

MINDANAO TRUST FUND FOR RECONSTRUCTION AND DEVELOPMENT PROGRAM
Assessment of Program Partnership Agreement 3

Final Report

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**ORIENT INTEGRATED
DEVELOPMENT CONSULTANTS
INCORPORATED**

Final Report

Project Assessment
Program Partnership Agreement 3

Mindanao Trust Fund -
Reconstruction and Development Program
(MTF-RDP)

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Acronyms

BCR	-	Benefit Cost Ratio
BDA	-	Bangsamoro Development Agency
BLGU	-	Barangay Local Government Unit
CDD	-	Community-Driven Development
CDR	-	Community-Driven Reconstruction
CIOMS	-	Council for International Organization of Medical Sciences
CLC	-	Community Learning Center
CenMin	-	Central Mindanao
ERR	-	Economic Rate of Return
FGD	-	Focus Group Discussion
FRR	-	Financial Rate of Return
IP	-	Indigenous People
KALAHI-DSWD	-	Kapit-Bisig Laban sa Kahirapan – Comprehensive Integrated Delivery of Social Service (KALAHI-CIDSS) Department of Social Welfare and Development
KII	-	Key Informant Interview
LGU	-	Local Government Unit
MILF	-	Moro Islamic Liberation Front
MLGU	-	Municipal Local Government Unit
MTF-RDP	-	Mindanao Trust Fund for Reconstruction and Development Program
NPV	-	Net Present Value
OIDCI	-	Orient Integrated Development Consultants, Inc.
O&M	-	Operations and Maintenance
PO	-	People’s Organization
PPA3	-	Program Partnership Agreement 3
RBS	-	Rapid Beneficiary Survey
SouthMin	-	Southern Mindanao
SP	-	Sub-project
SPSS	-	Statistical Package for Social Sciences
TOR	-	Terms of Reference
ZamBaSulTa	-	Zamboanga, Basilan, Sulu, Tawi-tawi
ZamPen	-	Zamboanga Peninsula
WB	-	World Bank

FINAL REPORT

1.0 INTRODUCTION

1.1 Background

The Mindanao Trust Fund-Reconstruction and Development Program (MTF-RDP) is a confidence-building initiative designed to support the social and economic recovery in conflict-affected communities in Mindanao. Specifically, the program is directed at building the capacity of the Bangsamoro Development Agency (BDA), the development arm of the Moro Islamic Liberation Front (MILF) to lead, manage and implement development projects in a participatory manner. Under a grant agreement between the World Bank Secretariat (as Trust Fund Administrator) and two Trust Fund Recipients (Community and Family Services International and Mindanao Land Foundation, Inc.), community-based sub-projects were provided and implemented through the BDA in various communities to assist re-build, restore and empower local institutions and to contribute to reducing conflict and strengthening the peace process.

Since 2006, the MTF-RDP has implemented and completed three Program Partnership Agreements (PPAs), each building on the progress, achievements and lessons learned from the previous PPA. The third PPA is the subject of this Assessment. It covers the period from July 2010 to March 2012, which includes the extension under two supplemental agreements. PPAs 1 and 2 focused on the Community-Driven Development (CDD) component. PPA 3 was expanded to include the piloting of the Community-Driven Reconstruction (CDR) component of the program.

1.2 Objectives

The key objectives of the assessment are defined as follows:

- Assess the overall socio-economic conditions in the barangays and the extent to which sub-projects and other assistance were able to respond to needs and priorities of recipient communities.
- Assess impacts on social capital and community dynamics including the extent to which the program was able to achieve: a) broad-based community participation in choosing community priorities and implementing sub-projects inclusive of disadvantaged groups; b) transparency in collective decision making and access to sub-project related information; c) alignment of delivered sub-projects with community needs and priorities; d) increased level of trust among community members and towards key implementing partners (POs, BLGU, MLGU and BDA); e) increased belief among target communities and other stakeholders that the Government of the Philippines and MILF can work effectively for the public good; and f) improved perceptions of peace and security in target areas.
- Provide an in-depth understanding of issues emerging from PPA3 program implementation and capture related lessons learned that may be used to improve the application of project procedures and guidelines.
- Assess the extent to which the program was able to achieve sustainability of barangay-level institutions relative to their capacity to remain active, and sustain the functionality of investments after sub-project turn-over.
- Assess the level of awareness of and satisfaction with the BDA and the MTF-RDP.

2.0 SCOPE OF THE PROCESS ASSESSMENT

2.1 Types of Sub-projects

The CDD component aims to improve access to livelihood and basic services at the community level to meet priority development needs. A total of 68 sub-projects were implemented since the Program's inception in August 2010. CDD sub-projects consisted of these:

- Mini Public Market
- Water System
- Box Culvert
- Overflow Concrete
- Solar Dryer with Multipurpose Warehouse
- Coco Grills
- Community Learning Center
- Multi Purpose Center
- Community Livelihood and Learning Center
- Artesian Deep Well
- Concrete Pathway
- Concrete Tire Path
- Concrete Pavement
- Public Market
- Concrete Bridge and Pathway
- Multi-Purpose Concrete Pavement
- Overflow and Concrete Tire Path
- Construction of DX Line Extension

These sub-projects are located in 59 barangays in the BDA areas of Central Mindanao, South Mindanao, Zamboanga Peninsula, ZamBaSuITa, Davao and Ranaw.

On the other hand, the CDR component seeks to improve livelihood opportunities through the provision of core shelters for internally displaced households, farming inputs and fishing tools, as well as the development of community level infrastructure. There were 68 various sub-projects implemented in 36 barangays covering 6 municipalities in Central Mindanao and Ranaw regions. CDR sub-project types include the following:

- Latrine
- Handpumps
- Mat Weaving and Fan Making
- Banca, Fishnets, Rubber Floater, Lead Sinkers, String rope, Bamboo Fishtrap, Bamboo Lines, Polynet
- Vegetable gardening inputs
- Farming inputs
- Core Shelter
- Hydrotiller
- Water Pump
- Tire Path
- Draft Animals
- Public Toilet
- Water System

2.2 The Sample Areas and Sample Household Distribution

Per the revised Terms of Reference (TOR), ten barangays were to be selected to be the sample areas for the assessment based on the following criteria:

- For CDD sites, the proportion of household beneficiaries should not be less than 80% of total number of households;
- Reflect a mix of sub-projects;
- Include barangays with one and two sub-project cycles;
- Have some geographical representation (not necessarily proportionate representation);
- Reflect a mix of barangays based on population size; and
- At least four sites should be CDR.

Moreover, the sample was to consist of 1-2 large barangays, 2-3 medium to large barangays, 2-3 small to medium barangays and 3-4 small barangays.

The three-level selection process used by the OI DCI Team led to the selection of the ten sample barangays listed in Table 2.1. Six of these are CDD while four are CDR barangays. The sample also sufficiently met the other sampling criteria.

Table 2-1. Sample Barangays for PPA3 Assessment

BDA Region	Brgy Sample No.	Province	Municipality	Barangay	Brgy Size	Project Cycle	CDD Sub-Project	CDR Sub-Project
CenMin	1	Maguindanao	Matanog	Bugasan	Large	1	Community Learning Center	
	2	Maguindanao	Datu Piang	Balanakan	Small to Medium	-		Farming inputs
	3	Maguindanao	Datu Piang	Liong	Small	-		Mat weaving
Davao	4	Compostela Valley	Pantukan	Bongbong	Medium to Large	2	Water System, Level II Water System	
	5	Compostela Valley	Pantukan	Fuentes	Medium to Large	1	Mini Public Market	
Ranaw	6	Lanao del Norte	Poona Piagapo	Tangclao	Small	-		Draft animals
	7	Lanao del Sur	Piagapo	Talao	Small	-		Core shelters
SouthMin	8	Sarangani	Kiamba	Datu Dani	Small to Medium	2	Solar dryer with multipurpose warehouse; 6 units coco grill	
BaSulTa	9	Basilan	Tipo-tipo	Pekok Badja ¹	Small to Medium	2	Community learning center; overflow structure and concrete tire path	
ZamPen	10	Zamboanga del Sur	Dinas	East Migpulao	Small	1	Overflow and concrete tire path	

- ¹ This barangay eventually replaced Bakisung Cambug of Al Barkah due to security concerns in the originally selected site at the time of the survey.

3.0 METHODOLOGY

3.1 Data Collection Methods and Instruments

The assessment was carried out through a Rapid Beneficiary Survey (RBS), Focus Group Discussion (FGD) and Key Informant Interview (KII) of respondents who are recipients of various CDD and CDR sub-projects.

Per the TOR, the RBS was to cover a total sample size of 1,600 household respondents. Four FGDs were to be held in each barangays: (a) male group, (b) female group, (c) people's organization members including the PO head, and (d) barangay officials and barangay council members. Four KIIs were also to be completed per barangay: (a) barangay captains and municipal workers, and (b) representatives of vulnerable groups.

The WB provided the RBS questionnaire and the FGD and KII guides which the OIDCI Team refined and translated into Tagalog, Visayan, Maranaw and Maguindanao.

3.2 Pre-test of Instruments

The RBS, FGD and KII survey instruments were pre-tested in March 4-6, 2013 in two barangays in Maguindanao: Barangay Sumakubay, Gen. S. K. Pendatun (CDD); and Barangay Balong, Datu Piang Municipality (CDR). The RBS pre-test covered 30 households; 2 FGDs, and 2 KIIs each were held in each barangay.

The pre-test enabled the OIDCI team to refine the instruments and guide questions, and suggest categories or codes for open-ended questions. The activity also generated recommendations on how the survey administration, documentation and data quality control can be improved.

3.3 Sample Distribution and Selection

Distribution of the RBS Sample

A mix of approaches were used to distribute the 1,600 sample households among the 3 large and medium to large barangays, and the 7 small to medium and small barangays, in order to meet the requirements set in the revised TOR.² The methodology that was adopted yielded the distribution shown in Table 3-1. For comparison purposes, the actual number of households surveyed is also shown.

² Discussed and illustrated in the Inception Report (February 2013).

Table 3-1. Distribution of Household Samples among Barangays

BDA Region	Brgy Sample No.	Province	Municipality	Barangay	Brgy Size	Proposed Household Sample	Actual Household Sample (CDD)	Actual Household Sample (CDR)
CenMin	1	Maguindanao	Matanog	Bugasan	Large	262	262	
	2	Maguindanao	Datu Piang	Balanakan	Small to Medium	140		141
	3	Maguindanao	Datu Piang	Liong	Small	200		179 (+21 non-beneficiaries)
Davao	4	Compostela Valley	Pantukan	Bongbong	Medium to Large	234	234	
	5	Compostela Valley	Pantukan	Fuentes	Medium to Large	238	241	
Ranaw	6	Lanao del Norte	Poona Piagapo	Tangclao	Small	24		24
	7	Lanao del Sur	Piagapo	Talao	Small	26		26
SouthMin	8	Sarangani	Kiamba	Datu Dani	Small to Medium	230	230	
BaSulTa	9	Basilan	Tipo-tipo	Pekok Badja	Small	127	136	
ZamPen	10	Zamboanga del Sur	Dinas	East Migpulao	Small	129	130	
Total						1610	1233	387

Selection of Survey/KII Respondents and FGD Participants

For the RBS, the household respondents in CDD barangays were randomly selected from the list of households in the barangays. In CDR barangays, the sample was drawn from lists of actual beneficiaries of focus sub-projects. The lists were secured from the barangays and the BDA.

For the FGD and KII, the assistance of the barangay officials and POs was sought in identifying potential FGD participants and key informants. The field team ensured that age and ethnicity representation was balanced in all groups. Gender balance was also observed in the FGDs of PO members and barangay officials/council and in the KII of vulnerable groups. Care was taken in the selection of FGD participants and KII respondents so that no person participated in more than one FGD or in both FGD and KII.

Selection of Barangays and Sub-Projects for Economic and Financial Analysis

Initially, all the 12 focus CDD and CDR sub-projects in the 10 barangays were considered as potential cases for economic and financial analysis. After ascertaining the status of the sub-projects through visits to the barangays and the initial results from the RBS, FGD and KII, the OIDCI Team decided to focus on seven barangays and cover all 14 sub-projects in these barangays. The selection of the barangays took into consideration (a) proportionate representation of CDD and CDR sub-projects, and (b) geographic distribution and variation among sub-project types. The prevailing safety and security concerns experienced during the RBS, FGD, KII activities were also considered since a second round of data collection in the barangays would be required.

Table 3-2. Barangays and Sub-Projects Selected for Financial and Economic Analysis

Municipality	Barangay	CDD Sub-Project Type	CDR Sub-Project Type
Matanog	Bugasan	Community Learning Center	
Datu Piang	Balanakan		Latrines, hand pumps, fishing gear, vegetable gardening, farming inputs, core shelter, tiller, water pumps
	Liong		
Pantukan	Bongbong	Water system Level 2	
Pantukan	Fuentes	Mini Public Market	
Kiamba	Datu Dani	Solar dryer with multipurpose warehouse (Cycle 1) Coco grill (Cycle 2)	
Dinas	East Migpulao	Concrete overflow and tire path	

Selection of Case Study Sites

Five case study sites were selected from among the 10 sample barangays. The selection of these sites was based on a review of available reports on specific sub-projects and the initial analysis of the FGDs and KIIs by the Survey Team Leader and the Process Evaluation Specialist. The qualitative report on each of the project sites was the main source of inputs to the case studies.

Table 3-3. Case Study Barangays and Sub-Projects

Municipality	Barangay	CDD Sub-Project Type	CDR Sub-Project Type
Datu Piang	Balanakan		Latrines, hand pumps, fishing gear, vegetable gardening, farming inputs, core shelter, tiller, water pumps
	Liong		
Pantukan	Bongbong	Water system Level 2	
Pantukan	Fuentes	Mini Public Market	
Kiamba	Datu Dani	Solar dryer with multipurpose warehouse Coco grill (Cycle 2)	

3.4 Process Review: Data Collection and Analysis

Data Sources and Data Gathering Techniques

Primary data were collected through key informant interviews (KIIs) and focus group discussions (FGDs) with the individuals and groups enumerated on Section 3.1. Also collected were background information and secondary data from the following documents: projects' profile, inception report, the operations guide and the completion report of the BDA on PPA3 for August 2010-March 2012.

The notes of the documenters for the FGDs were examined, including the list and profile of the FGD participants attached to the transcription/documenters' notes.

Data Analysis, Validity Check, Ethics

A framework for analysis with four key components was used: (a) the principles of participatory evaluation; (b) the Grounded Theory approach; (c) the orientation of the importance of context, diversity and subjective realities of actors; and (d) sensitivity to less visible data in qualitative evaluation.

Data analysis

Qualitative content analysis by open coding was done with the transcripts and documenters' notes. Open coding is a step by step process of (a) extracting data from the transcript; (b) organizing by categorizing data; (c) assigning significance and meanings to the data³. These then served as basis for identifying analytic themes, insights, and findings.

The following describes the process for coding: the transcript was read; relevant/significant data were underscored, and initial thoughts were written as comments. The highlighted data were then extracted and organized by category (e.g. by gender in the attendance of meetings). This process is also called constant comparison, which also involves the researcher referring to the data and then to the category for several times.

The outcome is a case analysis, where the findings, themes and insights from a data source (e.g., KII or a FGD) are already organized. After completing the case analysis for all data sources, cross case analysis - the process of identifying data from several data sources – was done. This was to see commonalities and particularities across different data sources in order to build a coherent picture from the details – to see the “story” and “sub stories” coming out.

The cross case analysis outcome was used to write the report for each of the ten sites. An integrated report on the results of findings was then written based on the findings from all the sites.

Validity check

Triangulation by researcher was a validity check procedure. Randomly chosen transcripts (20% of 80) were read by an external researcher. There was only one instance of divergence in interpretation. The researchers read again the entire transcript separately and discussed to identify the source of the divergence until a consensus was reached.

Ethics

Each transcript/documenter's notes were assigned a code. No data source is named in the report. The files were kept securely and only the data analyst has access to them.

³Patton M. 2002. Qualitative Research and Evaluation Methods. Sage.

3.5 The Survey Team

The OIDCI Team was composed of the following:

- Survey Team Manager: Mr. Roberto Arquiza
- Process Evaluation Specialist: Ms. Fatima Alvarez-Castillo
- Project Coordinator (Davao City-based)
- Field Supervisors (9)
- FGD Facilitators (9)
- FGD Documentors (10)
- Enumerators (47)

All members of the field teams underwent training prior to their deployment.

The OIDCI tapped the services of the Ateneo de Davao University/Social Research, Training and Development Office for the transcription of the FGD proceedings and KII interviews, the translation of the documentation into English, and the final data cleaning, encoding and processing of the RBS data. Dummy tables were supplied by the OIDCI Team to guide the data processing.

3.6 Survey Operations

The field surveys were started simultaneously in all provinces on April 22, 2013. The RBS was undertaken first and immediately followed with the KIIs and then the FGDs. Feedback from the initial interviews was used as inputs by facilitators for the actual FGD. Except for 1 FGD and 2 KIIs in Ranaw area, all field activities were completed before the May 2013 elections. The remaining activities in Lanao del Sur were completed within June 20-22, 2013.

BDA regional officials introduced the survey teams to barangay and PO officials. All subsequent field activities were directly coordinated with local officials by the Field Supervisors.

Another data gathering activity was undertaken by a seven-man team on July 1-5 for data needed for the financial and economic analyses and case studies. This activity had two types of respondents: individual key informants and groups of community representatives and beneficiaries for the roundtable discussions. Key informants were randomly selected among household heads that directly benefitted from the sub-project and representatives from the people's organization, the barangay council, and community volunteers. For the roundtable discussion, the group was composed of representatives from the people's organization, the barangay council, and the marginalized. Guide instruments were developed for key informants and for the roundtable discussion.

3.7 Data Quality Assurance

Data cleaning was done at different levels. Enumerators were required to make sure that the respondent's identification code was complete/correct, qualitative responses were written clearly and translated to English, and answers were under the appropriate code before the accomplished questionnaires were submitted to the Field Supervisor. The Field Supervisor provided the second level of cleaning by again reviewing the completeness and quality of the accomplished questionnaire and checking the consistency and clarity of answers.

Before the data were encoded into MS Excel, the data cleaners/encoders reviewed again the questionnaires and ascertained that (a) answers are complete and legible, (b) follow-through questions are consistent with previous responses, (c) codes are valid and within the acceptable/reasonable range, and (d) answers to open-ended questions are standardized.

Periodic review of encoded data was done by the Data Processing Specialist of the Ateneo de Davao University. This allowed early detection of encoding errors. The dummy tables developed for data processing and analysis served as guide in constructing/designing the encoding template and subsequent data processing. The datasets were eventually exported to SPSS and this software was used in generating the report tables.

The assigned facilitator and interviewer were responsible for the review of the FGDs and KIIs. This included the review of the transcripts and the translation of the responses to English. The Survey Team Manager and the Process Evaluation Specialist provided quality control of these outputs, making sure that the transcripts have a summary of key qualitative findings.

3.8 Data Collection Challenges

These were identified by the Team as major challenges in the conduct of the study:

- Heightened conflict, reportedly because of *rido*, in the periphery of Barangay Bakisung Cambug in Al-Barkah, Basilan. The team immediately sought the permission of WB to replace this sample area with Barangay Pekok Badja in the municipality of Tipo-Tipo, where the security situation was not as alarming.
- Difficulty in locating respondents. In Barangay Liong, 21 CDR beneficiaries could not be located because they had evacuated from the barangay and sought temporary residence with relatives in other barangays. Upon advice of WB, non-beneficiaries were interviewed in order to meet the target sample in the area. (Eventually, the non-beneficiaries were excluded from the analysis.)
- May 2013 election campaign. The survey coincided within the campaign period. Political rallies and other election-related activities limited the availability of survey informants and participants. Because of this, the survey in the Ranaw region was suspended and only resumed after the election.

4.0 FINDINGS

This section presents the key findings from (a) the primary survey of households (RBS) that focused on the beneficiaries' perception of the development needs and priorities of the community as well as on their awareness and participation levels; and (b) the process review of the KIIs and FGDs that puts together and analyzes the views, insights and findings on implementation processes and outcomes.

Detailed discussions and analyses of the RBS data and of the process review are presented as separate Supplementary Reports. The RBS Report contains the survey data that have been processed, cross-tabulated and analyzed. The Process Review provides a detailed account on each of the ten sites based on the KII and FGDs with a consolidated set of findings and recommendations.

Added to these are two other supplementary reports, the economic and financial analysis of projects and the case studies.

4.1 Awareness of MTF-RDP, Key Actors and Activities

4.1.1 Awareness of the MTF-RDP

Generally, MTF-RDP is known more in CDR barangays (78% of respondents) than in CDD barangays (38%). This could be due to the different nature of the projects that were implemented in the two types of barangays. CDR projects are more livelihood-oriented and target individuals and households; CDD projects, on the other hand, are community infrastructure types. The CDR beneficiaries seemed to be more engaged in the projects and showed higher levels of participation in the meetings and assemblies; thus, more have been exposed to the MTF-RDP orientation and processes.

In some CDR sites, there was a mix of sub-projects as in Liong and Balanakan, which had seven sub-components each. Survey results showed that an average of 76% of the residents of Liong and Balanakan recalled MTF-RDP compared to 51% in Tangclao and Talao, which only have one component each. In CDD barangays, no clear pattern exists. Awareness of MTF-RDP ranges from 15% and 24% in Bongbong and Datu Dani to 87% in East Migpulao. The barangay chairman of Bongbong offered this as a possible explanation for the low proportions: the MTF-RDP is more often referred to as a World Bank program.

Contrary to expectations, recall was higher in one-cycle CDD barangays than in the two-cycle barangays. One would expect that in CDD barangays that have gone through two project cycles, the community members and leaders would have already developed a good appreciation of the MTF-RDP and its processes, e.g., a survey of the needs.

Recall in small-sized barangays (Datu Dani, Pekok Badja and East Migpulao) was higher compared to large-sized barangays (Bugasan Sur, Bongbong and Fuentes) at 47% and 33%, respectively. This is consistent with the general observation that smaller communities are more engaged and concerned about what is happening in the barangay, thus, are more likely to remember initiatives introduced in the area.

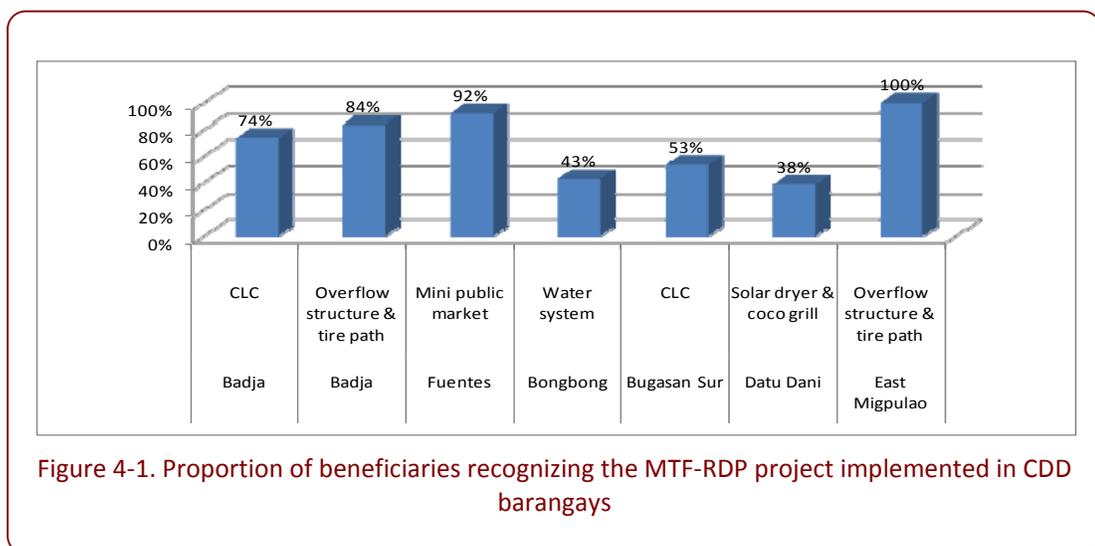
In Bongbong (water system project), Bugasan Sur (CLC), and Datu Dani (coco grill and solar dryer), the projects were located in certain *puroks* or *sitios* only. Residents of these *puroks* or *sitios* would have had easier access and received the greatest benefit from the projects compared to the rest, thus, were expected to register higher recall rates. However, the opposite was observed in the aforementioned areas – in Bongbong, the recall rate in Puroks 3 and 4 were even 50% lower than the other *puroks*; in Bugasan Sur, the recall rate in Tambak was 49% against 53% in other areas; and in Datu Dani, where household respondents from five *puroks* where the coco grills and solar dryer/warehouse are located registered recall rates of 27% compared to 21% in other *puroks*. In the case of Bongbong, this may be explained by the attribution of the community to the intervention in the barangay as a World Bank project, not the MTF-RDP. The low level of participation and operational issues in Fuentes and Datu Dani may have influenced the responses in these barangays. This indicates that indeed there are still other prevailing factors that affect the level of awareness of the residents.

CDD residents heard about the MTF-RDP from a variety of formal and informal sources – family members, friends, neighbors, community volunteers, PO, BDA, MLGU, BLGU, and the barangay assembly. Among these, the barangay assembly was the most common source of information, followed by the PO and the BDA. The generally low level of attendance in community meetings in CDD barangays adversely affected recall.

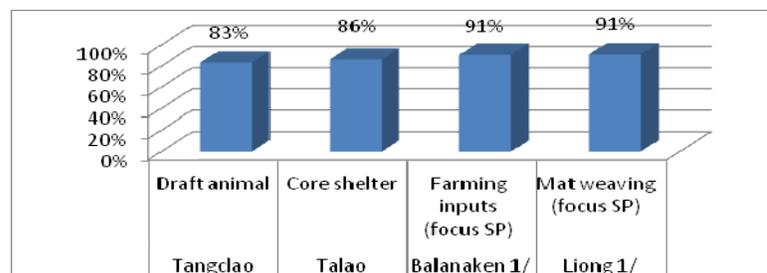
CDR residents heard about the MTF-RDP mostly from formal sources – BDA, barangay captain, PO, and the barangay assembly. The most common formal source of information was the BDA (44%). The only significant informal source that was identified was community volunteers.

4.1.2 Awareness of MTF-RDP projects

Many residents recall a development project being implemented in their respective barangays over the past two years. In CDD sites, when asked for the specific type of project, recall was 100% in East Migpulao for the overflow structure and tire path initiated by MTF-RDP. A high proportion from Fuentes and Pekok Badja were similarly noted. But for Datu Dani and Bongbong, only 38% and 43%, respectively, correctly identified their MTF-RDP project.



In CDR, almost all of the respondents recalled a development project being implemented in the barangay, and remarkably high proportions were noted, particularly in Liong and Balanakan that have multi-sub-project inputs.



^{1/} Sub-components/inputs in Balanakan and Liong include: Mat weaving, Farming inputs, Fishing gears, Core shelter, Latrine & handpump, Hydro tiller, and Vegetable gardening

Figure 4-2. Proportion of beneficiaries recognizing the MTF-RDP project implemented in CDR barangays

4.1.3 Awareness of BDA and BDA Activities

More than half of the residents in CDD and CDR barangays are generally aware of BDA and its activities. About 45% of total respondents could not correctly define what BDA stands for – 49% are from CDD barangays and 32% from CDR barangays. Even among those who have a good amount of information about the MTF-RDP, or those who participated in the community meetings and assemblies, there were still 28%, for both CDD and CDR barangays, who could not define BDA.

Almost all respondents associated or linked BDA with the implementation of the MTF-RDP in the barangays.

In CDD barangays, the most commonly identified BDA activities were the provision of infrastructure projects and the conduct of information campaigns like seminars on project maintenance. The CDR barangays identified the provision of infrastructure projects, the conduct of information campaigns, the provision of livelihood projects and the assistance in accessing development projects.

The training seminars conducted by the BDA had high recall in all the barangays, particularly values transformation. Residents of Balanakan recalled the dramatizations in the seminars for vegetable gardening. The bundling of input assistance with skills training greatly increased the attractiveness of the assistance provided by BDA (e.g., the fisher folk of Liong received fishing inputs and training on how to use fishing gear.)

Among the barangays, Bongbong and Datu Dani had the lowest awareness of what the BDA stood for. These two barangays consistently showed the lowest scores on several awareness issues. As mentioned earlier, low level of participation and operational issues may partly explain this.

4.1.4 Awareness of POs

Awareness of a people's organization (PO) that was formed and supported by the BDA was generally low among the CDD barangays. Among the CDD residents, only about 5% were PO members. Membership in the PO was higher in CDR barangays – at 36% of the residents on average and about half among recipients of fishing inputs and core shelter. Hence, an average of 80% of the CDR residents knew a member of the PO.

An earlier finding showed that a PO member is a major source of information on a program or sub-project. It is also believed that a PO friend could be a source of encouragement for community members to attend and participate in community/PO activities. Results of the survey corroborated this finding. About 85% felt that without a PO friend, they would have very little information about the progress and cost of the project. They would not also participate in the assemblies. When asked if they would participate in the assembly for a discussion of needs if they had a PO friend, about 58% said that they would; about 84% would attend the assembly to approve a project.

In CDR, most of those who knew a PO member also attended the meetings and assemblies on the project, compared to the average of 41% of those who didn't know a PO member who attended the meetings.

4.2 Perceptions on Development Needs and Processes

4.2.1 Development Priorities

The project sites are generally composed of poor communities that are still struggling to fully overcome the ramifications of the conflict in Mindanao. Daily sustenance, insufficient income and livelihood-related concerns remain to be the common problems faced by families in both CDD and CDR barangays. Across the respondent groups, absence or lack of access to facilities and services, such as safe water, access roads, schools, health facilities and medicines were also major concerns. Other needs mentioned in the group discussions are irrigation, electricity, and a birthing center, which was specifically articulated by the women in Fuentes.

It is not surprising that alternative livelihood, access to capital and farm inputs were the top-ranked development priorities. The same set of priorities was identified in both CDD and CDR barangays, although ranked differently. Again, similar responses were elicited from participants of the KIIs and FGDs. It should be noted that farmers comprised more than 80% of the CDR respondents.

Top-ranked development priorities in CDD barangays

- 1 - Alternative livelihood and employment opportunities
- 2 - Access to capital for business
- 3 - Farm inputs and facilities

Top-ranked development priorities in CDR barangays

- 1 - Farm inputs and facilities
- 2 - Alternative livelihood and employment opportunities
- 3 - Access to capital for business

Alternative livelihood and employment was the top-ranked development priority across all income levels in CDD and CDR barangays, as shown in Tables 4-1 and 4-2.

Table 4-1. Top-ranked development priorities in CDD barangays

Monthly Income Level	Alternative livelihood and employment	Capital for business	Farm inputs, implements and post-harvest facilities	Health facilities and medicines
1000 and Below	Rank 1	Rank 2		Rank 3
1001-2000	Rank 1	Rank 2	Rank 3	
2001-3000	Rank 1	Rank 3	Rank 2	
3001-4000	Rank 1	Rank 2		Rank 3
4001-5000	Rank 1	Rank 2		Rank 3
Above 5000	Rank 1	Rank 3	Rank 2	

Table 4-2. Top-ranked development priorities in CDR barangays

Monthly Income Level	Farm inputs, implements and post-harvest facilities	Alternative livelihood and employment	Health facilities and medicines	Capital for business	Food	Housing for displaced families	School building, day-care and training center
1000 and Below	Rank 1	Rank 2		Rank 3	Rank 3		
1001-2000	Rank 1		Rank 2	Rank 3			
2001-3000	Rank 1		Rank 2	Rank 3			
3001-4000	Rank 1	Rank 2					
4001-5000	Rank 1			Rank 2		Rank 3	
Above 5000	Rank 1	Rank 2		Rank 3			Rank 3

4.2.2 Sub-project Identification

The selected projects generally addressed the pressing problems and development priorities of the communities. Hence, most of the residents felt that the projects reflected the needs of the people. And while their needs may have been partly addressed by MTF-RDP, it is apparent that there are gaps to be filled by further assistance, given the multitude of problems and setbacks that they have been exposed to in the past. These communities represent the vulnerable segments of the population who have yet to meet their basic needs. A substantial number are not gainfully employed as evidenced by the large proportion of the survey respondents (44.2%) belonging to this category and the underemployed (18.5%). Of the respondents covered by the survey, it was also found out that around 32% are full-time housewives who are not economically active, thus, are unable to contribute to the household income. It is estimated that 70% of those employed are receiving monthly incomes of PhP 3,000 or less, which is below the minimum wage in the region.

Of parallel concern are the challenges encountered, especially in CDD, when it came to promoting open and participatory practices in decision making.

In CDD barangays, when asked whether the selected project reflected the needs of the community, almost all the residents in Fuentes (mini market), Datu Dani (coco grill and solar dryer), East Migpulaao (overflow and tire path) said yes. The general response was also positive in

other barangays – Bongbong (water system), Pekok Badja (community learning center or CLC and overflow/tire path), and Bugasan Sur (CLC).

In CDR barangays, farm inputs topped the list of livelihood assistance provided, followed by fishing inputs, farm implements, draft animals, and mat weaving and mat coloring. Almost all the residents thought that the assistance provided to their barangay reflected the needs of the people. However all of the beneficiaries for Talao (22 core shelters) and Tangclao (24 draft animals) thought that the project did not reflect the people’s needs.

The decision as to which sub-project to implement was mostly made by the community, BDA and the barangay captain. According to the responses of the FGD participants and KII respondents, three combinations of implementers emerged during the actual implementation of the projects: (a) the BDA assisted by the PO; (b) the PO; and (c) the PO, BDA and barangay government. In the RBS responses, the most commonly perceived implementers were the BDA, PO and the barangay government. The responses from the two data sources matched in all four CDR sites and two of the six CDD barangays (Bugasan Sur and Pekok Badja). The disparity in the answers in the other areas is indicative of the gap in information dissemination and substantiates the points raised earlier in the discussion.

The following table summarizes the implementers of sub-projects as perceived by FGD participants and KII respondents (qualitative analysis) and RBS respondents:

Table 4-3. Implementer of the projects by site

Cases		Balanakan	Bongbong	Bugasan Sur	Datu Dani	Fuentes
Projects		Infrastructure, livelihood, core shelter	Water system	Community learning center	Coconut grills, solar dryer & warehouse	Mini public market
Primary implementer	FGD/ KII	PO, BDA, barangay gov't	PO	PO	BDA assisted by PO	PO
	RBS	BDA	Barangay govt	PO, Barangay govt	Barangay govt	Barangay govt
Cases		Liong	East Migpulao	Pekok Badja	Talao	Tangclao
Projects		Infrastructure, livelihood, core shelters	Tire path & overflow	Community learning center, tire path & overflow	Core shelters	Carabao dispersal
Primary implementer	FGD/ KII	BDA assisted by PO	PO	BDA, PO, barangay gov't	BDA, PO, barangay gov't	BDA assisted by PO
	RBS	BDA	KALAHI-DSWD and Mindanao Tulong Bakwet	PO	BDA	BDA

In reality, BDA, PO, and the barangay government were regarded as partners and had respective roles in the project’s implementation but the extent of their responsibilities varied from site to site. The PO, nonetheless, emphasized their desire to maintain an active link with the BDA.

Most often, the barangay government and the municipal government (e.g. Bugasan Sur) were cited during the group discussion as active partners. They provided guidance on how to resolve implementation problems and issues. But in one case, in Bongbong, the repercussions of the decision to change the design of the water system remain to be addressed.

Community participation is a key element in the implementation of MTF-RDP sub-projects. This is clear in the various steps spelled out in the Operations Guide for Community Development Projects which, among others, ensures that community representatives and stakeholders are involved even at the project selection stage. The RBS, however, revealed that 84% on average of CDD beneficiaries felt that their opinions were not counted in the selection of the project (except for road project recipients). This is explained in part by the generally low participation in community meetings among residents in CDD sites (see Section 4.2.5). Further, more than half of CDD respondents did not know who decided on the sub-project.

Nevertheless, they believed that the community at large had a voice in the decision. Also among those named as decision-makers were the BDA (63%) and the community (28%). The recipients of a road improvement project or a CLC (Bugasan Sur and East Migpulaos) were the only ones who named the PO as the decision-makers.

In contrast, only about 5% in CDR barangays felt that their opinion was not counted in the selection of the projects. The BDA was identified by input recipients as the one who decided on the sub-project, with support from the people of the community and the barangay government.

The results of the household survey were validated by the findings arising from the analysis of the KIIs and FGDs. Two processes were observed in project selection: (1) the project was selected through a participatory and open process; and (2) it was selected by a small group of people, oftentimes the BDA, some barangay officials and the PO. Variations in the selection process at the barangay level are discussed in detail in the Process Review Report.

An interesting observation gleaned from the process review is the inconclusive and seemingly inconsistent declarations of the participants on whether or not they were truly engaged in the discussions and exercised their right to be heard. (See section 4.4.4 of the Process Review Report.) The apparent lack of knowledge or misunderstanding of the guidelines on the selection process in some barangays (i.e., Pekok Badja, Fuentes, and Balanakan) also emerged in the group discussions.

4.2.3 Selection of livelihood assistance recipients

In the CDR sites wherein individual households were recipients of specific inputs, the group discussions revealed that in the first stage of the beneficiary identification process, certain guidelines were generally followed. However, in coming up with the final list of beneficiaries, it was noted that there were certain variations in the process: (1) finalization of the list was done by the BDA in consultation with the PO, barangay officials and other local leaders; and (2) it was done with the participation of the people in an assembly. There were also instances during the latter stages of the project when the set of criteria was modified and target recipients were asked to share the inputs with other community members. The first was demonstrated in Balanakan and Talao; the second in Tangclao. The third eventually applied also in Balanakan and Liong. The Process Review Report provides further illustration of these processes. Meanwhile, data from the RBS showed that most of the residents felt that no community members deserving to be beneficiaries of livelihood assistance were left out of the program. However, in Balanakan and Liong, some key informants were of the opinion that families who were staying in evacuation centers outside the barangay should have been included as beneficiaries for core shelter; in Balanakan, those with dilapidated houses also should have been considered as candidates for core shelter assistance.

4.2.4 Information dissemination and sharing

More than 68% of CDD residents had little information about the MTF-RDP project and its progress. Fuentes and East Migpulaos were the exception in CDD barangays, with 54% and 59%, respectively, having a great deal or a good amount of information about the project. In CDR barangays, most residents (80% on average) had a great or good deal of information.

Barangay assemblies and meetings are rich sources of information on the projects. However, due to the general low level of participation in community meetings in the CDD barangays, the residents did not always get their information on the projects from the meetings. For example, out of those who said they had a great deal or good amount of information, 26% did not attend the assembly for needs discussion; this number rose to more than 50% for the succeeding meetings. The other possible sources of information, as identified in the KIIs and FGDs, were communication through mobile phones and hand-held radios, messengers on motorbikes or horses, announcements during gatherings at the mosque, etc.

In CDR barangays, the assemblies and meetings were the major sources of information on the projects. The household survey results showed that most of those who attended the meetings and assemblies about the sub-projects obtained a great or good deal of information about them.

Project cost information was not available to most residents in both CDD and CDR barangays. The residents assumed that the funds were being managed well on account of what they were seeing on the ground. Notably, in Fuentes, the PO exerted effort to keep a “transparency board” up during the construction phase of the CLC. The board contained information on the costs of the project. In Bongbong, a treasurer prepared regular financial reports.

Findings from the household survey suggest that having more information has a positive effect on the participation of the households in barangay collective actions. For example, in CDD, 62% of those who said they had a great or good deal of information also said they or a family member participated in a collective action, while 62% of those who had little information did not participate in any collective action. And in CDR, almost all of the households who participated in a collective action had a great or good deal of information.

4.2.5 Community Participation

Community participation in decision making is most often manifested through the barangay assemblies.

Comparing the two sub-project categories, a high level of participation in community meetings was recorded in CDR compared with the CDD barangays across all income and educational attainment levels. CDR beneficiaries’ relatively higher participation is deemed to be influenced by the direct effect of the livelihood assistance to the economic well-being of the household.

Many CDD beneficiaries attended the assembly for the discussion of priority needs, ranging from 40% to 70% of the residents, but they no longer participated in succeeding meetings. East Migpulaos was the exception, where 96% participated in the discussion of needs, and 82% attended the assembly for approving the project. Four of the barangays had the lowest participation rates for the assembly for the approval of the project, ranging from 7% to 35%. This is strongly corroborated by the findings from the FGDs and KIIs. The qualitative data analysis showed that Bongbong, Talao and Datu Dani are among the sites that had a relatively poor

turnout of attendees during barangay assemblies. The non-attendance was due to a number of reasons, such as the lack of awareness about the assemblies, not having fare money, not agreeing with the project selected, sickness, preoccupation with their livelihood, and, as indicated by the women, preoccupation with their day-to-day chores. In Fuentes, the women related that they represented their households in the meetings since their husbands were preoccupied with their livelihood.

A downside to the general low level of participation in community meetings was that most of those who did not participate also felt that their opinion was not counted in the selection of projects.

In Bongbong (water system project), Bugasan Sur (CLC), and Datu Dani (coco grill and solar dryer), the projects were located in certain *puroks* or *sitios* only thus the residents of these *sitios* received the greatest benefit from the projects. The participation rates for these particular *puroks*, however, still did not differ from the average participation in CDD. They were still generally low, especially for Bongbong and Datu Dani, even though the projects were most accessible to the residents of these *puroks*.

About 36% of CDD residents on average said that they or a family member was involved in a barangay collective action, except for the road project recipients. For the road project recipients, 69% had participated in a collective action. In Fuentes, Bugasan Sur, and East Migpulao, for example, the community volunteered to work as laborers and in other aspects of project implementation under the leadership of the PO.

In CDR barangays, high participation rates in community meetings, from 85% to 92%, were recorded across all income levels, level of educational attainment, and the job category of the household head. The residents, as corroborated in the qualitative findings, had high motivation in participating in these meetings. They have come to associate the meetings with news and discussions about assistance that will be provided to them and to their community. The projects provided to CDD barangays, in contrast, were mostly community infrastructure types, which did not have the same direct effect to the economic situation of the beneficiaries as the livelihood assistance provided to the CDR barangays.

The assembly for the approval of the project had the highest level of participation among the CDR community members. Participation slightly decreased for assemblies for the discussion of priority needs and for the appointment of volunteers. Notably, community members who received three or more inputs participated fully in the meetings. Further, most CDR beneficiaries felt that their opinion was counted in the selection of projects, and 94% of those who felt this way had participated in the meetings.

On average, 95% of the CDR residents said that they or a member of their family volunteered during the construction or implementation of the project. The households participated in collective actions for an average of 14 times.

4.2.6 Monitoring

The BDA, PO, and barangay government were expected to carry out regular monitoring of the progress of the sub-project. The qualitative process review found that the BDA's role in the actual monitoring of the project was not clear in most sites, except for the visits during project implementation. The PO's monitoring and reporting requirements were also vague. Results of a

related query in the RBS also showed that many beneficiaries were of the opinion that the PO oversees the operation and maintenance.

4.2.7 Turn-over

Upon completion of the sub-project, the Operations Guide for CDD prescribes that project operations and maintenance should be turned over by the BDA and LGU to the PO. An agreement will then be forged by the PO and BLGU with stakeholders spelling out the roles and responsibilities of each entity in the operations and maintenance of the project.

The process review of the six CDD sites noted clear turnover only in Bugasan Sur and East Migpulao whose sub-projects were handed over to the PO and barangay government, respectively. On the other hand, the market in Fuentes had already been turned over to the PO but there was no official certificate yet, according to the barangay chairperson. Sources from the KIIs and FGDs mentioned the turnover of the MTF-RDP projects in Datu Dani and Pekok Badja. In Bongbong, several unresolved issues constrain the turnover of the water system to the PO.

4.2.8 Overall performance of PO

Of the respondents who provided a rating on the overall performance of the PO (around 80%), almost two thirds gave it satisfactory marks – 30% provided a rating of 5 and another 27% gave a 4, in a scale of 1 to 5, where 5 means excellent.

In CDD only 60% provided a response but out of those who provided a rating, many gave satisfactory marks to their PO as well (Table 4-4). The most successful case is in East Migpulao, where all respondents gave a mark and the PO was rated by 92% with either 4 or 5. (See also section 4.5.1 of the Process Review Report for a detailed account of the volunteerism spirit in East Migpulao.) PO performance likewise garnered good ratings in Fuentes and Bongbong albeit the response rate was quite low.

On the other hand, in Datu Dani, only a third gave a satisfactory rating. The issue was the composition of the PO – it was composed mostly of students. A common opinion shared by some residents, especially the older, more conservative ones, was that they were not yet knowledgeable, and this affected their cooperation with the PO. A more varied composition would have fared better with the residents.

Table 4-4. Rating of PO Performance on O&M, CDD Barangays

Barangay	Rating of PO operations and maintenance				
	1 (Very or no O&M)	2 (Fair)	3 (Average)	4 (Good)	5 (Excellent)
Badja	1.7%	12.9%	41.4%	22.4%	21.6%
Fuentes	10.4%	0.8%	20.8%	14.4%	53.6%
Bongbong	5.4%	-	32.4%	37.8%	24.3%
Bugasan Sur	12.9%	9.4%	32.2%	43.6%	2.0%
Datu Dani	6.5%	5.6%	54.6%	15.7%	17.6%
East Migpulao	-	-	7.7%	37.7%	54.6%
Total	7.0%	5.7%	30.6%	29.5%	27.2%

CDR residents generally gave their POs satisfactory marks - a rating of 4 or 5 was given by more than half of the beneficiaries, and the response rate was also high at 80% (Table 4-5). The exception here is Balanakan where, of the two-thirds who responded, only about 30% gave a rating of at least 4. In CDR barangays, the beneficiaries reported that the role of the PO had mainly been in the assistance for the distribution of livelihood projects in these barangays.

Table 4-5. Rating of PO Performance on O&M, CDR Barangays

Barangay	Rating of PO operations and maintenance				
	1 (Very or no O&M)	2 (Fair)	3 (Average)	4 (Good)	5 (Excellent)
Tangclao	30.4%	4.3%	13.0%	8.7%	43.5%
Talao	27.8%	5.6%	5.6%	11.1%	50.0%
Balanakan	23.4%	9.6%	38.3%	12.8%	16.0%
Liong	10.2%	2.5%	7.0%	50.3%	29.9%
Total	17.1%	5.1%	17.5%	32.5%	27.7%

4.2.9 Sustainability of Sub-projects

The experience in Fuentes with their mini public market illustrates the need to have a development or sustainability plan for the project. Only a few stalls have been rented out and, in the present situation, some stall vendors have not been paying rent. Current revenues may not be enough to sustain the maintenance of the facility. The post-harvest facilities in Datu Dani and the water system in Bongbong face similar issues.

In contrast, the experience in Liong where the BDA provided training to the fisher folk on how to use the fishing gear that had been given them enhances the sustainability of the assistance granted. However, in the other CDR barangays, a review of the design of the one-cycle inputs may help, especially in ensuring that the recipients benefit from the inputs over a longer time period.

Table 4-6. Summary of Sustainability Issues¹

Barangay	Project	Issues
CDD		
Bongbong	Water system	Current water bill does not sufficiently cover the maintenance cost of the system. Further, the change in the design of the water system has rendered the project unstable. Too much water is being drawn from a single, small reservoir. No clear management of the watershed.
Bugasan Sur	CLC	The CLC lacks an electric power source connection. It has low rent income since it has only been rented out for a few events.
Datu Dani	Coco grills and solar dryer	Utilization of the facilities remains low; user fees may not cover repair and maintenance costs.
Fuentes	Mini public market	The market lacks lessees and vendors, thus it has low rent income. Revenues may not be enough to cover the maintenance of the facility. A business plan may be necessary.
East Migpulao	Tire path	No major issues. The PO and the barangay implement a maintenance program for the tire path, which greatly enhances its sustainability. Funds for the maintenance come from the BLGU and MLGU.
Pekok Badja	CLC, tire path	No major issues
CDR		
Balanakan	Mixed input assistance	The PO charges user fees for the hydro tiller and plans to impose user fees on the latrines, to cover cost of repair and maintenance. Adequacy of fees and management of such funds are current concerns. No roll-over of income from first cycle of operations to the next production cycle.
Liong	Mixed input assistance	The training provided to the fisher folk on how to use the fisher gear enhanced the sustainability of the assistance given. The PO charges user fees for the latrines and the hydro tiller to cover cost of repair and maintenance. Adequacy of fees and management of such funds are current concerns. No roll-over of income from first cycle of operations to the next production cycle.
Talao	Core shelter	No major issues
Tangclao	Draft animals	No major issues

^{1/} Based on the Process Review and Case Studies

4.2.10 Satisfaction with MTF-RDP Projects

A high proportion of the residents said that the selected project reflected the needs of the community. In CDD barangays, around 70% were generally satisfied with the project. Barangays where a road improvement project or a CLC was built had the highest satisfaction in the project, at 92% and 86% of the residents, respectively. The lowest satisfaction level (55%) was in Bongbong, where a water supply project was built.

In CDR, satisfaction and appreciation was widespread across all types of inputs received.

In assessing the project and its implementation, several respondents highlighted the fact that the project promised was actually implemented and/or completed, and that the BDA provided support throughout its implementation. This is in contrast with the other previous projects in

Table 4-7. Satisfaction on sub-project implementation

Satisfaction Level	CDD	CDR
Very satisfied	26.7%	71.4%
Somewhat satisfied	44.1%	20.6%
Neither satisfied nor unsatisfied	15.8%	5.5%
Somewhat unsatisfied	9.0%	0.5%
Very unsatisfied	4.5%	1.9%

these barangays, which have been funded by other development partners and organizations. In Liong, a previous development partner promised the residents housing but this did not materialize. In Datu Dani, the sponsored irrigation and water system is incomplete, and the foot bridge took too long to complete. The local leaders in Bongbong also appreciated the fact that the program did not ask or require counterpart funding.

4.2.11 Perceptions on Government-MILF Partnership

In responses culled from the KIIs and FGDs, many respondents shared the belief that a partnership between the government and the MILF is possible. For them, maintaining the peace is important to achieve progress in their lives and in their communities.

The projects had been able to demonstrate to the people that the MILF could be viewed as more than an armed struggle; it is a conduit for bringing development programs in the grassroots level. The respondents' experience with the project also showed that it was also beneficial to work together rather than to aspire for separation and independence. Thus, some of the respondents shared that they would want the partnership to be successful so that they would continue to receive development projects in their areas. Several also pin their hopes on the Framework Agreement on the Bangsamoro, and that it would ensure lasting peace.

4.3 Impact of Sub-Projects

The MTF-RDP projects helped uplift the economic situation of the residents in the barangays. Not all the projects, though, were able to address the needs of the poorest of the poor in the communities.

Out of the CDD residents, the highest percentage of recipients who reported a better economic situation compared to a year ago were the recipients of a road project (54%) followed by a mini public market (33%), according to the household survey.

The other results were:

- 80% of recipients of a mini market (Fuentes) reported better access to the nearest market while 63% of road project recipients also reported better access.
- 33% of the recipients of a water supply project (Bongbong) reported better access to drinking water while about 50% reported same conditions in access.
- 12% of the recipients of coco grills or a solar dryer (Datu Dani) reported better access to post-harvest facilities, while 50% of road project recipients also reported better access.

Out of the CDR residents, the highest percentage of recipients who reported a better economic situation than a year ago was the recipients of farm implements (87%) and core shelter (84%).

Out of the four CDR barangays, only Talao was provided with core shelter only while the three were provided with mixed livelihood assistance and core shelter. More recipients, on average, from the three barangays (75%) reported better economic situations than the recipients from Talao (55%), supporting the findings discussed earlier that livelihood assistance have a greater direct impact on beneficiaries' economic well-being.

Other related results were:

- More than half of the input recipients reported better access to earning opportunities.
- 88% of core shelter recipients reported better access to shelter/housing, 81% reported better access to electricity, and 84% reported better access to earning opportunities.

The participants of group discussions also gave generally positive feedback on the projects. Beneficiaries were appreciative of the project, particularly the recipients of livelihood assistance. Among the identified positive impacts are:

- Augmented incomes from the livelihood projects.
- Augmented skills for those who were provided with training, whether for vegetable gardening or use of fishing gear.
- A sense of security that is now felt by core shelter beneficiaries.
- A consistent source of daily sustenance.
- More convenient and safer travel because of the tire path and overflow structure.
- Reduction of incidences of water-borne diseases due to the water and latrine facilities.
- Higher quality of copra with the use of the coco grills and better quality of palay due to drying and warehousing facilities.
- More efficient preparation of the farm land with the carabaos doing the heavy lifting and plowing for the household.

However, certain segments of the community aired a number of negative effects and experiences, and unmet expectations:

- Core shelter beneficiaries in Talao felt that other dimensions of the impact of war were ignored like psychological and emotional trauma.
- The community learning center in Bugasan Sur was only useful to barangay officials and the PO for their seminars and meetings and those who can afford to pay the user fee.
- The poorest of the poor got excluded from the water project in Bongbong when the system was upgraded to Level 3. They could not afford the price of the water connection and monthly fee.

A clear impact of the projects was empowering the residents and their local leaders in seeking and pursuing improvements in their barangays together.

5.0 RESULTS OF THE FINANCIAL AND ECONOMIC ANALYSIS OF SELECTED SUBPROJECTS

A financial and economic analysis was carried out for selected CDD and CDR sub-projects implemented under the MTF-RDP to determine their viability and their contribution to the overall social and economic welfare of conflict-affected communities. While largely micro in size, these sub-projects are highly social in nature and may have significant impact directly or indirectly in the recovery efforts and in improving people's lives in these areas. Thus, social benefits and impact on poverty reduction are key elements in establishing sub-project viability.

There are generally two major categories of sub-projects: social infrastructures and income-generating projects. The former generates largely indirect benefits and is subjected to economic analysis. Income generating projects, on the other hand, provides more direct benefits to intended beneficiaries and is subjected to financial analysis.

The financial analysis makes use of market values including transfer taxes/payments to measure costs and benefits while the economic analysis employs economic valuation to derive economic costs and benefits to society as a whole. The criteria used to establish the economic viability of sub-projects generally employs the following:

- Net Present Value (NPV)
- Economic Internal Rate of Return (EIRR)
- Benefit-Cost Ratio (BCR)

The hurdle rate (or discount factor) used for economic analysis representing the opportunity cost of capital is 10% based on NEDA guidelines for highly social projects.

For income generating projects, where benefits would only accrue for a year, the relevant indicator would be the rate of return (ROI) on the investment to support the project. Otherwise, if there is long-term benefit to the investment, NPV and Financial IRR are the relevant indicators for financial evaluation. The opportunity cost of capital is reckoned against commercial lending rate which is presently about 9%.

The selection of the 7 barangays took into consideration the following: ¹ the relative and prevailing safety and security concerns experienced during the RBS, FGD, KII activities; ² maintaining a proportionate representation among the CDD and CDR sub-projects; and, ³ geographical distribution and variation among the sub-project types.

The 7 barangays and their corresponding sub-projects (SPs) are listed below.

Barangay	Sub-project type
Bugasan	Community Learning Center – CDD
Balanakan	Latrines, hand pumps, fishing gear, veg. gardening, farming inputs, core shelter, hydro tiller, mat weaving and fan making – CDR
Liong	
Fuentes	Mini Public Market – CDD
Bongbong	Water System L2 – CDD
Datu Dani	(C1) Solar Drier and Warehouse - CDD (C2) Coco Grill – CDD
East Migpulao	Concrete Overflow and Tire Path – CDD

The results of the sub-project financial and economic analyses are summarized below.

Table 5-1. Summary of financial and economic viability of sub-projects

Sub-project	Financial Indicators			Economic Indicators			Remarks
	FIRR	FNPV (PhP '000)	FS (Cumulative Net Cash Flow)	EIRR	ENPV (PhP '000)	EBCR	
1. Solar Dryer with Multi-Purpose Warehouse	IND	(1,859.40)	Already < 0 starting Year 1	IND	(899.71)	0.34	<ul style="list-style-type: none"> • Would be unable to financially sustain operations at the onset of the sub-project & throughout the 10-year sub-project life • Financially & economically infeasible
2. Coco Grills (6 Units)	20.11%	404.35	> 0 throughout Years 1-10	32.04%	928.65	1.80	<ul style="list-style-type: none"> • Financially & economically viable
3. Mini Public Market	IND	(1,362.4)	Already <0 starting year 1	57.18%	2,191.15	2.66	<ul style="list-style-type: none"> • Financially non-viable but economically feasible
4. Water System Level 2 (Spring Water Development)	IND	(1,771.88)	Already <0 starting year 1	39.50%	1,337.55	1.79	<ul style="list-style-type: none"> • At the onset, would already be unable to financially sustain operations • Financially non-viable but economically feasible
5. Community Learning Center	IND	(1,377.0)	Already <0 starting year 1	IND	(732.7)	0.307	<ul style="list-style-type: none"> • Would be unable to financially sustain operations beginning Year 1 • Financially & economically infeasible
6. Overflow and Concrete Tire Path	IND	(2,781.88)	Already <0 starting year 1	48.9%	1,606.9	1.8	<ul style="list-style-type: none"> • Would be unable to financially sustain operations beginning Year 1 • Financially non-viable but economically feasible
7. Construction of Latrine and Hand pumps	IND	(1,105.21)	Already <0 starting year 1	44.5%	1,453	1.8	<ul style="list-style-type: none"> • Financially non-viable • At the onset, would already be unable to financially sustain operations
8. Provision of Farm Machinery: Hydro-Tillers & Water Pumps	6.81%	(21.03)	> 0 throughout Years 1-5	342.8%	3,224	11.7%	<ul style="list-style-type: none"> • Slightly financially non-viable but significantly economically viable
9. Construction of Latrine and Hand pumps	IND	(3,593.4)	Already <0 starting year 1	12.1%	138.3	0.7	<ul style="list-style-type: none"> • Financially non viable but economically viable • At the onset, would already be unable to financially sustain operations • Would be financially viable if user fees for latrines are charged beginning 2014
10. Provision of Farm Machinery: Hydro-Tillers & Water Pumps	IND	(614.4)	> 0 throughout Years 1-5	134.7%	1,449	4.6	<ul style="list-style-type: none"> • Significantly economically viable

IND Indeterminate Negative value

For the revenue generating sub-projects with benefits accruing to individuals, the highlights of the cost-benefits analyses are presented below:

Table 5-2. Summary of findings from the partial budget analysis of distribution of production inputs sub-projects

SUB-PROJECT	NET BENEFIT		Rate of return on MTRDP investment (%)	REMARKS
	Per Individual (PhP)	Cumulative (PhP)		
1. Provision of Farming Inputs	8,475	1,169,550	40.6%	
2. Provision of Materials for Mat Weaving and Fan Making	(188,400)	(6,217,200)	(2,743%)	<ul style="list-style-type: none"> Mat and Fan Weaving are highly labor-intensive
3. Provision of Materials and Equipment for Fishing	24,800	1,240,000	181.8%	<ul style="list-style-type: none"> Primarily due to the 67% increase in fish catch
4. Provision of Farming Inputs	6,200	725,400	1.6%	
5. Provision of Materials for Mat and Fan Weaving	2,780	61,160	(61.0%)	<ul style="list-style-type: none"> Mat and Fan Weaving are highly labor-intensive
6. Provision of Materials and Equipment for Fishing	37,557	1,666,360	197.3%	<ul style="list-style-type: none"> Primarily due to the 100% increase in fish catch

As indicated in the table above, apart from the mat & fan weaving, most income generating activities have a positive net benefit. Mat and fan weaving, due to its highly labor-intensive nature has resulted in a highly negative return in the MTRDP investment. This means that for every peso invested by MTRDP on mat and fan weaving, the beneficiaries have spent at least PhP61 in labor. As a rule, these labor intensive livelihood activities pose a very high opportunity cost for the target beneficiaries as they could have engaged in other more productive livelihood activities.

Lastly, the highlights from the analysis of financial and economic cost of the social infrastructure sub-projects are presented below.

Table 5-3. Summary of findings from the financial and economic cost analysis of social infrastructure sub-projects

Sub-project	MTRDP investment (PhP '000)	Total financial cost (PhP '000)	Total economic cost (PhP '000)
1. Construction of 11 Core Shelters – Brgy Balanakan, Datu Piang, Maguindanao	1,199.1	1,293.8	1,284.8
2. Construction of 17 Core Shelters – Brgy Liong, Datu Piang, Maguindanao	70.54	125.78	117.28

As indicated in the table above, the construction of core shelters is the intervention that is purely social in nature. For an average MTRDP investment of PhP57 thousand per core shelter, the total financial value of each unit is PhP62.5 thousand and economic value of PhP 61.8 thousand.

The details of the financial and economic analysis for each sub-project are presented in a separate report.

6.0 CONCLUSIONS AND RECOMMENDATIONS

The MTF-RDP sub-projects were designed to pilot development activities using participatory processes that promote inclusiveness and effective governance in the selected communities. These were to provide experiential learning opportunities that will help in improving the relevance, effectiveness and sustainability of future projects for the Bangsamoro. The MTF-RDP PP3 experience highlights the need to give close attention to these key factors in designing sub-project and planning their implementation:

- **Community context**

The local partners, the PO and the barangay government, are from their own communities. Their thinking, behavior and disposition are oftentimes influenced by the culture, political dynamics, constraints and resources in their specific contexts. These realities should be studied with care in designing the approach, strategies and methods of project implementation as well as in capability building. A social analysis should complement the needs assessment. The political dynamics, style of governance, history of people's participation and community resources should be known and understood aside from the urgent needs of the people.

At the time of entry of the projects, these communities were suffering from multiple vulnerabilities. They are vulnerable to hunger, disease, ignorance and political marginalization that are occurring simultaneously. Unlike other communities in poverty, these people went through intermittent and drawn out wars, dislocation and trauma. Their capacity to meet their basic needs is severely hampered by poverty and lack of access to services. Yet in several of the communities we saw traditions like *pahina* (community shared work in East Miguclao, Balanakan, and Liong) and *bayanihan* (e.g. in Tangclao) very much alive.

To see only the needs and material resources but not the soft resources could mean missing opportunities for reinvigorating the foundations for long term and sustainable community building. The methodology for project preparation and implementation should include the mobilization of the soft resources. Capability building for key actors should include how these resources can be mobilized and reinforced.

- **People's participation**

When people attend the barangay assembly and participate by voting on which project should be undertaken, this can be considered as participation. But if people were not encouraged to engage in the discussion, raise views that may be contrary to those of leaders (e.g. barangay captain); if small people (e.g. the IP or the poorest) are not enabled to speak or given choices (e.g. no discussion of other possible projects), this is nominal participation. This kind of participation on priority setting was noted in many of the sites. There is a need to set a high standard for participation, not only based on numbers but on WHO are there and WHO spoke.

Big assemblies with guests (e.g., BDA) can be daunting and overwhelming to those who feel inferior, not experienced in public engagements, and usually marginalized in public decision making. In settings like these, unquestioning obedience to what the leaders (or guests) say is a common behavior. Smaller meetings (e.g. sectoral meetings with *habalhabal* drivers or with IPs) where there is less hierarchical relationships among participants tend to encourage participation by small people.

Project leaders should also know the barriers for people's participation like lack of fare money or women tied up with housework. Through consultations, innovative ways could be used to address these.

- **Inclusiveness and Transparency**

The communities in the sites are small; information is easy to disseminate through both formal and informal channels, using conventional means and available technologies like mobile phones and hand held radio. Sending messengers on horseback or motorbikes to ensure a wide reach is noteworthy.

However, the study revealed that a significant segment of the beneficiaries were not aware of how sub-projects were identified and how beneficiaries were selected. A large number of respondents indicated no knowledge about the implementation of the sub-projects in their own barangays, especially in CDD. These can only mean that communities had limited participation in the whole planning and implementation process, and/or lacked access to project information.

The use of multiple means and channels for disseminating information, including traditional avenues like the mosque and madrassa, should be encouraged. Especially targeting those usually excluded from information (e.g. IPs, people in remote places) as seen in East Migpulaos is indicative of the key actors/leaders' commitment to the principles that undergird the MTF-RDP.

People's participation has practical value, as seen in the selection of individual beneficiaries. Where needs are all urgent and almost all are needy and funds are limited, the selection of beneficiaries could exacerbate existing rivalries or trigger divisiveness. This could be avoided with open processes where all stakeholders are able to participate and have a sense that their needs are important. Unfortunately, this was indicated only in Tangclao (draft animals).

- **Equity**

From three sites, Bongbong (water project), Fuentes (mini market) and Bugasan Sur (community learning center), there is a clear finding that the project benefitted only some members of the community, and not the poorest of the poor.

In Bongbong, the BDA's policy that 3-4 households will share a water connection would have been more sensitive to the most disadvantaged. What eventually happened was that the PO acceded to the demand of those who are financially better off for individual household connection. This signified lack of understanding and/or commitment to the underlying principles and goals of the project. This virtually deprived those without the means to avail of the water supply. This is also now causing the poor performance of the project. Had consultations and sustained collaboration between the BDA and the PO existed, the BDA could have intervened at the right moment and shored up the PO's capability and leadership.

- **Indicators of Success**

Overall, there is acceptance from respondents that the selected projects reflected the needs of the communities. The CDD Completion Report (March 2012) said that the projects in all the sites have been successfully implemented. If completion is the indicator, then the East Migpulaos tire path can be considered a failure and the projects in Fuentes and Bugasan Sur, successes.

What may be more appropriate is a paradigm for looking at success and failure that considers the visible as well as invisible aspects, and the short as well as the long term. Success is when the project is implemented; people can see and use it. Aside from this, success is when the processes used contributed meaningfully to the strategic goal.

The tire path in East Migpulao is only 100 meters long whereas the project was for 2 ½ kilometers. The portion that was worked on first was the worst and most dangerous. Although incomplete, it has already given economic and social benefits to the community. But more importantly, the process for the project was inclusive, transparent and participatory.

Are participatory processes inefficient because they usually take longer? In East Migpulao, the pre-implementation process took more than two months but the project's benefits are felt by many now; in Fuentes and Bugasan Sur which used less participatory processes, the projects are benefiting only a few. Most stalls in the market in Fuentes are empty; the community learning center in Bugasan Sur suffers from poor accessibility and lack of electricity. On the other hand, the people in East Migpulao know why the project was not completed – delay in the release of the first tranche of funds that coincided with the rainy season. It does not always follow therefore that participatory processes are inefficient or responsible for the failure of the project. In Figure 5-1 below, we show in the spectrum the comparative location of the sites under review⁴ on the basis of inclusiveness, transparency and participation. Fuentes, at the left end is the least, East Migpulao at the right end is the most.



Figure 5-1. Transparency, Inclusiveness, participation: comparison of sites

- **Leadership**

In most of the sites, the barangay captain played a central role in the projects including those where the PO is the project implementer. The leadership or lack of it by the barangay captain made a difference in the quality of the process for decision making. While all of them seem to have complied with the protocol as spelled out in the MTF-RDP Operations Guide, we see additional features that differentiate leadership styles. In Tangclao, the barangay captain who seems to enjoy the trust and confidence of the people, uses traditional Muslim leadership style (*kandori*). In East Migpulao, the barangay captain personally went around informing people and explicitly gave instructions to inform specific persons among the IPs and those in remote areas about activities for the project. Resourcefulness as seen in the mobilization of traditional leaders like the *sultan*, *datu* and *imam* was seen among several barangay officials.

⁴ This comparison is based on available primary data which in some of the sites are very limited.

A study on community-based leadership found that Filipinos want their leaders to have the following characteristics: (a) caring; (b) courageous and determined; (c) with high moral integrity; (d) fair and just; (e) intelligent and technically competent; (f) trustworthy; and (g) industrious.⁵ The more effective barangay captain (at least in regard to the projects) seems to have most of the above mentioned qualities. They have the potential for transformational leadership. Transformational leaders according to Dubrin⁶ are inspirational, trustworthy, and warm who value the views and knowledge of their subordinates. It would be useful for the MTF-RDP to study various leadership styles in their areas of operation and plan how transformational leaders can be developed.

- **Partnership**

The coming together of several factors is required for partnerships to work. These are: (a) commitment among the partners to the goal, values and principles of the project; (b) sharing of resources, expertise and risks; (c) egalitarian relationships; and (d) trust. While it works best when partners collaborate, it should also allow partners autonomy and provide opportunities for learning individually and together.⁷

Partnerships are also relationships and involve power and control.⁸ While boundary and authority lines should be clear, every partner should be treated as an equal especially when there is a significant difference in resources among them.

Findings from the review show that the partners have varied resources, expertise and authority. The people's organization has the least material resources compared to the BDA but it has the potential for generating valuable resources (both material and non-material) from the community. Among the partners, it is the most embedded in the community, being actually a part of it. People may regard them with familiarity and not as authority figures. Being community members themselves is a source of both opportunities and difficulties.

Because the PO does not have the trappings of official authority, there should be a strategy to enhance their public stature. One way is to publicly recognize their efforts and achievements. This is an example of nurturing and mentoring that ought to be developed that are sensitive to the limitations and capabilities of partners.

The findings from the review suggest that where partnership was concretely demonstrated by the partners through acknowledgement and use of each other's resources, active and open communications, and regular consultations as in East Migpulao, there were clear indications of participatory and transparent processes in the project. The community is an active and continuing partner in the undertaking.

There are two levels of accountability in partnership: accountability to the partners (internal accountability) and accountability to the constituents (external accountability). While there is no data from where we could infer how internal accountability happened, there are some findings suggesting that there was very limited external accountability in regard to the finances of the projects. This could have been partly because the people used a low standard of accountability, inferred from their views across most of the sites, assessing that the funds were well managed despite absence of information on how the funds were allotted and used. In this kind of context, accountability is not being promoted.

⁵J Galvez Tan, F A Castillo et al. 2008. Community Leadership for Population and Reproductive Health: definitions, perceptions and application. University of the Philippines Manila and Bill & Melinda Gates Foundation.

⁶Dubrin AJ. 2010. Leadership: research, findings and skills. South Western Centage Learning. Ohio.

⁷ Castillo FA, F Bautista et al. 2007. Managing Convergence in HIV AIDS in Asia Pacific. Philippine NGO Support Program, Inc (PHANSUP), Quezon City.

⁸Popay J, G Williams. 1998. Partnership in Health: beyond the rhetoric. J Epidemiol Community Health, pp 410-11.

- **Experiential learning**

Experiential learning provides learners with activities for “problem solving and decision making in contexts that are personally relevant to them” drawn from their own experiences. “This approach to learning also involves making opportunities for debriefing and consolidation of ideas and skills through feedback, reflection, and the application of the ideas and skills to new situations.”⁹

This implies that, among others, capability building for partners (PO, barangay officials) should not be a one-shot activity limited to trainings for technical skills, but should be a series of activities during the entire process of the project that include assessment, reflection and drawing lessons from specific experiences. These lessons should then inform problem solving and planning.

Moreover, the teaching opportunities from the project should be expanded to other key actors from the community, such as the beneficiaries, and not limited to members of the PO and of the barangay government. This is in consonance with the long term goal of community development, peace building and reconstruction.

- **Gender**

We paraphrase the Council for International Organization of Medical Sciences (CIOMS) guideline for ethical conduct of community research and apply it here in our analysis. The guideline cautions us not to exacerbate pre-existing inequities when we implement a project in the community. A prevalent but commonly unrecognized inequity is gender-based inequity. Some examples of practices from the findings tend to reinforce or legitimize gender-based inequity, gender bias and discrimination. These are: 1) giving cattle to men while giving gardening and handicraft assistance to women; and 2) scheduling assemblies at the time when women are busy with housework.

Gender-sensitive development work always considers the marginalized social location of women in public decision making. They tend to be under represented; men are thought to adequately represent them because anyway their interests are the same as that of men. A gender sensitive approach is to set meetings when women are relatively free from housework, in small groups among women. These could improve their chances for participation and making their voice heard. In one site, the barangay captain changed the schedule of the assembly meeting to accommodate farmers and fishers who are busy with livelihood. Meeting women where they are at the time when laundry, cleaning and cooking are done ought to be considered as well. Changing gender norms and practices is hugely challenging especially in settings like the project sites.

- **Sustainability**

Project benefits need to be sustained in order to achieve the long term objectives of the program. While there is no strategy that guarantees the sustainability of the project, especially in a setting in which the stakeholders have to contend with the challenges and setbacks that are totally beyond their control, the project would benefit much from the concerted efforts of the implementing partners. It is understandable that certain groups have to protect their interests and would aim to attain their own set of objectives, nevertheless, the overarching goal to improve the social and economic recovery of the target communities should be the common and paramount concern of the partners.

⁹Quoted from UNESCO. Experiential Learning. Teaching and Learning for a Sustainable Future: a multimedia teacher education program. http://www.unesco.org/education/tlsf/mods/theme_d/mod20.html. Accessed on September 12, 2013. No page.

Mechanisms have been embedded in the processes laid out in the project's operating guidelines that pave the way towards the implementation of a project that will subsequently be sustainable. The challenge in this project, however, was in engaging the POs tasked to assume the responsibility of maintaining the project and sustaining its benefits as well as in ensuring their long-term commitment to pursue the projects objectives after turnover. The scenario is promising for a number of projects, but for some, additional capability building for both the PO and beneficiaries, and assistance and guidance from the local government and the BDA have to be continued to fully attain the program's goal.