings when it was necessary	2	2	2
We had meetings very often	1	1	1
We did not have meetings	0	0	0

When asked to choose one main reason they found the meetings useful, community survey respondents responded principally that these meetings were useful because they provided opportunities for community members to talk openly about local problems as well as the chance to interact with different people in the community.

Figure 2: Benefits of Community Meetings
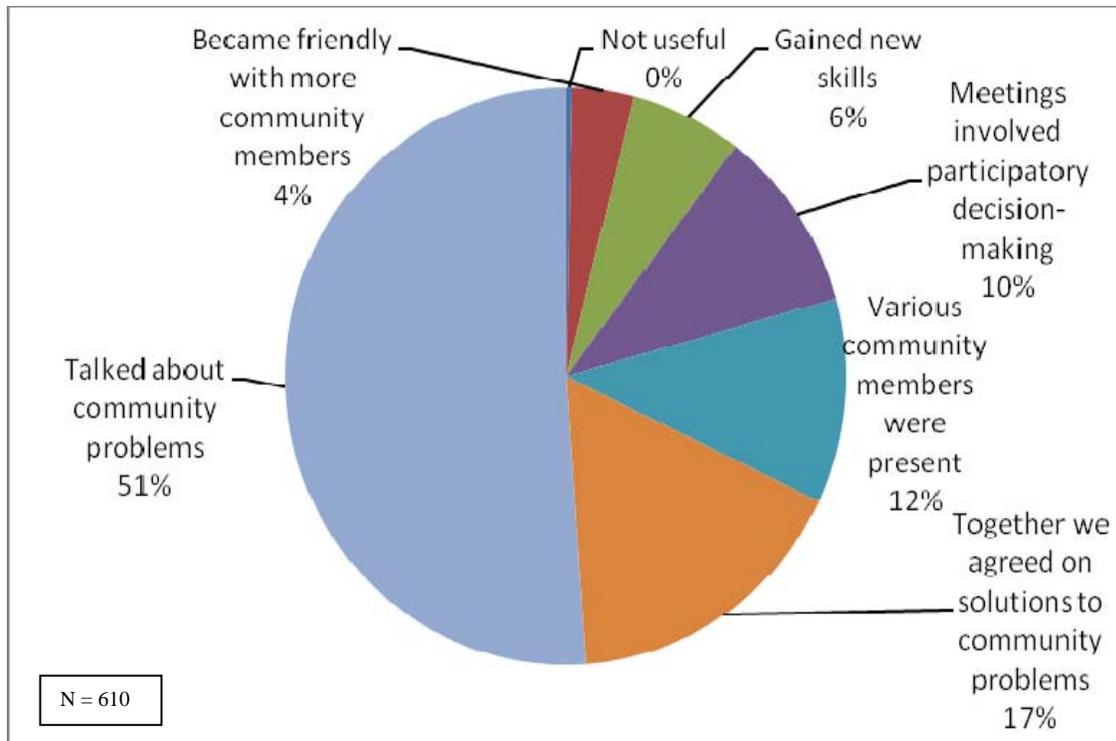
Overall, participating in the projects seems to have been a positive experience for the respondents for, when they were asked, "Now that you have participated in the sub-project, are you interested in becoming more involved in the activities of your community?" the majority of respondents said they wanted to become "more involved" in community activities—2 percent weren't sure and less than 1 percent responded negatively about greater involvement.

Attitudinal Changes

The process of starting and implementing a CDD project also appears to have improved community members' attitudes toward working and living together and toward solving common problems together according both to the survey and to the Case Studies. For example, in Barangay Pacalundo, focus group participants reported that the project at least partially addressed the root of the conflict because it promoted better understanding, cooperation and a sense of closeness among citizens. In Barangay Bunao, focus group participants reported, nine months after project completion, that the Muslims, Christians, and Indigenous People were united and sustained a good relationship. And in Barangay Koronadal Proper, focus group participants also noted that internal community relations had improved, including between Christians and Muslims (see Annex 1 for more detail).

Such examples appear to be descriptive of a greater trend. When asked to select which (one) attitudinal change they had most observed taking place in their community since the sub-project process started, the most often selected was interest in working on other such projects. However, 23 percent indicated that community members are now more willing to work together on other projects.

Box 2: *Barangay Bunao: Improving Community Interaction*

Barangay Bunao is a multi-ethnic community that has been at the crossroads of the conflict for almost thirty years. Initially, community members were skeptical that a project could succeed in their barangay—the Muslim/Christian relationship was quite tense and community members were variously wary of official corruption and the BDA itself.

Through community courtesy visits and project orientations with the LGU, BDA built trust and support for the project, as well as the communities' confidence that they could carry it out. By September 2008 Barangay Bunao had completed a Community and Livelihood Training Center, which could be used for capacity building activities like seminars, trainings, symposia and technology demonstrations.

Nine months after project completion, focus group participants stated that the Muslims, Christians, and Indigenous People of the community had worked together to build and maintain the Center and were now united and sustained a good relationship. They further stated that activities being held in the CLC are creating a greater sense of community cohesion and helping Muslims and Christians live and work together.

Source: Case Study Interviews and Focus Group

Table 5: Attitude Changes Observed Since the Subprojects Began
(in percentage)

	Men	**Women**	**Total** (N-609)
Community members are interested in further projects	61%	56%	59
Community members are willing to work together on other projects	22%	23%	23
Community members are willing to work together with LGUs	6%	7%	7
There is little interest in further projects in my community	1%	3%	2
People are more willing to talk together about community problem	6%	6%	6
Don't know of any changes in people's attitudes	1%	2%	2
No data	3%	2%	3

When respondents were asked to indicate the principal benefit the project brought to their community, the benefit most often sited was 'improving community interaction'. See Figure 3 below.

Figure 3: Benefits of CDD Subprojects for the Community
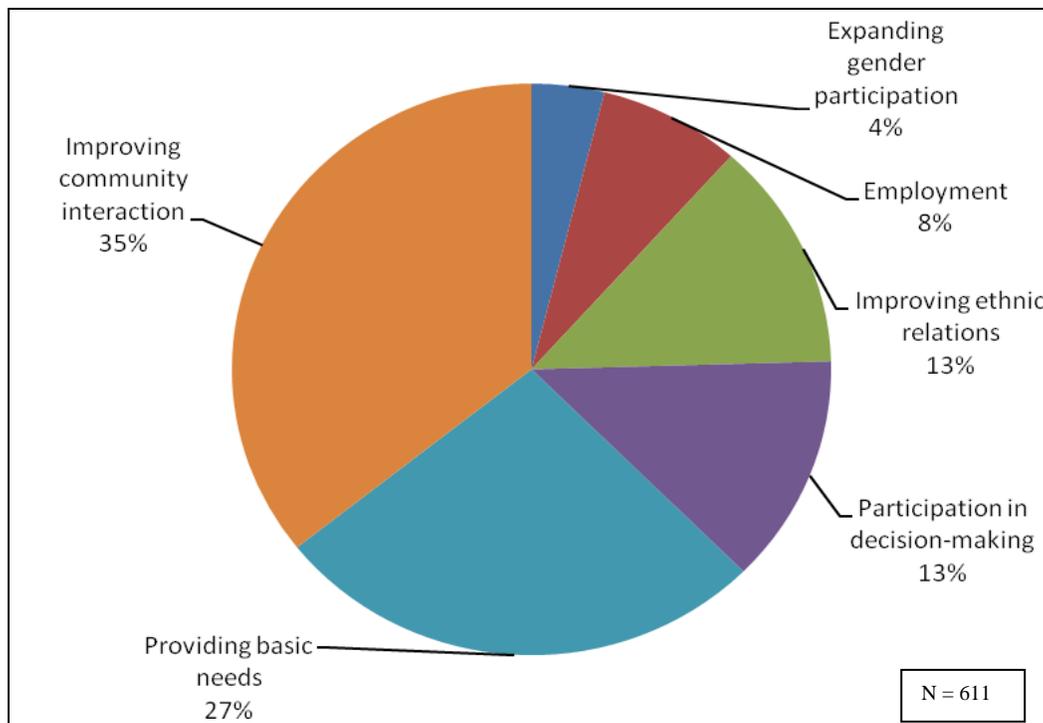
When these responses are broken out by gender, men and women had similar views on the benefits of the project to their community, with women tending to recognize slightly more of a benefit than men did in the infrastructural benefits and just slightly less benefit than the men did in the inter-personal benefits that the projects provided.

Table 6: Benefits of the Project for the Community
(in percentage)

	Men	**Women**	**Total** (N=611)
Improving community interaction	36%	33%	35
Provided basic needs of community constituents	22%	33%	27
Improving ethnic relations	14%	11%	13
Participation in decision-making	14%	11%	13
Expanding gender participation in community affairs	4%	4%	4
Employment	8%	7%	8
No data	2%	2%	2

Figure 4 (below) reveals community members' attitudes about the projects' effect on solving local problems. Eighty-one percent of the respondents (496) felt the community now works together to solve problems. Only 3 percent thought that only local government should solve local problems. On the other hand, 8 percent thought that the community could work with the local government to solve problems.

Figure 4: Expressions of Confidence in the Ability of Communities to Solve Problems
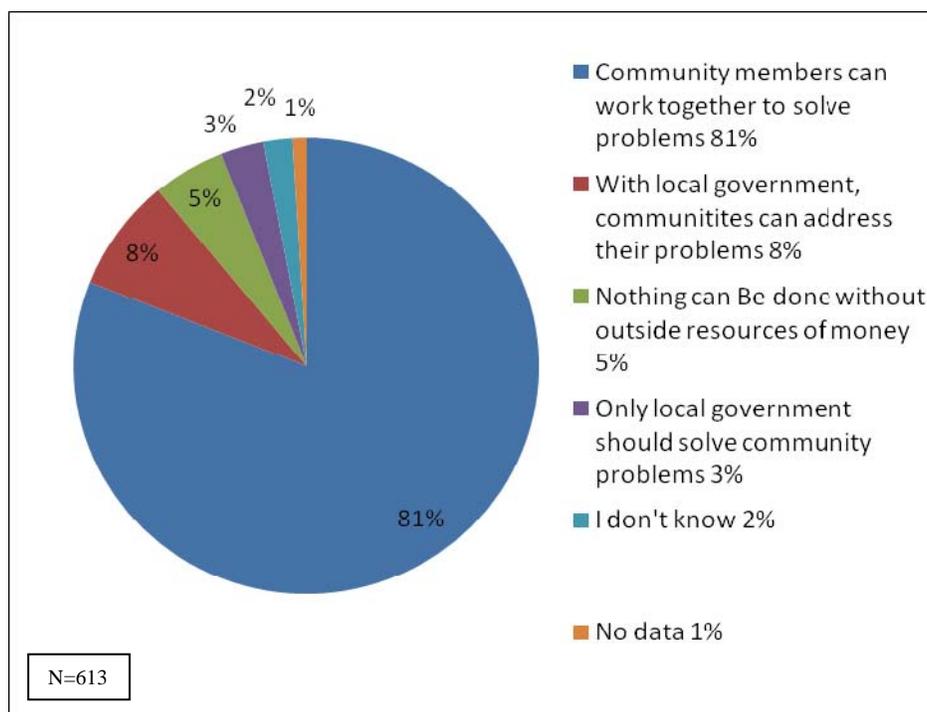
The responses from the BDA staff survey about what attitudes in communities had changed since the MTF-RDP subprojects had begun were consistent with the findings from the community surveys. When BDA respondents were asked what the one most demonstrated attitude shift in local communities since the subproject process started had been, interest in further projects was the most often selected attitude shift, however, almost a third indicated that community members being willing to work together on other projects was the most notable shift.

Community members are interested in further projects………………….. 43%
Community members are willing to work together on other projects……. 29%
Community members are willing to work together with LGUs………….. 0%
There is little interest in further projects in my community………………. 7%
People are more willing to talk together about community problems……. 18%
I don't know of any changes in people's attitudes………………………… 3%
(n=28)

LGU staff survey respondents were also positive about the effects of participation in the projects on community-spiritedness. When LGU staff were asked what they felt the most important personal attributes community members gain from participation were, seventy percent gave an above average rating for improvement in the willingness to listen to others, with another quarter giving an average rating for improvement. Consistently positive ratings (70-79% above average ratings for improvement) were given for building self-reliance to start community initiatives, tolerance of other people's religious views, promoting commitment to one's community, a desire to make positive changes in the community, cooperation and working together, and learning to reach agreement with others. Please see Table 7 below for details.

Table 7: Community Member Attributes' Ratings by LGU Survey Respondents (%)*
(in percentage)

Attributes	Good	Ave	Poor	Don't Know
Building self-reliance to start community initiatives	77	18	4	1
A desire to make positive changes in community	76	20	3	1
Learning to reach agreement with others	75	20	4	1
Cooperating and working together	74	22	3	1
Promoting commitment to one's community	71	22	6	1
Tolerance of other people's religious views	70	24	5	1
Willingness to listen to others	70	25	3	2

n=157; some percentages are greater than 100% due to rounding

3.2 Intermediate Outcome 2

> "LGU capacity is improved for project planning, resolving conflicts, project implementation and seeking resources for subprojects in conflict-affected communities."

This Intermediate Outcome will become more of a priority during Phase 2 of the Program. Accordingly, this evaluation has not directly sought to address the capacity of the LGUs. However, even in this early stage of the program, some of the survey and Case Study data has demonstrated that community members and LGU staff view the projects as having increased the cooperation between communities and their LGUs. This trust is, of course, necessary for any future work they do in their communities.

Attitudes Toward the LGU-Community Relationship

LGU respondents were asked the extent to which they thought the CDD approach had led to increased trust and/or confidence in the willingness of local communities to work with LGUs using a five point scale. See Table 8 below.

Table 8: Increased Willingness of Local Communities to Work with LGUs*

4-High Willingness	3-Moderate Willingness	2-Somewhat	1-No difference
68%	29%	3%	0%

n=146

As displayed in the above table, out of the 146 LGU respondents 68 percent indicated there had been high willingness of local communities to work with LGUs. None reported that the local communities' willingness had not changed.

Furthermore, LGU participants were asked what attitude changes they had most observed taking place in their MTF communities since the sub-project process had started. Their responses were as follows with the distribution displayed in Figure 5.

We can assume that given LGU's perception that the projects have increased the willingness of community members to work with them, as well as their perception of interest in further projects, the LGUs will be well disposed toward the CDD approach and working with their communities in future projects. See Figure 5 below.

Figure 5: LGU Survey Participants' Assessment of Community Attitude Changes
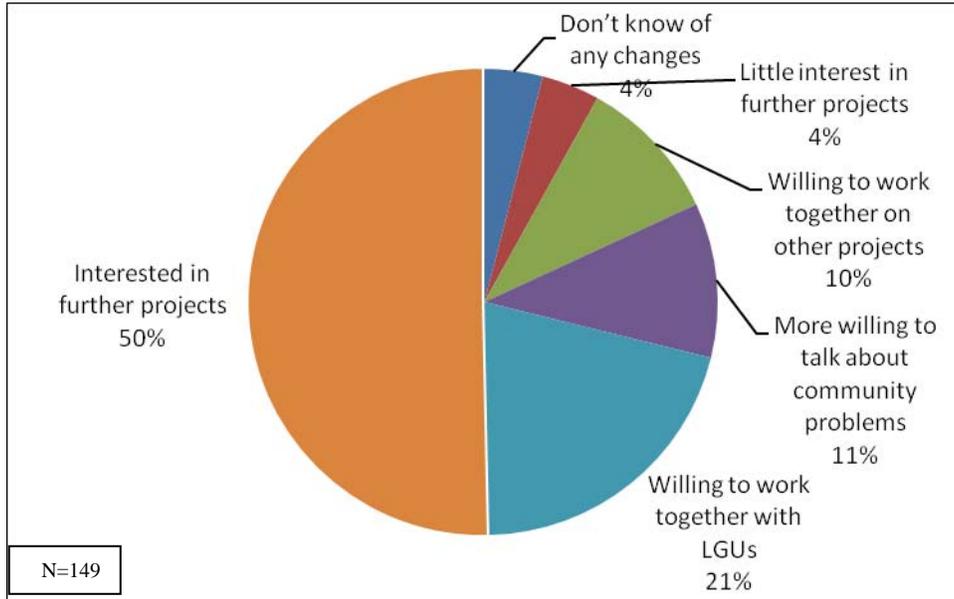
Indeed, survey data would indicate the community members also felt trust in their LGU had increased as a result of the CDD approach. When asked "to what extent do you think that community meetings lead to increased trust and/or confidence in the ability of your local government to assist your community?" More than seventy percent of the respondents gave above average responses while twenty-eight percent of the community members acknowledged a moderate increase in trust. Just over one percent (1.5%) said trust was poor or very poor. See Figure 6 below.

Figure 6: Respondents' Views on Community Meetings' Impact on Increased Trust or Confidence in LGUs

14
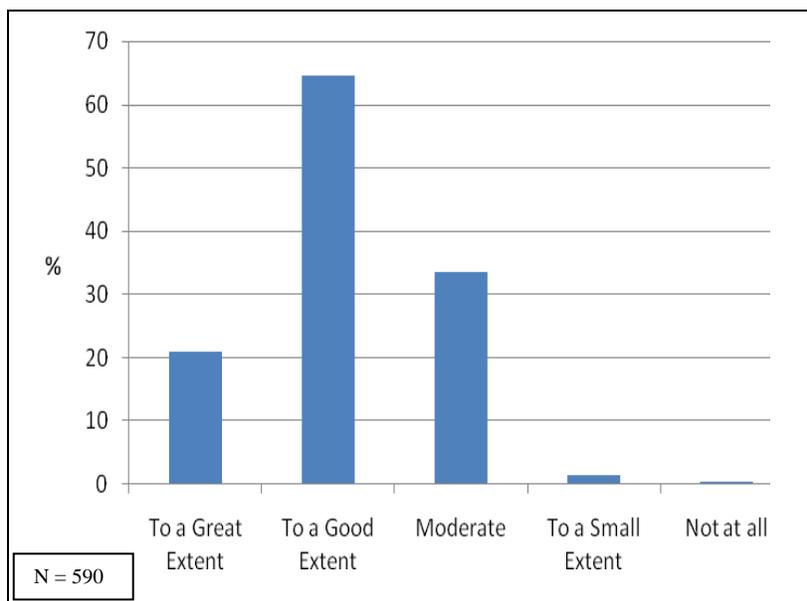
Some specifics examples of how communities learned to work more productively with their LGUs came out of the Case Studies. For example, in Pigcalagan the community was initially confronted with an insufficient electricity supply for their water pump. Though they initially met with resistance from their LGU for using the regular electrical line, the PO learned to explore solutions to the impasse over the electrical supply for the motor, and through negotiating with the LGU, the PO was able to convince them to connect the water pump to the regular electrical line of the community with the condition that it will have a separate electrical meter. Other Case Studies also demonstrated increased cooperation with the LGU, such as in Liboganon where LGU counterpart funds had been initially delayed, but both the barangay and municipal LGUs eventually showed ample support for the project including deployment of the LGU engineer to oversee the construction of the sub-project and provide advice to further improve the construction. The LGU also helped substantively in Pacalundo where a Municipal Technical Team comprised of LGU department heads assisted the PO in preparing the sub-project. Perhaps the best example was Manarapan where focus group participants reported that there is a strengthened partnership between the PO and the LGU and that frequent consultations are made to solve community problems.

However, when this question was presented to BDA staff in the survey, they had a slightly less positive view of the improved trust between communities and their LGU's. However, the staff still acknowledged some improvement with 43 percent indicating an average improvement and 40 percent indicating above average. See Table 9 below.

Table 9: Increased Trust of Local Communities to Work with LGUs*

Good	Average	Poor	No Data
40%	43%	10%	7%

n=30; Mean=3.77

3.3 Intermediate Outcome 3

"Local implementing partners, including the Bangsamoro Development Agency (BDA), have achieved sufficient management capacity to work with local government units (LGUs) and local development groups in reconstruction & development activities."

In Phase 1 this area of the Program has been the focal point. While a scaling up of infrastructure projects will be possible at a later stage, in the interim the systems and skills of local implementing partners can be improved to prepare them to manage these projects. To date, the MTF-RDP has engaged one implementing partner, the BDA, and has devoted substantial personnel hours to building their capacity to manage CDD projects. The BDA has managed the 53 MTF-RDP projects in PPA1 and seen them all to completion. BDA is also managing the 37 projects now begun under PPA2 are there is every indication that these will be similarly implemented.

Capacity Development Program

At the outset of the MTF-RDP's Capacity Building Program for BDA in early 2006, the BDA was a fairly young organization whose staff and Board of Directors (BOD) had had little formal training in organizational management. The MTF-RDP responded by facilitating refresher courses, workshops and study tours and exchanges with other programs across Mindanao. For example, in 2008 specific workshops included a 9-day Program Assessment and Management Training, a 4-day Training of Trainers Workshop, a 4-day Finance and Administrative Assistants Training, as well as monthly training activities held for members of the BDA Board of Directors.

By 2009, the Capacity Building Program had reached 45 barangays in 6 regions, implementing hands-on workshops in leadership, training of trainers, community development, administration, HR, M&E, procurement and financial management, networking, and environmental and social safeguards. Initially a core team of technical consultants led capacity-building activities, but as the BDA staff took more ownership of their organizational management skills, they imparted the knowledge to their fellow staffers with less and less aid from the technical consultants.

In addition to BDA staff, beginning in 2008 the MTF-RDP also offered technical assistance to the Board of Directors at each monthly meeting over a one year period. This 12-month capacity-building activity offered the Board guidance on key skills in areas such as: development and implementation of human resource policies, enactment and enforcement of guidelines, and monitoring field activities. BOD training resulted in the revision of the strategic plan and mission statement, the formulation of governance and staff recruitment policies, the effective monitoring of projects and the opening of several board meetings to community participation.[5]

Management Capacity

BDA has made marked improvements in much of their organizational structure, including governance structures, human resource policies, financial management systems, and project planning. Perhaps the biggest gain has been in improved financial planning, budgeting, and reporting. The BDA is now able to prepare their own work plans, expenses are generally in accordance with the budget, and reports (both monthly and quarterly) have improved in quality and timeliness. While the Board has successfully developed these systems, they are not universally followed by staff and there seems to be some way to go to ensure that staff are compliant with the new systems, particularly regarding the HR policies. Each of these areas is discussed in detail in the Organizational Review (Annex 2).

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[5] MTF-RDP Annual Report 2008

While some management skills still need to be improved upon, evidence from the Case Studies suggests that BDA is capable of building trustful relationships with communities. One example is Barangay Liboganon where Christians and Muslims initially doubted the project because they feared the BDA may be using it as a tool to recruit community members to join the MILF forces. BDA, through repeated orientations and community meetings, was able to win the trust of the community and they remain ready to work with BDA in the future.

The survey of BDA staff reveals that in a self-assessment, they do feel that their skills in project management have improved and the community survey responses discussed below also reveal communities feel that BDA's work with them has been useful.

Box 3: MTF-RDP Capacity Building Program: M&E Capacity Building

Part of the core technical assistance that BDA received, was an embedded Monitoring and Evaluation Specialist. Working at BDA headquarters in Cotabato City, the specialist coached BDA M&E staff on the MTF-RDP results framework, its related data collection and reporting flows, and helped BDA staff understand each other's roles and how they work together.

The M&E Specialist coached BDA staff on how data are gathered, analyzed, and used for management decision making as well as how data and analysis should be reported to the CMO and ultimately the MTF-Secretariat. RMO staff were trained in report writing and periodically coached in monthly reporting to help ensure the necessary information is captured and submitted to the CMO for analysis and consolidation. As a result, BDA's reporting has become much more consistent, substantive, and timely.

Importantly, the M&E Specialist also provided coaching and mentoring to BDA's central M&E officer on how to monitor projects at the community level, specifically, in the conduct of sub-project benefit monitoring, people's organization assessment, and physical inspection in completed sub-projects. This training will be crucial as BDA seeks to manage further projects under the MTF-RDP.

Source: BDA Organizational Review

Improved Skill Levels

Eighty-seven percent of BDA staff survey respondents indicated that they had received training for their position. The BDA staff survey used a self-assessment of skill improvement to examine whether this training had actually improved skill levels. Using a ten- point scale (1 being the lowest and 10 the highest), BDA survey respondents were asked to self-assess their skill levels when they joined BDA and now. The results from this exercise are presented as *mean scores* below in Table 10.

Table 10: BDA Staff Skills from Project Start to the Present*

Skill	Score When Joined BDA	Score Now	Percent Increase (%)
1. Training staff	3.70	7.20	95
2. Conducting assessments	3.63	7.03	94
3. Recruiting staff	3.60	6.47	80
4. Supervising staff	4.03	7.13	77
5. Project management	4.20	7.30	74
6. Monitoring	4.13	7.17	74
7. Working with communities	4.63	7.90	71
8. Negotiation	4.33	6.97	61
9. Financial management	4.10	6.63	62
10. Reporting	4.97	7.60	53
11. Record keeping	4.83	7.27	51

*Percent increases are rounded; 10 point scale: 1=lowest, 10=highest rating

These scores (self -assessed ratings) indicated that the BDA survey respondents felt their skills had increased considerably. Note that the incremental skill improvements are displayed in column three of Table 10 above as a percentage value.

BDA's Perception of their Role

We also asked BDA survey participants about their views of the CDD process as well as their views of the role of BDA from the perspective of community members. These responses are shown below in Table 11.

Table 11: BDA Survey Responses on the CDD and the BDA

Question	Strongly Agree	Agree	Disagree	No Data
BDA is making a <u>difference</u> in communities	83	7%	0%	10%
Since the sub-project process started, there has been <u>greater</u> interaction among community members	47%	43%	3%	7%
Communities <u>like</u> working with the BDA	43%	20%	0%	37%
Since the sub-project process started, there has been <u>less</u> conflict in local communities in your region	23%	67%	0%	10%

(n=25)

For comparison, we also asked the BDA survey participants to rate their perceptions of the attitudinal changes brought about by the projects. These results are displayed below in Table 12 using the same scale as was used for the Community and LGU respondents.

Table 12: Ratings of Community Member Attributes by BDA Survey Respondents*

Attributes	Good	Ave	Poor	Don't Know	Mean
A desire to make positive changes in community	93	4	0	3	4.53
Promoting commitment to one's community	90	10	0	0	4.27
Cooperating and working together	88	8	0	4	4.53
Building self-reliance to start community initiatives	87	13	0	0	4.07
Learning to reach agreement with others	87	9	0	4	4.33
Willingness to listen to others	80	20	0	0	4.17
Tolerance of other people's religious views	73	23	0	4	4.17

n=25; some percentages are greater than 100% due to rounding

Clearly, the BDA staff feel their work has improved relations within project communities and catalyzed a desire among citizens to improve their communities.

Community Perception of BDA

Another measure of the extent to which the BDA has improved its management capacity is the community member's assessment of the training they received from BDA, BDA's ability to organize the community, and their perceptions of the work that BDA has done.

When asked how BDA participated in their community project, 86 percent of respondents indicated that BDA had organized people in the community. See Table 13 below:

Table 13: BDA Contributions to Communities

Assistance Provided	Respondents Agreeing
Organized people in the community	86%
Provided training	73%
Provided resources	69%
Provide equipment	40%
Paid for contractor	39%
Did nothing	1%
Don't know	2%

(n=616)

The community survey also asked respondents to indicate how many community/ People's Organization trainings they had attended. The average number of trainings that respondents indicated attending was 3.62 with a median of 2.0. The range was 0-10. As these trainings were organized and carried out by BDA, that implies an ability to organize, obtain attendance, and carry out successive trainings.

When community members were asked what their primary interest in participating in these trainings was, the answer most often selected was to gain skills in working with others. This indicates a level of confidence among community members in the trainings and their utility in conveying these skills.

To gain skills in working with others ……………………………………… 38%
To contribute to improvements in my community ………………………. 30%
To cooperate with different people ……………………………………… 10%
To help decide what project is implemented …………………………… 10%
To gain technical skills, like financial management ………………...…... 3%
To insure that money is spent fairly …………………………………… 2%
I was selected ………………………………………………………….. 4%
(n=633)

Communities' attitudes toward BDA's intentions reveal that they understood the positive social effects the projects were intended to have. When community members were asked what the purpose of the BDA project in their community was, 86 percent felt that providing basic services and infrastructure projects was a purpose. Close to half of the respondents thought involving more citizens in community affairs and stimulating people to work together were BDA's purposes. See Table 14.

Table 14: Participants' Views on the Purpose of BDA Projects
(in percentage)

Purpose	Agree
To provide basic services and infrastructure projects	86
Involving more citizens in community affairs	45
Stimulate people to work together	42
Resolve conflict between different groups	31
Don't know	2

n=633

LGU Perception of BDA

LGUs overwhelmingly agreed by 99 percent that the communities that had had BDA-assisted projects were now working more closely with their LGUs. The LGU staff respondents were less positive about the beneficial effects of the CDD projects for the social cohesion of the barangays. The majority of LGU respondents disagreed when asked whether there has been greater interaction among community members or less conflict in local communities since the projects began. The LGU respondents' perception

may have been affected by the on-going armed conflict around them between the government and rebel forces.

Table 15: LGU Participants' Perception of the CDD Process and the BDA
(in percentage)

Question	Strongly Agree	Agree	Dis-agree	Strongly Disagree	No Data
BDA-assisted communities now work more closely with their LGU	37	62	0	0	1
Since the CDD process started, there has been less conflict in local communities in your region	3	23	69	4	1
BDA is making a difference in communities	3	40	53	3	1
Communities like working with the BDA	2	41	55	1	1
Since the CDD process started, there has been greater interaction among community members	1	34	60	3	2

(n=157)

These less than positive responses notwithstanding, BDA does seem to be making progress toward working with the LGUs. In the most recent batch of projects, 15 of the 16 new projects had succeeded in establishing Memoranda of Understanding with the LGU responsible for that community relatively quickly, allowing project implementation to move forward.[6]

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[6] Mindanao Trust Fund-Reconstruction and Development Program Fourth Project Implementation Review, Aide Memoire, page 2.

4. CONCLUSIONS AND RECOMMENDATIONS

4.1 Program Development Outcome

> "Communities of conflict-affected areas, internally displaced people, and rebel returnees benefit from visible restoration of some basic services of their choice and that these services are sustained by more accountable Local Government Units."

The MTF-RDP has begun to support post-conflict reconstruction and development through small-scale, community driven projects, working with local organizations and stakeholder groups under the assumption that participatory and value-guided efforts to involve local community members in their own development projects will assist in sustaining conflict mitigation and peace-building at the local level.

As has been discussed in section 3.1 above, the MTF-RDP CDD projects have been and continue to be implemented, delivering community-chosen services to the barangays. Moreover, the process of planning and carrying-out these projects has had a positive effect on the social cohesion and community spiritedness of the barangays who implemented them, according to members of those communities. These conclusions, mainly based on the survey data, are also borne out by the focus group discussions held for the Case Studies. Participants in focus group discussions in all eight barangays considered, independently and consistently indicated that working through the implementation of these projects had brought their community closer together and/or made working together on other issues and projects easier.

The MTF-RDP has also allowed women and men to participate equally in project activities. Participation of women in public activities in Muslim society tends to be more restrictive than in other parts of the Philippines. The CDD-based activities have provided a positive opportunity for women to participate in their community activities. In the community survey, the experience most often associated with the meetings by the survey respondents was that they were "open to the public" and secondarily, that men and women could participate equally in these meetings. When survey responses were broken out by gender, men and women had similar views on the benefits of the project to their community, with women tending to recognize slightly more of a benefit than men did in the provision of basic needs of the community.

The process of starting and implementing a CDD project appears to provide opportunities for community members to work and solve common problems together. For example, focus group participants in a case study reported that the project at least partially addressed the root of the conflict because it promoted better understanding, cooperation and a sense of closeness among citizens. In another case study, focus group participants reported, nine months after project completion, that the Muslims, Christians, and Indigenous People were united and sustained a good relationship. And in another case study, focus group participants also noted that internal community relations had improved, including between Christians and Muslims.

The CDD projects appear to have improved the working relationship between communities and their LGUs. Survey responses discussed in section 3.2 above show that, according to LGU staff, the CDD approach has led to an increased willingness of communities to work with their LGUs. The community surveys yielded similar data, with more than three-fourths of community respondents indicating an above average increase in confidence that their LGU could assist their community.

In terms of the BDA's management capacity and ability to work with local development groups and LGUs, information from the surveys, Organizational Review and Case Studies show that much progress has been made over the last year, while pointing to a few areas for further emphasis. As discussed in section 3.3 above, BDA has received extensive technical assistance and this has improved their organizational procedures and policies. Some policies, such as Human Resources Policies on hiring and resolution of staff conflict, require a more focused implementation. The training also appears to have helped BDA staff skills, as they assessed themselves to have improved in a variety of skills relevant to their work. Perhaps the best indication of BDA's incorporation of the training is the community survey responses on BDA's role in the CDD projects. A majority of community respondents indicated that the BDA was able to provide them training and to organize people in the community. While there seems to have been some progress between PPA1 and PPA2 on BDA's ability to engage the LGU's as far as the signing of Memoranda of Agreement, there can not be said to be a smooth working relationship as yet. This could pose an impediment to project implementation and an issue that remains to be improved upon.

Taken together, the progress toward these three Intermediate Objectives would indicate that the MTF-RDP is making incremental but very clear progress toward its Program Development Outcome. Conflict-affected communities that have been project beneficiaries certainly see restoration of a basic service of their choosing and there is evidence from the community and LGU surveys that these projects are leading to better communication between communities and their LGUs which is a very important first step toward greater accountability.

4.2 Recommendations

- **Continue to engage communities through the community driven development approach**

The CDD approach has been a successful method for building infrastructure projects that communities deemed most necessary in Mindanao. Beyond this immediate goal, however, the CDD approach has proven to have a social value. Both the survey data and Case Studies indicate that community members have made substantial strides toward working with various members of their communities – members with whom they may not have otherwise been inclined to cooperate. By both measures, the CDD approach is furthering the goals of the MTF-RDP.

- **Consider expanding the set of implementing partners**

It is especially apparent from the Case Study focus group discussions that the building up of trust between the implementing partner and the targeted community was and is an essential step in the CDD process. Based on the eight barangays examined for the Case Studies, this was always a challenge, but always a *sine qua non* for the project to move forward. Engaging a local implementing partner to enter communities and build this necessary trust to begin a CDD project was and remains a good strategy. As the MTF-RDP Secretariat considers the scaling-up of activities, expanding the number of implementing partners with whom the MTF-RDP works to organize and manage the CDD projects will allow for more rapid program development. Additionally, inviting more groups to carry out project management activities may add new perspectives and techniques that may prove advantageous.

Recognizing that with multiple implementing partners assigning barangays and projects to a particular partner – especially in geographic areas where there is overlap – may be contentious, a performance-based allocation system is recommended. In those locations where more than one implementing partner is active, it will be important to have clearly stated indicators for the allocation of projects and/or project sites to interested implementing partners. While a competitive process of application and review takes valuable time, it can also create incentives for creative thinking about improvements in project management and can prevent conflict over territory.

- **Ensure continued interaction and technical support to People's Organizations**

One of the most valuable outcomes of the program so far has been the standing up of committed People's Organizations in the project barangays. Many of the PO's have demonstrated remarkable initiative in reaching out to NGOs in Mindanao to establish a network through which they can further the development of their barangay. The continued engagement of these citizens' organizations in capacity building trainings and further projects will build on good work already accomplished and help sustain the improved social relations in communities. While much goodwill has been fostered, there is a need to capacitate the PO's to more effectively manage their projects. Specifically, the PO procurement committees and audit and inspection committees would benefit from further training on compliance with the procurement process. Guidance and oversight from implementing partners - and in the case of the BDA, the RMOs - on these matters is encouraged.

- **Site selection criteria can be further refined**

A clear process for site selection has not yet been systematically applied. This poses a great risk of alienating areas or sections of the population of Mindanao over the long term. A policy of including LGUs in the decision of which barangays are identified as project sites has been laid out; attention to ensuring this policy is adhered to will benefit the Program in the long term. Moreover, augmenting the current stated system of site selection with more clearly defined criteria, such as population size, distance from the highway, distance from a clean water source, etc., should be considered. As the Program scales up, ensuring that it has the support of the population at large will be important and

such a clear system of site selection will increase the likelihood of general support for and trust in the Program.

- **Provide guidance points to community for subproject selection**

Participatory community determination of priority projects is a key principle of the CDD approach which increases ownership and therefore sustainability of the projects. This notwithstanding, some guidance on discussion points for the determination of the best project for a particular barangay may help ensure that the project most beneficial to the majority of the barangay is chosen. Particularly given the minimal post-turnover oversight capacity currently available, it is important to make efforts to ensure that the projects chosen will benefit the community as a whole and are not subject to capture by a particular group. Some careful guidance, drawing upon lessons learned in PPA1 and perhaps offering communities some criteria upon which to base their choice at the outset of community engagement may help communities choose the most useful projects.

- **Continue to engage LGU's beyond the signing of the Memoranda of Agreement**

Engaging barangay and municipal LGUs in technical and financial support of the projects will not only help encourage sustainability of the projects, but is essential to increasing cooperation between communities and their local government. This is an important goal of the MTF-RDP but the potential gains in terms of building trust between communities and government have not yet been fully achieved. Survey data show that community members think, overall, that the CDD projects have increased trust between themselves and LGUs. Furthermore, when LGUs have offered technical support to projects, it has led to increased confidence of communities in their local government and most likely has increased the local government's sense of connection to the community. Seeking technical support, especially where financial support is unavailable, from LGUs should be a priority whenever possible.

Another channel to more meaningfully engage LGUs is more in-depth discussions on site selection between the implementing partner and the LGUs. These are not only opportunities to hear LGU opinions, but also to advertise what benefit these projects can bring and to build support among LGUs for the projects. Building support at this very initial stage will most likely yield dividends as project implementation moves forward.

ANNEXES

1. **Case Studies**

2. **Organizational Review**

3. **Logframe/Results Framework**

ANNEX 1: CASE STUDIES

Liboganon
Tagum City
Davao Region

Community Description
Liboganon is located along the southern coastal portion of the city of Tagum with a total land area of 612 hectares. Liboganon is accessible by land and is about 30 minutes travel from the city proper of Tagum. The topography is generally flat with certain rolling portions in the southern side of the community. Liboganon was originally inhabited by the *Kalagan.* In the late 1970's, the New Peoples Army (NPA) and Bangsamoro Army (BAMA) Muslim Rebels infiltrated the area and were engaged by the Armed Forces of the Philippines (AFP) which resulted to a large-scale evacuation of the civilians. Order was restored during the late 1980's since which time the community has been working toward better relations among the various groups. The total population is 2,114 with 484 households composed of different ethnic tribes – Kalagan, Tausog, Maranao, Cebuano, Boholano, Ilocano, Tagalog, Ilonggo, Waray and Mansaka.

Community Needs
A focus group discussion with the People's Organization (PO) members and barangay officials in the community was conducted to find out and assess the issues and concerns of the community even before the BDA came in to mobilize the community and implement projects. The issues and concerns that were identified during the FGD were the non-cooperation among community members, insufficient household income, the joblessness/unemployment rate, and the community identified the lack of prayer to Allah/God as a concern.

During the community investment planning (CIP) conducted in February 24, 2008 and during a series of community assessments conducted by BDA training team, the community identified and prioritized the following projects: provision of potable water system, construction of a community livelihood and training center, assistance for livelihood projects, medical supplies, road rehabilitation, acquisition of water delivery truck, and scholarship grants to poor but deserving students.

Intervention
The Bangsamoro Development Agency (BDA) began its intervention in the community in March 2007 with a visit to the community leaders and the barangay officials. A follow-up visit was made by BDA staff to the concerned Local Government Units, at both the city and barangay level, to conduct an orientation of the upcoming projects and to build support for these projects from the local and city officials.

Activities
Before contacting the community members in general, the BDA held coordination meetings with the Local Government Units at the barangay and the city level to obtain support for the project especially since the project requires a counterpart from the LGU.

To gain the support of the community constituents, community meetings were then successively conducted including a project orientation to the Purok (sitio) leaders and members. A meeting with an MILF political committee was also held to obtain the support of the local MILF hierarchy.

Project activities started with a Values Transformation Training for the community constituents, particularly the volunteers. They were oriented on the core values of BDA and basic tenets of Islam. A Participatory Community Assessment followed in which they trained a pool of community volunteers to conduct a household survey to gather data on the current economic and social status of the community. After the data were consolidated, a second Participatory Community Assessment was held to validate the data gathered. BDA also conducted a Community Investment Planning training; this was a venue for the community constituents to identify and prioritize projects that were most needed by the community based on the results of the community assessment. The need for an organization to implement activities and sub-projects paved the way for the establishment of Liboganon Muslims and Christians Association – a People's Organization (PO) with the pool of community volunteers as members – to be BDA's partner in the project implementation, and later to manage the project. This People's Organization is composed of 25 members, mostly farmers and fisher-folk, a majority of whom are women. The members received various trainings including a Sub-Project Proposal Training, Project Management, Procurement, Monitoring and Evaluation, Financial Management, Pre-Construction Conference, PO Readiness Assessment, and Operations and Maintenance. Aside from the PO, a Municipal Technical Team was formed by BDA – comprised of LGU department heads - to assist the PO in preparing the sub-project proposal and the Multi-Sectoral Committee who will serve as the sub-project appraisal team.

The construction of the Community and Livelihood Center (CLC) commenced with a ground breaking ceremony attended by BDA, City LGU, Barangay LGU, and Political Committee of MILF. Construction immediately followed which was completed after a two-month period. The sub-project was a 96-square meter center with a small office, sleeping quarters, session hall, and two comfort rooms. The sub-project envisions providing a venue for developing skills to be able to uplift the socio-economic condition of the community and increase social interaction among constituents.

Management Process
The People's Organization is tasked with implementing the sub-project with the guidance of the BDA Regional Management Office. The PO prepared the sub-project proposal, budget and procurement plan for review by the Municipal Technical Team and appraisal of the Multi-Sectoral Committee. This then was forwarded to the BDA-Central Management Office for endorsement to the trust fund recipient for the release of the first tranche of the block grant to be deposited to the PO bank account. The PO purchased supplies and materials locally through the standard procedures in procurement – canvassing, abstract and purchasing. The supplier who had the lowest price with the right quality of materials got the award for the contract. Then the construction started with the PO supervising the day-to-day construction of the sub-project. After two months of construction, the sub-project was completed and turned-over to the People's Organization.

Description	:	The subproject for the first cycle covers construction of 96 sq meter-Community and Livelihood Center (CLC) with a small office/library/sleeping quarter, session hall; two comfort rooms (male and female). The project envisions providing a venue for developing skills to help uplift the socio economic activity of the people.	
Beneficiaries	:	2,114 direct beneficiaries	
Project Cost for Cycle 1	:	Block Grant PhP 637,912.10 City LGU 80,671.10 Barangay LGU 19,137.46 PO 47,970.00 Total PhP 785,690.60	
Mode of Procurement	:	Local Shopping / Community Force Account	
Implementation Period of Cycle 1 Subproject	:	**Start of Construction** June 23, 2008	**Completion Date** August 30, 2008

Problems Encountered
During the process of mobilizing the community to participate and implement the project, a number of issues and concerns were faced by BDA, BLGU and the PO. One of the issues was the lack of cooperation among the constituents because some of them deemed the project to be a waste of time and effort, or who think the project would not materialize as expected. Others who were initially interested in helping were discouraged by other people in the community who did not endorse the project. There were also doubts and fears in the community, especially among Christians, because of the perception that they might be Islamized if they join the People's Organization. Christians and Muslims alike also doubted the project because they feared the BDA may be using it as a tool to recruit community members to join the MILF. One of the other major concerns in implementing the project was the delayed provision of the LGUs counterpart funds to the project.

Actions Taken
In response to these issues, intensified information campaigns and community trainings were launched maintain or develop interest in the project. A series of community consultations, Barangay Assemblies and focus group discussions (FGD) per Purok/Sitio were also done to assess problems and to further gain the support of the community. Most of the community consultations were conducted by women.

Although counterpart funds were delayed, both the barangay and municipal Local Government Units eventually showed ample support to the project including deployment of the LGU engineer to oversee the construction of the sub-project and provide advice to further improve the construction.

Although problems arose during the project implementation, many in the community now believe that the Community Learning Center is an "answered prayer" that can help lift them out of their poor socio-economic status.

Outcomes

As a result of the actions taken, several outcomes were achieved. First and foremost, the project, and BDA itself, became widely accepted by the community. It is important to note that the community's misperceptions and doubts about BDA were eliminated. The People's Organization together with the BDA were praised by the community members and officials for an excellent project implementation and for the attainment of project objectives and purpose. The project and BDA have both gained support of the different sectors and stakeholders such as the City LGU, Barangay LGU and MILF Political Committee. Future interventions by the BDA seem to be easier because of the established trust and confidence.

Beyond the increased trust, another positive outcome is the sustainability of the project. The People's Organization's skills in project implementation and management gradually developed over the life of the project. This improved capacity indicates a greater likelihood the project will be maintained. Lastly, the intervention also left a feeling of accomplishment and ownership of the Community and Livelihood Center (CLC).

The Community Center has been used for several community activities such as: weddings, kindergarten graduation ceremony, seminars and trainings for women, and PO meetings. The PO chairperson perhaps put it best, saying the CLC provided an opportunity for the community constituents to work together to achieve a common goal.

Community Description

Pigcalagan is a community of 4,303 people made up principally of Iranun and Maguindanaoun ethnicities. The barangay covers 1,734 hectares and is situated along the National highway about 35 km from Cotabato City. Barangay Pigcalagan did not experience direct armed encounters between the MILF combatants and Government Forces. However, a majority of the present residents were evacuees from Buliok, Matanog and even from Camp Abubakar during the war of 2000 and 2003. Over time, many evacuees established permanent residence in Pigcalagan while retaining their house at their place of origin.

Access to potable water has been a problem for the barangay as the open wells and small creeks from which they collect water often become depleted during the dry season and there is only one hand pump nearby. While the residents do collect rainwater, there is generally insufficient potable water, causing the population to spend 30 minutes to an hour a day to collect water. The community felt that infrastructure projects in general were not being implemented by the government and chose a well as their first priority.

Project Description

The community chose a deep well (level 2) water supply system as their project. There are 262 households comprising 3 *sitios* of the barangay who have direct access to the project.

Total Project Cost Cycle 1 :	:	**Php 570,415.00** (Block Grant PhP 499,415.00)		
• MLGU Equity • BLGU Equity • PO's Equity		Commitments Actual Released 44,000.00 17,500.00 17,000.00 50,000.00 10,000.00 18,800.00		
Implementation Period	:	Start of Construction	Completion Date	Date of Turnover
Cycle	:	May 23, 2008	August 25, 2008	August 28, 2008

A People's Organization (PO) was organized to implement the potable water system for the community and BDA conducted trainings and seminars to build the capacity of the PO to manage the implementation of the project. This Project received extensive training over the life of the program. The table below summarizes the trainings received:

Trainings Conducted

Date	Title of Trainings	Venue of Trainings	No of Participants	
			Male	Female
29-Dec-07	MILF Political Committee Orientation	Darapanan, Sultan Kudarat	33	
16-Jan-08	MLGU Orientation	Sultan Kudarat Municipal Hall	20	5
18-Jan-08	Barangay-wide Orientation	Pigcalagan, S.K.	56	15
Jan 29-31, 2008	Values Transformation Training	Pigcalagan, S.K.	21	6
Feb 7-9, 2008	CIP Training	Pigcalagan, S.K.	22	6
Feb 12-14, 2008	Sub-Project Proposal Training	Pigcalagan, S.K.	20	5

April 17-18, 2008	Project Management, Operations and Maintenance, and M&E Training	Pigcalagan, S.K.	24	5
April 24-25, 2008	Financial Management & Procurement Training	Pigcalagan, S.K.	16	8
May 5, 2008	MSC Appraisal of SPP	Sultan Kudarat Municipal Hall		
	Pre Construction Conference	Pigcalagan, S.K.	21	
June 24-25, 2008	Organizational Development	Pigcalagan, S.K.	18	4

Unfortunately, this project had to overcome quite a few obstacles during implementation. Because of the lack of water sources, it took extensive and repeated test drilling to find a location with an adequate water source for the deep well water supply system. Furthermore, the electrical line in the locality could not accommodate the power requirements of the motor to be used for the water pump and the *barangay* LGU would not agree with the PO to connect the water pump to the regular electrical line of the community.

Perhaps it was because of these challenges that the PO and the community in general, learned some important lessons in time and financial management and learned to work with their Local Government Unit. For instance, the PO learned to explore solutions to the impasse over the electrical supply for the motor, and through negotiating with the LGU, the PO was able to convince the barangay LGU to connect the water pump to the regular electrical line of the community with the condition that it will have a separate electrical meter.

Moreover, according to focus group participants, the project helped the PO learn to manage its finances and to budget based on what was stated in the budget and procurement plan. The PO learned to supervise construction works – determining whether materials being delivered are up to the standard – they learned to value time management and the sense of volunteerism in the *barangay* has increased. Importantly, many women contributed to the implementation of the project through the clerical and bookkeeping work.

According to focus group participants, because of the project – and perhaps because they did have to work together to overcome several challenges - the community is now easy to mobilize and ready to work together to improve their *barangay*.

Community Description
The whole town of Baloi was affected by the war launched in 2000. Barangay Pacalundo was among the most affected communities in the municipality. Some houses were burnt down due to the aerial bombings. Almost all residents were displaced leaving the *barangay* a veritable ghost town for almost two years. Some residents evacuated to neighboring towns while others went to Lanao del Sur for safety. After the ceasefire two years later, most of them were able to return to the *barangay*. However, an estimated P1 million worth of property damage had been done.

Pacalundo is now composed of 267 households with the majority of inhabitants being Maranaw. It is accessible by land through an all weather road half kilometer from the poblacion.

Community Needs
A focus group discussion (FGD) with the PO members in the community was conducted to find out and assess the issues and concerns of the community even before the BDA came in to mobilize the community and implement projects. The issues and concerns that were identified during the FGD were the lack of a venue for community affairs such as the settling of disputes or social gatherings, the lack of unity and cooperation among residents, sparse livelihood opportunities, and lack of understanding on the part of the hierarchy of MILF (political, Bangsamoro Islamic Armed Forces (BIAF), and others).

Intervention
Pacalundo was among the pilot sites of Bangsamoro Development Agency (BDA). BDA began its intervention in the community as early as May 2006 with a courtesy visit to the community leaders, particularly the *barangay* officials and municipal officials. A follow-up courtesy visit was made by BDA Regional staff to the concerned community leaders to conduct an orientation of the upcoming projects of BDA in the community and to gain support for these projects from the *barangay* and municipal local officials and the community constituents. A separate courtesy visit was also made to the MILF political committee, and Bangsamoro Islamic Armed Forces (BIAF) based in the community

Activities
To gain the support of the community, community meetings were then conducted by BDA including a project orientation for the Purok (*sitio*) leaders and traditional leaders in the community. BDA then held their first capacity building activity, the Values Transformation Training, for the community, and in particular, the community volunteers. They were told the core values of BDA and basic tenets of Islam. A Participatory Community Assessment followed where a trained pool of community volunteers conducted a household survey to gather data on the current economic and social status of the community. After the data had been tallied, a second Participatory Community Assessment was held to validate the data gathered and it was then presented to the community. BDA also conducted a Community Investment Planning exercise which was a venue for the community constituents to identify and prioritize projects that are most needed by the community based on the results of the community assessment. The need for an organization to implement activities and sub-projects paved way for the establishment of the Momugan Organization for Development and Equality Living with the pool of community volunteers as members. This People's Organization (PO) woulc be BDA's partner in the project implementation, and later would manage the project. The PO is composed of 30 members, mostly

farmers and community residents. The members underwent various trainings including a Sub-Project Proposal Training, Project Management, Procurement, Monitoring and Evaluation, Financial Management, Pre-Construction Conference, PO Readiness Assessment, and Operations and Maintenance. Aside from the PO, a Municipal Technical Team was formed by BDA – comprising of LGU department heads to assist the PO in preparing the sub-project proposal and the Multi-Sectoral Committee who will serve as the sub-project appraisal team.

The construction of the Community and Livelihood Center (CLC)—cycle 1 sub-project commenced in September 2006. It was almost a year before the sub-project construction was completed. The sub-project serves as a venue for the community to conduct meetings, social and political gatherings, and other related gatherings.

With the Community Driven Development process, the People's Organization is tasked with implementing the sub-project with the guidance of the BDA Regional Management Office. The PO prepared the sub-project proposal, budget and procurement plan for review by the Municipal Technical Team and appraisal of the Multi-Sectoral Committee. This then is forwarded to the BDA-Central Management Office for the endorsement of the trust fund recipient and the release of the first tranche of the block grant to be deposited in the PO's bank account. The PO then purchased supplies and materials through local procurement, adhering to the standard procedures. The supplier who has the lower price with the right quality of materials gets the award for the contract. Then the construction started with the PO supervising the day-to-day construction of the sub-project. After 11 months of construction, the sub-project was completed and turned-over to the People's Organization.

Description	:	Construction of one (1) unit Community and Livelihood Center. The project serves the residents of Barangay Pacalundo as a venue for their meetings, social and political gatherings, and other related activities.
Beneficiaries	:	267 households of Barangay Pacalundo
Project Cost for Cycle 1	:	**Actual** Block Grant PhP 984,467.25 974,460.88 Municipal 118,550.00 0.00 Barangay 46,580.00 0.00 Community 22,733.00 5,000.00 Total PhP **1,172,537.25** **1,079,960.00**
Mode of Procurement	:	Local Shopping / Community Force Account
Implementation cycle (Cycle 1) Subproject (Community and Livelihood Center)	:	**Start of Construction** Sept 6, 2006 **Completion Date SP Turnover** August 23, 2007 Sept. 11, 2007

As an adjunct project to the CLC, and to support livelihoods, food sufficiency, and learning in the community, the learning livelihood and food sufficiency (LLFS) program was implemented with women as beneficiaries. It includes functional literacy training for 50 women and out-of-school youth. Income generating projects include a sari-sari store; rice retailing; food, vegetable and fish vending; selling of coconuts and chicken; and duck raising. LLFS started in May 2007 and is now contributing to at least 5% of the net income of the People's Organization.

To provide easy access to CLC from the main road, a cycle 2 sub-project was also implemented. A two-lane, 238 meter concrete tire path connecting the CLC to the main road was constructed.

Problems Encountered
The People's Organization encountered some challenges along the way. They had difficulty in determining the location for the CLC and tire path, they met with some resistance from the LGU (both municipal and barangay) who were unsure that this was not taking away from their role in the society, the MILF political committee and Bangsamoro Islamic Armed Forces were resentful of the project- questioning why the project was not conducted through them, and they faced general doubts in the community as to whether the project would materialize.

Actions Taken
BDA and the PO persistently continued consultations and dialogue with the MILF hierarchy, LGUs, and the traditional leaders to get their full support for the project. BDA and the PO informed these groups that the sub-project is for the benefit of the whole community. The PO was sure to include those doubtful community residents in the LLFS activities, which went a long way toward demonstrating the utility of the project to those community members. The PO also conducted separate meetings with the local MILF leadership (MILF political committee and the Bangsamoro Islamic Armed Forces) to build support among the MILF. Likewise, they explained to the LGU that the sub-project implementation is a partnership between BDA, PO, and the LGU. To build support among the traditional leaders for the sub-project, the PO included them in the implementation and membership in the Peoples Organization. Indeed, including the traditional leaders in the membership of the PO was a successful strategy for winning their support as the PO and BDA were able to convince the traditional leaders to donate land where the sub-project would be constructed.

Outcomes
According to focus group participants, the project at least partially addressed the root of the conflict. It promoted better understanding, cooperation and a sense of closeness among constituents. Moreover, there are signs that the PO has gained the skills to continue being a force for development in the community. They report realizing the importance of hard work and cooperation, and report having gained the experience necessary to implement, manage, and sustain CDD projects. One good sign for their sustainability is the links and relationships they formed with other NGOs through the course of managing these projects.

Nowadays, the CLC is being used for several community activities – weddings, Arabic classes, PO meetings, the settling of disputes, and community trainings. The LLFS projects also provide opportunity for livelihood, especially to women, thus improving household income.

Barangay Bunao
Tupi, South Cotabato
South Mindanao Region

Community Description
Barangay Bunao is a community of 3,095 people, roughly 40 percent male and 60 percent female, making up 665 households. It is a diverse community made up of many ethnic groups, including Maguindanaon, Cebuano, B'laan, T'boli, Ilonggo, Tagalog, Ilocano, Kapampangan, Bicolano, K'gan. Yakan and Tausog. Covering just 1,400 hectares, it is quite remote as it takes about 60-minutes by car to get to General Santos City.

Relationship to the Conflict
Barangay Bunao's experience of ethic conflict goes back to at least 1970 when their community was involved in the 'ILAGA-Black Shirt war' between Moro inhabitants and the Ilonggo and Ilocano peoples. In 1972, Martial Law was declared by President Ferdinand Marcos, however, the Moro National Liberation Front (MNLF) continued their struggle against the Government Armed Forces. An armed clash between the MNLF and AFP occurred in 1986 in Barangay Bunao and other neighboring barangays in Tupi and Polomolok. In 2000, the conflict increased in the neighboring barangays and the mountainous area of Barangay Bunao became a traveling route for the MILF. In the same year, a war was declared by President Estrada against the Moro Islamic Liberation Front (MILF). The mountainous area of Barangay Bunao and Polonuling to Koronadal proper was used as a passage by the MILF to get to their camp at Barangay Bentong. All of the fighting in and around Bunao affected the residents living conditions.

Initial Challenges
When the community was first approached about the possibility of a CDD project, the BDA met with quite a bit of resistance. They were general distrustful of the intent behind the project and the BDA. The community was also distrustful of the barangay officials, thinking that the money for the project would be siphoned off by the barangay LGU. They were doubtful of their own ability to implement a project, raised concerns over the absence of a land donor, wondered where they would hold the meetings about the construction, and perhaps most problematic, they insisted that the Muslims and Christians had very poor relations and that there was little communication between the community and the LGU.

Overcoming the Challenges
In order to overcome this distrust and doubt, the BDA conducted community courtesy visits and orientations to initially explain the idea behind the CDD project. They then conducted participatory community assessments and investment planning to demonstrate to the community that they could implement a project with some training. The community then organized a People's Organization who would be in charge of the project implementation and carried out capacity building trainings for the People's Organization (PO) through various trainings, such as Values Transformation Training. The PO, the Catalyst of Enlightenment and Technological Initiatives for Peace and Development (CENTIPEDE), committed to implementing, operating and managing the facility.

Through project orientations on the Municipal, Barangay, and Community levels, more support was built for the project and counterpart funding from different stakeholders such as the PO and Municipal and Barangay LGUs was secured. The PO then conducted a Barangay-wide assembly to dissemination information about the project and so the community would better understand the concept of CDD. They secured the temporary use of a *madrasa* for trainings and sometimes the

day care during construction. Crucially, the PO then succeeded in securing a commitment from the land donor for the project.

Project Description
Construction of a Community and Livelihood Training Center with a floor area of 96 sq. meters, housing a training hall with 'comfort rooms' for males and females was then initiated. The project aimed to develop the human resources of this community by providing a venue conducive to capacity building activities like seminars, trainings, symposia, technology demonstration & other cultural activities that enrich its customs and traditions.

Project - Cycle 1	:	Community and Livelihood Center (CLC)	
Beneficiaries	:	All 665 households or 3,095 persons of the Barangay	
Estimated Project Cost	:	Block Grant PhP 561,171.90 (85%) Municipal LGU 70,788.00 (10%) Barangay LGU 25,036.00 (3%) PO 23,639.00 (2%)	
		Total PhP 680,634.90 (100%)	

Actual Project Cost		Block Grant PhP 561,171.90 (76.72%) - Cash
		Municipal LGU 132,950.00 (18.18%)- Sand & Gravel, Cash,
		                          Engineering supervision and Heavy Equipment
		Barangay LGU 7,980.00 (1.10%) – Line Canal. Computer
		                          usage Office supply.
		PO (CENTIPEDE) 29,315.00 (4.00 %)–labor, supervision, snacks	

		Total PhP 731,416.90 (100%)	
Implementation Period	:	**Start of Construction** June 16, 2008	**Completion Date** September 16, 2008

Outcomes
The project implementation was inclusive, involving Muslim, Christian, and indigenous members of the community. According to Focus Group participants, the community demonstrated helpfulness in building the center and in the protection and maintenance of the project. The participants reported, nine months after project completion, that the Muslims, Christians, and indigenous people were united and sustained a good relationship. They expressed happiness and gratitude for having a permanent place to conduct meetings and other community activities and felt that the activities being held in the CLC are creating a greater sense of community cohesion and helping Muslims and Christians live and work together.

The community's trust and confidence in the PO has been strengthened and the PO shows signs of sustainability as they expressed confidence in their own ability to implement and manage the project.

Barangay Koronadal Proper
Polomolok, South Cotabato
South Mindanao Region

Community Description
Barangay Koronadal Proper is a community of 4,192 people, roughly 54 percent male and 46 percent female, made up of 749 households. Koronadal Proper has a multi-ethnic population, including Maguindanaon, Cebuano, Bla'an, T'boli**,** Ilonggo, Tagalog,, Ilocano, Waray, Manobo, Mandaya, Kaulo, Chabacano, Aklanon, and Boholano. The barangay is just 986 hectares and is about 45 minutes by car from General Santos City.

Relationship to the Conflict
Koronadal Proper's experience of ethic conflict goes back to at least 1970 when their community was involved in the 'ILAGA-Black Shirt war' between Moro inhabitants and the Ilonggo and Ilocano peoples. In 1972, Martial Law was declared by President Ferdinand Marcos, however, the Moro National Liberation Front (MNLF) continued the struggle against the Government Armed Forces. An armed clash between the MNLF and AFP occurred in 1986 in Koronadal Proper. In 2000, a war was declared by President Estrada against the Moro Islamic Liberation Front (MILF). During this conflict, Koronadal Proper was used as a passage for MILF militants traveling back to their camp in Barangay Bentong. The fighting and presence of militants in the area has significantly impacted the population.

Initial Situation
When BDA first approached the community, the community expressed that they felt deprived of LGU services and that there was little communication with the LGU. They also noted a lack of understanding and trust between Muslims and Christians in the community. They thought that a venue for meetings and community activities would be beneficial to the community's inter-relations, but said they had trouble mobilizing the community to solve this problem and that they had little knowledge of implementing such a project.

Overcoming the Challenges
BDA facilitated the organizing of an inclusive people's organization and organized a strategic action planning exercise. However, early on the BDA and PO encountered some initial resistance from community members who felt that because the CDD approach asked the community members to donate time and labor that the BDA or LGU was just trying to 'use' them. The project also had to overcome a lack of technical capacity on the part of the PO and an initially slow response from the barangay and municipal LGU.

These early setbacks were met by trainings from the BDA for the PO and community and through the conduct of peace-building dialog among the different sectors of the community. A council of elders and a civilian volunteer organization were also created in order to include community leaders and ease any remaining mistrust of the project or tensions arising between parties. Indeed, a focus group conducted almost a year after project completion reported that the various parties had been able to maintain a peaceful environment and that the community eventually worked hand in hand with LGU (Municipal and Barangay).

Project Description
Construction of one unit Community and Livelihood Center (144 sq.m) in Purok 3A, Koronadal Proper, Polomolok, South Cotabato. The project aims to address the need to develop the human resources of this Bangsamoro community by providing a venue conducive to the conduct of

capacity-building activities like seminars, trainings, symposia, technology demonstration & other cultural activities that enrich its customs and traditions. Lot area is 900 square meters. The Strongly United Koronadal Proper Organization (SUKOR) will implement, operate and manage this facility.

Project - Cycle 1	:	Community and Livelihood Center (CLC)	
Beneficiaries	:	All 749 HHs or 4,192 population of barangay will have access to the CLC.	
Project Cost for Cycle 1	:	Block Grant PhP **646,907.22** (85%) Municipal **76,106.74** (10%) Barangay **22,832.01** (3%) SUKOR **15,221.35** (2%) Total PhP **761,067.32**	
Implementation Period of Cycle 1 Subproject	:	**Start of Construction** April, 2008	**Completion Date** June, 2008

Outcomes
According to focus group participants a year after project completion, building the CLC "served as a good moral, spiritual, and physical development." The focus group discussion yielded many comments around improved communications and relations between the People's Organization and among the community to deal better and more closely with municipal officials. They commented that the PO gained the trust of LGUs (both municipal and Barangay) and that community leaders are proud of the PO's work. For example, the PO successfully pressured the *barangay* LGU to provide counterpart funds in a timely manner and *barangay* officials are now more active than before the project.

Focus group participants also noted that internal community relations had also improved, including between Christians and Muslims.

The PO shows signs of sustainability as they have gained the confidence of the community. According to focus group participants the trainings they received have taught the PO useful skills in implementing the project, including transparent financial management. Focus group particapants commented that the PO had proved they could operate with zero corruption. It was also noted that the project has provided the community with linkages to other NGOs such as Act for Peace (UNDP administered) and Habitat for Humanity which will also assist their future development.

Barangay Tambongon
Pantukan, Compostela Valley Province
Davao Region

Community Description

The population Barangay Tambongon is 3,293 people in 542 households. The ethnic make up of the barangay includes:Kagan,Tausog, Mansakas, and Cebuano. Covering 777 hectares, the barangay is 17.5 kilometers from the highway and, before the project, was connected only by dirt and gravel road.

Relationship to the Conflict

Tambongon is the neutral ground for MILF and NPA since it is the nearest outlet to National Highway from the hills of Compostela Valley Province. In the 1980s MNLF also resided and operated in the area. During this period, there were continuous armed confrontations which greatly affected the civilians. Sporadic armed confrontations still occur.

Situation before the Project

Before the interventions began, the community members complained about a lack of unity or spirit of common interest among the community. They also expressed dissatisfaction with the difficulty in transporting goods, road accidents due to the unsafe road conditions, and low level of income which they saw as tied to the lack of a proper road to the highway. They also were dissatisfied with the absence of a venue for community gatherings.

In order to start the process of explaining the CDD approach and gain community support for the project, BDA conducted a project orientation and briefing at the LGU and with the community. They reached out to the community through a consultative barangay assembly. The beginning of the project did encounter some problems. Perhaps the 'best' problem was the amount of participation on the part of the community actually caused scheduling and organizational difficulties. More insidious was the mistrust on the part of some community members as they felt the project was associated with the Bangsamoro. The BDA and the People's Organization overcame these difficulties through a series of trainings which took place before the construction began. These trainings are outlined below:

Aug.31 to Sept.2,2007	Orientation on BDA,MTF-RDP & CDD
Sept.3-5,2007	Values Transformation Training
Sept. 6-12,2007	Participatory Community Assessment Training
Sept. 19-21,2007	Community Investment Plan Training
Sept.2-26,2007	Sub-project Preparation Training
Oct. 26-27, 2007	Financial Management Training
Nov.5-6, 2007	Monitoring & Evaluation Training
March 8,2008	Operation & Maintenance Training

Project Description

The project construction then ran relatively smoothly, enjoying continued trust among PO members and support from the municipal and barangay LGU both morally and by providing counterpart funding.

A 135 meter concrete Access Tire Path with drainage rip-rapped was constructed. This project is expected to give the accessibility of transportation for agricultural products and prime commodities, reduce transportation cost, minimized the accident and provide convenience to the

commuters. In addition, the sloped sides of the concrete tire path are scraped to widen the road and, to prevent land slides, have now been planted with vegetation.

Project - Cycle 1	: 135 Meters Concrete Access Tire Path w/ Drainage	
Beneficiaries	: 659 direct and 2634 indirect beneficiaries	
Project Cost for Cycle 1	:Block Grant PhP 289,528.00 MLGU PhP 69,152.80 BLGU PhP 8,685.85 P.O PhP 5,790.60 Total PhP 373,157.25	
Implementation Period of Cycle 1 Subproject	: Start of construction January 13,2008	Completion date February 15,2008

Having successfully implemented the first project, four months later, the PO took up another priority for the barangay- a 96 sq meter Community and Livelihood Center (CLC) with a small office/library/sleeping quarter, session hall, and two comfort rooms (male and female). The project is meant to provide a venue for developing skills to help improve the socio economic activity of the people**.** The CLC is now used for weddings, as a madrasa, to hold monthly PO meetings, the Women's Council monthly meetings, and as quarters for the contractor of community facility being funded by the provincial government.

Project - Cycle 2	: Community and Livelihood Center	
Beneficiaries	: 659 direct and 2634 indirect beneficiaries	
Project Cost for Cycle 1	Block Grant PhP 637,912.10 City LGU 80,671.10 Barangay LGU 19,137.46 PO 47,970.00 _____ Total PhP 785,690.60	
Implementation Period of Cycle 2 Subproject	: Start of construction June 23, 2008	Completion date September 1, 2008

A focus group of community members that took place about nine months after the completion of the second project revealed several benefits of the CDD process. Focus group participants noted that Christians were also included in the implementation and management of the sub-project and that the projects had brought the community closer together. More specifically regarding the People's Organization, the focus group participants noted that many people were encouraged to join the PO and that the members cooperated well together. They reported that the PO gained the respect of the community, the confidence of the LGU, and the technical skills to manage development projects. Moreover, they noted a raised the awareness level on the part of both the PO and community that lead to more demand on the LGU to continue the road repair work.

Manarapan
Carmen, North Cotabato
Cental Mindanao Region

Community Description
Manarapan is a barangay of 1,824 principally Maguindanaoun people. It is one of the larger project *barangays,* covering 1764 hectares, and has the good fortune to be situated along the National Highway making it very accessible.

Relationship to the Conflict
Barangay Manarapan is an area heavily affected by the conflict. The MILF Combatants and the Armed Forces of the Philippines had a series of encounters in the area along the highway during the height of the war in the early 2000's. Since then, the Government troops have maintained a small unit to man a checkpoint and to secure the area. For quite a time, residents left the area to avoid being caught in the cross fire. They came back when the situation guaranteed their safety and so most of the residents in this area today were part of those displaced during the war.

Situation before the Project
When focus group participants were asked about issues facing their *barangay* before the project began, they mentioned several priority areas for improvement.
- Poor condition of farm-to-market road and the high transport cost that entails
- Lack of electrification in some purok/sitios in the *barangay*
- Lack of postharvest facility (dryer and storage warehouse)
- Price of products controlled by local traders
- Low income of farmers
- Inadequate supply of potable water
- Accidents happen at the national highway because it is being used as drying area for corn

While these are all important areas of concern, a solar drier was deemed the most urgent. As with the other projects, BDA began a series of orientations and trainings for the community and LGU before the project began to ensure support of the community and smooth implementation of the project. A People's Organization was also formed to oversee implementation of the project.

Trainings Conducted

Date	Title of Trainings	Venue of Trainings	No of Participants	
			Male	Female
31-Dec-07	MILF Political Committee Orientation	Manarapan, Carmen	20	4
18-Jan-08	MLGU Orientation	Carmen Municipal Hall	10	2
17-Jan-08	Barangay-wide Orientation	Manarapan, Carmen	49	13
Jan 22-24, 2008	Values Transformation Training	Manarapan, Carmen	26	9
Feb 4-6, 2008	CIP Training	Manarapan, Carmen	19	2
Feb 21, 2008	CIP Validation	Manarapan, Carmen	19	8
Feb 21-23, 2008	SPP Training	Manarapan, Carmen	17	6
April 7-8, 2008	PM OM ME Training	Manarapan, Carmen	13	7
April 21-22, 2008	FM and Procurement Training	Manarapan, Carmen	13	10
May 5, 2008	MSC Appraisal of SPP	Carmen Municipal Hall	12	9
May 6, 2008	PCC	Manarapan, Carmen		
June 29-30, 2008	Organizational Development Training	Manarapan, Carmen		

Project Description
Construction of 2 Units Solar Drier on Grade at Sitio Kiag, Barangay Manarapan (12 m x 20 m area per unit). The project aims to cater to the post-harvest concerns of the 244 farming households that produce rice and corn. They have a 40-50 sack drying capacity and the PO charges 4 pesos per sack dried.

Project - Cycle 1	:	2 Units Solar Drier on Grade		
Beneficiaries (SP Cycle 1 &/or Cycle 2)	:	244 farming households		
Total Project Cost Cycle 1 : • MLGU Equity • BLGU Equity • PO's Equity	:	**Php 500,000.00** (Block Grant PhP 425,000.00) Commitments Actual Released 50,000.00 15,000.00 2,566.67 10,000.00 205,133.33		
Implementation Period	:	Start of Construction	Completion Date	Date of Turnover
Cycle 1		June 27, 2008	August 29, 2008	

Outcomes
In the short term, the sub-project provided job opportunity to skilled workers during construction. A longer term benefit is that, because of the drying facility, the quality of corn products are better and fetch a better price and nearby barangays are also benefiting from the drier. There are also far fewer accidents at the highway since residents are not dying corn their anymore.

Focus group participants, 10 months after the project was completed, note that the PO learned to plan and formulate a proposal, as well as learned to manage and sustain the drying facility. Importantly, they also note that there is a strengthened partnership between the PO and the LGU and that frequent consultations are made to solve community problems.

Barangay Canacan
Kabasalan, Zamboanga Sibugay
Zambopen Region

Community Description
Canacan is a Barangay of 1,264 people from the Maguindanao, Tausog, Cebuano, Samal ethnicities. Covering just 504 hectares, Barangay Canacan is located about a kilometer from the town center of Kabasalan and is found near the national highway.

Relationship to the Conflict
Barangay Canacan was affected by the Christian-Moro conflict in the 1970's. There were many displaced families and victims of disappearances. More recently, Barangay Canacan was disturbed when there were intensified military operations in response to the kidnapping of Fr. Giancarlo Bossi, a kidnapped Italian missionary, believed to be hidden near the *barangay*.

Challenges to the community before the Project
Although, unlike some of the other project *barangays*, the community had been the beneficiary of some development projects, community members felt they were not consulted regarding the choice or implementation of projects and that those implemented did not directly address the needs of the community. Community members noted several issues facing their community such as, the absence of a venue for large community gatherings and activities, the muddy road to the main highway and the high cost of transporting goods that caused, and the absence of a public Muslim cemetery. However, they were concerned that some community members would not cooperate in a CDD project and had some initial doubts about BDA.

As a response to these issues and concerns, BDA began with a consultative process to determine the priorities of the barangay population. The community chose a Community Livelihood Center and BDA began conducting the trainings and seminars necessary to build up the People's Organization who would manage the implementation and to encourage the community about the BDA project.

Description of the Project
Construction of the Multi Purpose Building went quickly and in just two months was completed. The project serves as a multi functional hall for meetings and seminars, Arabic classes, an office and reception hall, and other purposes in the community.

Project - Cycle 1	:	Community and Livelihood Center	
- Cycle 2	:	Farmers' Access Pathway	
Beneficiaries (Cycle 1 & Cycle 2)	:	1,264 direct beneficiaries	
Project Cost for Cycle 1	:	Block Grant Php 500,000.00 B/MLGU 65,000.00 Community 10,000.00 Total Php **575,000.00**	
Project Cost for Cycle 2	:	Block Grant Php 287,760.50 B/MLGU 36,600.00 Community 11,600.00 Total Php **335,960.50**	
Implementation Period (SP Cycle 1)	:	Start of Construction February 11, 2008	Completion Date 2nd week of April 2008

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Implementation Period (SP Cycle 1)	:	Start of Construction June 5, 2008	Completion Date July 25, 2008

A focus group conducted about one year after the projects were completed revealed that the projects have brought some very tangible benefits to the community. Most comments focused on the benefits of a clear and clean road to the highway including shorter travel time easier travel allowing access to goods and services, and a reduced cost of travel- from 15 to 5 pesos. Community members also noted pride in their CLC as it was a great new symbol of Canacan.

ANNEX 2: BDA ORGANIZATIONAL REVIEW

With ever-increasing prospects for a peace treaty between the Moro Islamic Liberation Front (MILF) and the Government of the Republic of the Philippines (GRP), the World Bank (WB) and other donors, including Australia (AusAID), Canada (CIDA), New Zealand (NZAID), United States (USAID), Sweden (SIDA), and the European Commission, among others, set up the Mindanao Trust Fund (MTF) and initiated the Mindanao Trust Fund for Development and Reconstruction Program (MTF-RDP). The program focuses on providing capacity building and small-scale reconstruction and development projects to areas in Mindanao that suffer from a lack of infrastructure, displaced populations, mistrust of government, and little or no development programming as a result of over 30 years of conflict.

This program is to be carried out in two phases. Phase 1 (prior to signing of the peace agreement) focuses on capacity building of the implementing partners such as BDA and of the LGUs. It also includes the prioritization, selection and implementation of a small number of small scale projects using the CDD approach. Phase 2 (after signing of the peace agreement) will involve scaling-up of the number of CDD projects, continued capacity building, and a phased transfer of program management responsibility from Trust Fund Recipients to the implementing partners, including BDA. It is therefore important to assess BDA's readiness to absorb and efficaciously utilize increased funds at this juncture in the MTF-RDP.

I.   Background of Organization

Origins of organization

BDA has its roots in the Institute of Bangsamoro Studies (IBS). A group of Bangsamoro professionals volunteering with the IBS saw the need to take more action to bring about economic and social development in Bangsamoro communities. To this end, they established the Bangsamoro Development Council (BDC) and formulated a Comprehensive Bangsamoro Development Plan (CBDP).

The signing of the GRP - MILF Agreement on Peace in 2001 paved the way for the creation of the Bangsamoro Development Agency (BDA). The late Ustadz Salamat Hashim invited selected members of the BDC to conceptualize a development agency with the mandate to determine, lead, and manage relief, rehabilitation, and development activities in the conflict affected areas in Mindanao. The organization they developed was named as the Bangsamoro Development Agency. BDA is a development agency in nature and does not consider itself a military group but a development arm under the Office of the MILF-Central Committee Chairman.

II.   Description of MTF-RDP Approach to Capacity Development for BDA

Phase 1 of the Program started in late March 2006. At that time, the Central Management Office and six Regional Management Offices of the BDA participated in the World Bank's capacity building program which emphasized a learning-by-doing approach. BDA staff received training as the program progressed, using the experiences learned in the process to better understand the theories and techniques on which they were trained. Part of the ongoing capacity building program includes the implementation of community driven development projects in conflict affected areas and capacity building to BDA management to undertake reconstruction and development projects.

III. Technical Assistance to the BDA

BDA has received technical assistance on a number of project management and organizational development topics since the inception of the MTF-RDP. In addition to a CDD Handbook developed to offer BDA and other municipal partners guidance on what the CDD approach means, how to build the necessary relationships on the community level, how to prepare and implement the community projects, guidelines for financial management, procurement, and social and environmental safeguards, BDA has received targeted trainings on these issues. An MTF Secretariat Technical Assistance Team has provided ongoing training to the Board of Directors on strategic planning and the policies governing the management and operations of the BDA. The central and regional management offices of BDA have also received training on a range of subjects including program management, administrative and human resource development, field operations and field level monitoring and supervision, monitoring and evaluation, and documentation and reporting.

Capacity building activities have included:

- Mainstreaming M&E at the CMO, RMO, and PO level: The CMO Monitoring and Evaluation Officer, MIS Officer, and MIS Assistant were briefed on the MTF-RDP results framework, tasks to be undertaken, and on the structure of the M&E unit at the CMO thereby helping BDA's M&E staff understand each other's roles and work together.
- Monitoring and reporting system of POs, RMOs, and CMO: The BDA received training on the reporting flow for the MTF-RDP which will serve as a guide for PO, RMO, and CMO staff on how data and information are gathered, analyzed, used for management decision making, and reported to CMO and ultimately the MTF-Secretariat.
- Revision of reporting forms and M&E tools: The BDA received technical assistance on reporting formats and RMO staff were trained in report writing and periodically coached in monthly reporting to help ensure the necessary information is captured and submitted to CMO for analysis and consolidation.
- Coaching and mentoring to CMEO for PO M&E: The CMO Monitoring and Evaluation Officer received coaching in the conduct of sub-project benefit monitoring, people's organization assessment, and physical inspection in completed sub-projects.
- Guidance on the preparation of briefing papers and presentations to be presented during the Board of Directors meetings, meetings with donor agencies, and other such audiences.
- Helping to draft Terms of Reference for personnel and formulating the interview guide for various posts to be filled.

IV. Impact of Interventions/Training

Governance

The BDA has established a Board of Directors. In February 2008 they determined their organizational structure and crafted their Strategic Plan. With the assistance of an external consultant, The Board has formulated the Key Operational Policy's regarding Financial Management, Planning, Monitoring & Evaluation, Human Resource Management, Administration and Logistics, Organizational and Institutional Partnerships, and Conflict Resolution. The Board has also established what their oversight functions of the executive body (Central Management Office) will be.

These are important achievements and provide the framework in which an organization can function professionally and transparently. However, the establishment of these systems and policies in BDA has not translated into a problem-free organization. Even with an HR Management policy and a grievance committee in place, they have difficulty in performing their role in resolving internal conflicts in the organization and conflict between the staff at CMO level is not yet resolved. In most cases, problems and unresolved conflicts are being elevated to the Central Committee of the MILF which is a sign that Board is not resolving conflicts themselves.

Indeed, based on observations over the last year, the Board is not yet effectively carrying out its oversight functions of the overall management of BDA. Part of the cause may be that only a few Board members have the skills necessary to provide oversight and advice to the executive staff, especially on program operations and management.

Human Resources

In preparation for the increased staff workload in PPR2, BDA increased its staff in the Regional Management Offices (RMOs). This includes the deployment of a full time Regional Managers (RM) to oversee operations at the regional level and a Finance and Administrative Assistant (FAA) to maintain proper records and ease the administrative burden on other staff. The FAA will also serve as the Office Manager of the Regional Office. Please see table below.

Increased Number of Staff in PPA2		
CMO/RMO	*Number of BDA Staff*	
	PPA1	PPA2
CMO	13	16
RMO (6 Regions)	18 + 6 part time RM (3 + 1 part time RM/RMO)	30
Source: MTF-RDP 1st Quarterly Report 2009		

Policies on recruitment are in place. The Procurement and Evaluation Committee (PEC) is responsible for evaluating applications and interviewing applicants based on qualifications set forth in the terms of reference for the specified position. Once qualified candidates have been selected, PEC recommends the candidate to the Executive Director for approval.

While this policy has been formulated, it is not being systematically adhered to. While the job descriptions and Terms of Reference are clearly defined, the recruitment of staff is sometimes neglected or improperly carried out. For example, job vacancies are not widely announced and are often only being posted on the BDA bulletin board. Most often candidates being considered are close relatives of pre-existing staff. Qualifications and related work experience required for the position are sometimes being neglected, resulting in poor competency and a lack of the necessary skills on the part of the hired staff. A result of these inconsistent hiring policies has been that skilled staff become over-burdened, taking on the responsibilities of those who have been hired without the necessary qualifications or motivation.

Another concern is that funds for staff training and development are allocated based on programs, hence, funding for training and development of BDA staff is sparsely and inconsistently funded. .

Financial Management

Overall, financial management in PPA2 has improved upon that in PPA1. In PPA1, work and financial plans were prepared by external implementation service providers for the BDA Regional Management Offices (RMOs). The work and financial plans of the 6 BDA RMOs were then

consolidated by the CMO. For PPA2, however, work and financial plans were crafted during the Project Management Training. As a result, the 6 BDA RMOs and the CMO prepared their own work and financial plan, indicating activities to be undertaken with the corresponding budget. To date, expenses are generally in accordance with the budget and are being analyzed monthly during the preparation and submission of statement of expenditures (SOE). This shows an improvement in the capacity of BDA staff to prepare plans and budgets as they move on to the realization of PPA2. Given the additional 12 LGUs to be engaged and 37 additional sub-projects to be implemented, the improved planning will be a great benefit.

Preparation of Work and Financial Plan		
BDA	*PPA1*	*PPA2*
6 RMOs plans	Implementation Service Provider prepared 6 Work and Financial Plans (WFPs) for PPA1 implementation in 6 BDA RMOs	BDA RMO Staff prepared Work and Financial Plans (WFPs) for PPA2 implementation with some supervision by Technical Assistance Team
1 CMO plan	Consolidated Work and Financial Plans of 6 BDA RMOs with the assistance of Implementation Service Provider	Consolidated Work and Financial Plan of 6 BDA RMOs with minimal supervision by Technical Assistance Team
Source: MTF-RDP 1st Quarterly Report 2009		

Another improvement in financial planning has been the adoption of QuickBooks for the accounting. This has made the accounting system at the CMO faster and more efficient. The software was also introduced to the RMOs, however, they still need periodic coaching and mentoring to use it.

There has also been an improvement in staffing for financial management. In PPA1, finance related tasks were handled by the M&E Officer, forcing M&E staff to allocate time to finance-related work (such as the review of financial reports and the financial documents of RMOs). BDA is now hiring additional finance and administrative staff for the implementation of PPA2. Moreover, they have now created a Finance Head position, under whom the responsibility for overall budget management falls.

Importantly, BDA is subjected to an external audit annually. BDA is complying with the audit findings and the recommendations are being carried out in a timely manner.

One area of financial management that could be improved upon is inventory control. While a policy on inventory control is in place, periodic inventory is sometimes neglected and the maintenance of assets is also poor.

Lastly, though BDA itself has made the above-mentioned improvements in their financial management, they must focus more on the financial capacity building of PO's. Findings of the external audit made in 2007 and 2008 revealed that urgent attention is needed in some PO's, specifically in procurement documentation requirements, disbursement, and liquidation processes. Thus there is a need to capacitate the PO procurement committee and audit and inspection committee for compliance with the procurement process. Guidance and oversight from the RMOs on these matters is encouraged.

Programs

Several improvements in project planning and reporting have been made since PPA1. For instance, the annual work and financial plans are more realistic in PPA2 and as a result, program achievements are close to the set targets. Moreover, M&E systems are now in place and data gathered are being utilized by management in decision making. For instance, improved monitoring allows for improved awareness of which regions are not achieving targets on time and aiding in remediating projects that fall off target. Results of monitoring processes, such as Operations and Maintenance Assessments, are utilized to make program adjustments. Finally, there has been an improvement in the number of RMOs submitting monthly reports to the CMO and BDA quarterly reporting to the MTF secretariat has improved both in terms of the timeliness of the reporting and the quality as the reports are now based on the Results Framework.

While these are fundamental improvements which can be expected to help project implementation over the long run, there are still several areas to be improved upon. Selection of the sites for sub-projects is a critical factor in their smooth and timely implementation. While systems are in place for site selection, some RMOs do not follow the established policy. This results in delays in implementation, specifically in securing a Memorandum of Agreement with the LGUs. In principle, both the BDA and the LGU for the municipality should shortlist 5 barangays for treatment and those barangays commonly identified by both parties should be the targeted sites in the municipality. Prioritization of the barangays should then take place in consultation with both parties. In practice, site selection has not systematically followed this procedure.

Program management systems such as financial management, program monitoring, and procurement systems were installed at the CMO and RMO levels; however, more focus on these is needed at the RMO level and amongst People's Organizations. Specifically, more attention should be given to post - turnover activities like benefit monitoring, physical assessment, and PO assessment to ensure sustainability of sub-projects and the people's organization. RMO's have the mandate to conduct these follow-up activities; however, they currently fall to the CMO as more capacity in these types of activities is needed at the RMO level. Ideally, RMO staff would be equipped to train People's Organizations in financial and procurement management. Indeed, further capacity building among some CMO and RMO staff is also needed in the areas of analysis of progress toward achieving targets and decision making for effective time management.

Going forward, encouraging RMOs and People's Organizations to document their monthly and weekly meetings and to include in their meetings an item on the status of the agreements made in the previous meeting, would help these groups stay focused on the tasks over the course of their projects. Forms for the documentation of meetings are provided in the CDD manual.

Lastly, while the BDA's M&E system is improving, Field Operations monitoring and supervision is still in need of guidance from the Technical Assistance Specialists. Currently, BDA's RMOs are not receiving the Field Operations support they need from the CMO.

External Relations and Partnerships

Since the inception of the MTF-RDP, BDA has worked with NGO (both international and local), municipal and barangay LGUs, and among the communities and their People's Organizations. This has been an admirable effort of inclusiveness and social engagement. However, more effort needs to be made in encouraging the LGUs to become involved in the projects. So far, attention has focused on getting the LGUs to sign MOAs, but more effort is needed toward building support for the projects among the LGUs and the solicitation of the related counterpart funds.

According to BDA records, only half of the RMOs were able obtain counterpart funding above 10 percent of the total project cost. For example, LGU budgeting for the next fiscal year takes place between September and December. BDA should lobby the LGUs during this period to include counterpart funding for the MTF-RDP sub-projects in their budgets for next year – if there are plans to scale-up.

While POs have been organized, assisting them to create links with other NGOs (local or international) to implement programs or provide services, specifically those that cannot be provided by BDA, will greatly improve their chances for sustained activity.

Sustainability

The World Bank was the pioneering donor of BDA through the MTF-RDP program. However, one year into BDA's work, JICA also funded their activities through SERD-CAAM. Presently, BDA has 8 programs being implemented in partnership with various donors. This shows the increasing confidence of donors and project funders to partner with BDA and BDAs ability to solicit and win funding from other agencies.

Programs Implemented by BDA in partnership with Donors

Program/Project	Donor/Funding Agency/Partner Agency
Mindanao Trust Fund for Reconstruction and Development (MTF-RDP)	Multi-donor trust fund administered by World Bank
Socio-Economic Research and Development in Conflict Affected Areas in Mindanao (SERD-CAAM)	Japan International Cooperation Agency (JICA)
Mindanao Action for Peace and Development (MAPAD)	Accion Contra El Hambre
Mindanao Peace (MinPeace)	Gerry Roxas Foundation
Grassroots Grants Project (GGP)	Japan International Cooperation Agency (JICA)
Botica ng Barangay (BNB)	Japan International Cooperation Agency (JICA)
Internally Displaced Persons (IDPs)	World Food Programme (WFP)
Malaysia Infra Project (MY Infra)	Malaysian Government

Program Development Outcome	Outcome Indicators/Targets*	Use of Program Outcome Information	Assumptions
Communities of conflict-affected areas, internally displaced people, and rebel returnees benefit from visible restoration of some basic services of their choice and sustained by more accountable Local Government Units (LGUs).	• One year after the signing of the peace agreement 10% of the 150 municipalities with communities in conflict-affected areas, IDPs, and rebel returnees have sub-projects of their choice completed • Five years after signing of the peace agreement 75% of the 150 municipalities with communities of conflict-affected areas, IDPs, and rebel returnees have sub-projects of their choice completed • 60% of LGU investment plans and planning processes in the 150 municipalities are informed by critical gaps in basic services in conflict-affected communities • 75% of assisted communities in the 150 municipalities express satisfaction with results of the Program * *from GRP-MILF list of 150 municipalities*	• End Year 1 and 2 info: inputs to assess adequacy of approach and implementation arrangements. • Year 3 and 4 info: inputs to assess need for and type of continued peace building and post conflict activities through longer-term assistance by Govt and donors.	• Socio-economic development in local communities will lead to improving the quality of life that results in the reduction of conflict at the local level. • Continuation of the socio-economic recovery efforts are closely linked to what transpires in the final peace agreement between the GRP and the MILF.
Intermediate Outcomes	**Intermediate Outcome Indicators/Targets**	**Use of Intermediate Outcome Monitoring**	**Assumptions**
Outcome 1: Communities of conflict-affected areas, internally displaced people, and rebel returnees have satisfactorily decided on, planned and implemented sub-projects of their choice.	1. Communities have identified priorities and completed subprojects of their choice 2. Increase in improved gender participation in various implementation committees 3. Men and women in the community are satisfied with subprojects 4. Community members continue supporting and maintaining subprojects.	[Phases 1 and 2] • Ongoing monitoring and follow-up evaluations demonstrate the value of community participation in improving social cohesion in conflict-affected communities.	• Participatory and value-guided efforts to involve people in the local community will assist in sustaining conflict mitigation and peace-building at the local level. Prior research has demonstrated the effectiveness of the CDD approach.[7]

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[7] See: Barbara Pozzoni and Nalini Kumar, "A Review of the Literature on Participatory Approaches to Local Development for an Evaluation of the Effectiveness of World Bank Support for Community-Based andDriven Development Approaches," The World Bank Operations Evaluation Department, 2005 (http://siteresources.worldbank.org/EXTEFFOFWBSUP/Resources/cbd_cdd_literature_review.pdf).

Intermediate Outcomes	Intermediate Outcome Indicators/Targets	Use of Intermediate Outcome Monitoring	Assumptions
Outcome 2: LGU capacity is improved for project planning, resolving conflicts, project implementation and seeking resources for subprojects in conflict-affected communities.	1. LGUs are able to satisfactorily undertake inclusive subproject planning, procurement, financial management and conflict resolution: • #/type of persons attending committee meetings #/type of decisions made Community awareness/satisfaction with local committee decisions • # of conflicts reduced in municipality 2. Number of CDD services increased 3. Men and women in the community are satisfied with LGU performance	[Phase 2] • Ongoing monitoring and follow-up evaluations demonstrate the increase and improved services by LGUs in conflict-affected communities	• Improved community cohesion empowers community members to a greater willingness to work with local government units for maintaining a peaceful milieu for achieving sustainable development.
Outcome 3: Local implementing partners, including the Bangsamoro Development Agency (BDA), have achieved sufficient management capacity to work with local government units (LGUs) and local development groups in reconstruction & development activities.	1. BDA and other implementing partners staff are capable of carrying-out the following tasks in a timely and efficient manner: • Managing an operational budget • Managing block grants • Conducting regular M&E of development projects • Submitting satisfactory financial and status reports 2. The BDA signs MOAs with 75% of the LGUs to conduct project development activities 3. Donors and local partners perceive BDA as an effective program management office (PMO) 4. LGUs become the entry points for coordination and provision of assistance by other projects and programs.	[Phases 1 and 2] • Assessment of training and staffing arrangements for the PMO. • Review of management plan and recommended actions on observed short comings. • Level of coordination with other stakeholders and projects documented. • Areas identified requiring structured evaluation procedures to assess BDA performance.	• Socio-economic development will be enhanced by working through a local development agency. • Building the capacity of BDA to work with local communities will serve as a pilot effort to institutionalize the process for establishing additional PMOs to work at the local community level