



Evaluation of the NZAID Project*

A Project of the International Institute of Rural Reconstruction's BICOL Program

Final Evaluation Report: May 27, 2008

***Institutionalizing Community-Based Integrated Watershed Management Within Local Government Units in the Bicol Region, Philippines: Scaling Up and Sustaining Capacity-Building Outcomes at Local Level**

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Evaluation of the IIRR BICOL Program: Final Evaluation Report

Evaluation of “Institutionalizing Community-Based Integrated Watershed Management within Local Government Units in the Bicol Region, Philippines: Scaling Up and Sustaining Capacity-Building Outcomes at Local Level” for the IIRR BICOL Program

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Abbreviations and Acronyms

BICOL	Building Initiatives for Community Opportunities and Livelihood
BUCAF	Bicol University College of Agriculture and Forestry
CBO	Community-Based Organization
CMDRR	Community-Managed Disaster Risk Reduction
CMHN	Community-Managed Health and Nutrition
CML/RE	Community-Managed Livelihood/Rural Enterprise
CMNRM	Community-Managed Natural Resource Management
CSSAC	Camarines Sur State Agricultural College
DAR	Department of Agrarian Reform
DENR	Department of Environment and Natural Resources
DRR	Disaster Risk Reduction
GDP	Gross Domestic Product
IEC	Information, Education, and Communication
IIRR	International Institute of Rural Reconstruction
LaGoSan WaSA	Lagonoy-Goa-San Jose Watershed Stakeholders' Association
LDC	Local Development Council
LGU	Local Government Unit
LMO	Lingkod Masa Organization
M&E	Monitoring & Evaluation
MAQUIWASA	Mt. Masaraga-Quinale Watershed Stakeholders' Association
NGA	National Government Agency
NGO	Non-governmental Organization
NZAID	New Zealand International Aid and Development Agency
PM&E	Planning, Monitoring and Evaluation
PO	People's Organization
PPMEL	Participatory Planning, Monitoring and Evaluation and Learning
PPP	Purchasing Price Parity
PRA	Participatory Rural Appraisal
PSU	Partido State University
RCA	Regional Center for Asia
RHW	Rural Health Worker
SEC	Securities and Exchange Commission
SIPA	School of International and Public Affairs
UNDESA	United Nations Department of Economic and Social Affairs

Executive Summary

Since 2001, the International Institute of Rural Reconstruction (IIRR) has been implementing its Building Initiatives for Community Opportunities and Livelihood (BICOL) Program in the Bicol Region of the Philippines. Through this program, IIRR utilizes a participatory community-based integrated watershed management (CBIWM) approach to combat poverty and environmental degradation.

Between November 2007 and April 2008, a team of five graduate students of Columbia University's School of International and Public Affairs (SIPA) conducted a participatory and consultative evaluation of the BICOL Program's activities in two of the three watersheds where IIRR works. Located in Mt. Masaraga-Quinale A and Lagonoy watersheds, the specific project evaluated is entitled "Institutionalizing Community-Based Integrated Watershed Management Within Local Government Units in the Bicol Region, Philippines: Scaling Up and Sustaining Capacity-Building Outcomes at Local Level."

Through two field visits to the Bicol region, documentation review, and extensive analysis of the data collected, the SIPA team assessed progress, lessons learned, and achievements of IIRR's efforts to institutionalize CBIWM in Mt. Masaraga-Quinale A and Lagonoy watersheds. Key findings have been organized into three topical areas.

1. *Organizational Development of Watershed Networks:* A key component of institutionalizing CBIWM has been the formation of Watershed Networks—multi-stakeholder groups representing diverse interests within a watershed area. Although Networks actively engage local government units (LGUs), civil society, and the academe, they remain dependent on IIRR for financial and technical support. Moreover, the three-year term of local government officials presents a challenge to maintaining partnerships between Networks and LGUs.
2. *Community-Managed Projects:* With IIRR's guidance, Watershed Networks have initiated a number of community projects. While these projects actively target community-identified priorities and involve multiple stakeholders, there is still low community ownership, high dependence on IIRR, and low financial sustainability.
3. *IIRR Management of the BICOL Program:* IIRR has extensive international experience in community mobilization but has underutilized the opportunity to transfer relevant institutional knowledge to the BICOL Program. The evaluation team observed that IIRR's activities are documented, and the budget and allocation process is transparent. However, the Program's information management is in need of improvement. Other limitations of IIRR's management of the Program include high staff turnover, an underdeveloped monitoring and evaluation system, and a field office that is not easily accessible by all field staff.

In light of key findings and Phase II plans to scale-up the BICOL Program, the evaluation team proposes a series of actions to strengthen IIRR's ability to guide the institutionalization of CBIWM in the Bicol region. To this end, the evaluation team recommends that IIRR strengthen existing Watershed Networks prior to expansion of the Program. Six key areas the team identified for improvement are as follows:

- Staff structure and support
- Information management
- Monitoring and evaluation
- Knowledge-sharing opportunities
- Financial independence of the Watershed Networks
- Alternative funding sources for the BICOL Program

Finally, the evaluation team recommends that IIRR revisit the original watershed concept in order to reinforce its program goals.

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I. Introduction

About the International Institute of Rural Reconstruction (IIRR)

IIRR is an international training and development NGO focused on participatory and people-centered rural development. Founded in 1960, its mission is to build capacity among rural communities by supporting partnerships at the grassroots level to implement development projects according to local needs and demands. IIRR currently works with communities across Asia and Africa.¹

SIPA Team Objectives

In November 2007, a team of five graduate students from the School of International and Public Affairs (SIPA) at Columbia University paired with IIRR. The objective of this partnership was to conduct a participatory and consultative evaluation of the NZAID-funded project that is part of IIRR's Building Initiatives for Community Opportunities and Livelihood Program (BICOL Program), located in Mt. Masaraga-Quinale A and Lagonoy watersheds in the Bicol Region, Philippines.

The evaluation team's objectives were to:

- Assess progress towards achieving the project's goals, objectives, associated outputs and intended impact;
- Document lessons learned about what worked and what did not work;
- Assess how the achievements of the project contribute to the accomplishment of the BICOL Program objectives; and
- Draft an action plan for achieving program outcomes detailed in the second phase program document.

JJ. Context

The Philippines

Situated in Southeast Asia, the Republic of the Philippines is comprised of 7,107 islands in the western Pacific Ocean. A mountainous, tropical country, the Philippines is highly susceptible to destruction from calamities such as volcanic eruptions, earthquakes, landslides, and typhoons. Typically, the dry season is from December to May and the wet (monsoon) season is from June to November. Its population of over 92 million mainly resides in the interior plains of the islands and along the country's extensive coastlines.² The Philippines is comprised of 17 regions, 81 provinces, 118 cities, 1,510 municipalities, and 41,995 *barangays*.³

In July of 1946, the Philippines gained independence from 48 years of U.S. colonial rule.⁴ With the second-highest ratio in the world of university students to population, English widely spoken throughout the country, a democratic political system, and access to overseas trade routes, many were hopeful about the future prospects of the young Republic of the Philippines.⁵ However, a stagnant economy, coupled by years of political turmoil, has perpetuated a rise in poverty there. In 2003, the World Bank reported that 43 percent of the Filipino population was living under \$2 a day.⁶ National figures show that over 38 percent of the population live in rural areas, of which 50.7 percent live below the national poverty line.⁷ In 2006, the gross domestic product (GDP) per capita (PPP) was estimated at \$3,330.⁸ In order to reduce this widespread poverty, both governmental and non-governmental sectors focus on fostering growth and development in the Philippines. (For more information on development initiatives in the Philippines, see section 1.1 of the Appendix.)

The Bicol Region

Located in the southeastern tip of Luzon island, the Bicol region comprises four mainland provinces—Camarines Norte, Camarines Sur, Albay, and Sorsogon—and two island provinces—Cantanduanes and Masbate (see map, right). The region is comprised of 7 cities, 107 municipalities, and 3,471 barangays.⁹ Bicol is largely dependent on the agricultural sector. Approximately 68 percent of its 4.6 million residents live in rural areas, and farming employs nearly half of the region’s workforce.¹⁰ The chief crops of Bicol are coconut, banana, rice, abaca, and corn, with commercial fishing and mining also contributing to the region’s economy.¹¹



*Left: Map of the Philippines
Right: Map of the Bicol Region showing its provinces*

The Bicol region is particularly vulnerable to destructive natural disasters due to its location along a typhoon path. Moreover, the volcanic range dominated by Mount Mayon, Mount Masaraga, Mount Iriga, and Mount Isarog puts Bicol at high risk for earthquakes and volcanic activity.

Rural poverty remains a major obstacle to the development of the Bicol region. In 2000, all six provinces in the region were named among the “Poorest 44 Provinces” in the Philippines.¹² The latest poverty data indicates that more than 48 percent of the population, or 2.2 million people, live below the poverty threshold.¹³ Bicol’s per capita GDP in 2006 was the second lowest in the nation—less than half of the national average and about one fifth that of Metro Manila.¹⁴ Nearly 80 percent of the population in Bicol is dependent on natural resources for food and income.¹⁵ Rapid environmental degradation combined with insufficient livelihood opportunities in rural areas has trapped many Bicolanos in a perpetual cycle of poverty.¹⁶ IIRR has indicated that “[poor households] exploit the natural resource to survive (marginally); the depletion of the natural

resource, however, further impoverishes them, making their survival more difficult.”¹⁷ (For more information on natural resource management in the Philippines, see section 1.2 of the Appendix.)

Mt. Masaraga-Quinale A and Lagonoy Watersheds

The Mt. Masaraga-Quinale A and Lagonoy watersheds are the main areas of focus of this evaluation. Both locations are characterized by high prevalence of poverty, high degree of natural resource degradation, and a severe shortage of social services.¹⁸ Current challenges facing these areas include “forest decay, heavy soil erosion leading to reduction in agricultural activity, and a lack of non-farm activities.”¹⁹ In the Lagonoy watershed, lack of employment opportunities has led to increased levels of out-migration.²⁰

Table I (below) provides a brief profile of Mt. Masaraga-Quinale A and Lagonoy watersheds.

Table I. Summary Profile of Project Areas²¹

	Mt. Masaraga-Quinale A Watershed	Lagonoy Watershed
Provinces	Albay and Camarines Sur	Camarines Sur
No. of municipalities	4	3
No. of <i>barangays</i>	293	37
Eco-zones covered	Upland and lowland No coastal zone – river systems drain into Lake Bato	Upland and lowland
IIRR presence in watersheds	8 <i>barangays</i>	4 <i>barangays</i>

III. Program Background

IIRR’s BICOL Program

In 2000, motivated by the extent of poverty in Bicol, IIRR initiated a watershed management program by reaching out to local stakeholders in the region. Through a series of participatory community assessment activities employing PRA techniques, IIRR worked with *barangay* officials, community leaders, and existing civil society groups to identify root causes of poverty in Bicol. The outcome was a common understanding that community problems, ranging from seasonal flooding to child malnutrition, were linked to environmental degradation. Moreover, IIRR and the network of stakeholders determined that water management and water quality were central to poverty reduction interventions in the region.²² The watershed was defined by IIRR as follows:

...the natural boundaries of a diverse yet logically-connected eco-system [that serves] as a unit for development...The watershed approach is based on the understanding that

communities in three broad ecosystems—the uplands, the lowlands and the coastal areas—share natural resources formed by watersheds, irrespective of their affiliation to administrative or political units like province or municipality.²³

Following the initial workshop, IIRR initiated its Building Initiatives for Community Opportunities and Livelihood Program (BICOL Program), which aims, through the context of the watershed unit, to combat poverty within participating communities.

The established aims of the BICOL Program are:

1. To strengthen capacities of community groups and people’s organizations, local government agencies and partner NGOs in the watershed;
2. To strengthen the regional network of local government agencies, NGOs and peoples’ organizations in the region to better link rural poor communities with regional and national policies, plans and programs;
3. To learn from working with communities and partner agencies about what works and why, in watershed development programs; and
4. To use field-based lessons for promoting community-based, people-centered, participatory and integrated approaches among development practitioners through IIRR’s training courses, study programs, workshops and writeshops.²⁴

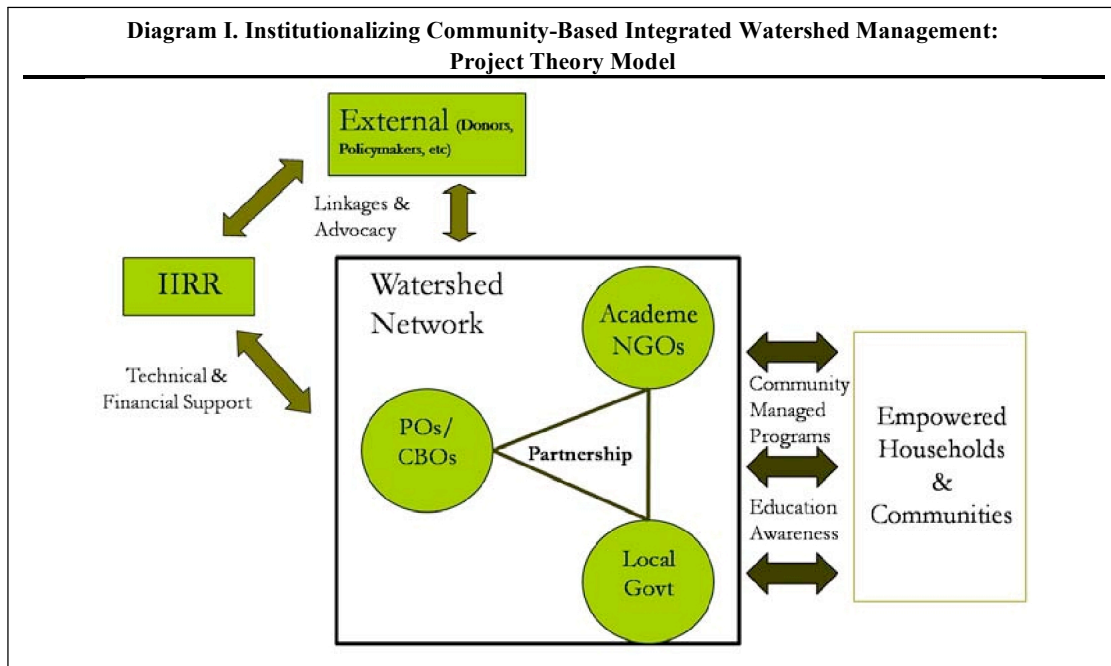
In 2001, the BICOL Program began in the Diwata watershed area of Masbate province. In 2005, IIRR secured funding from New Zealand’s International Aid & Development Agency (NZAID) to widen the reach of the BICOL Program into Mt.Masaraga-Quinale A and Lagonoy watersheds. Drawing from its experience in Diwata watershed, IIRR focused its new efforts on the institutionalization of community-based watershed management through increased involvement of local government officials. Thus, the “Institutionalizing Community-Based Integrated Watershed Management within the Local Government Units in the Bicol Region, Philippines: Scaling-up and Sustaining Capacity-Building Outcomes at the Local Level” project was launched.²⁵ This project is the subject of this evaluation.

The objectives of the NZAID project within the BICOL Program are:

1. To improve coordination and institutional arrangements at the local level for effective and sustainable management of watershed resources;
2. To educate communities about their watersheds and their importance to long-term water quality, quantity, ecological biodiversity, and poverty alleviation/reduction;
3. To enable communities and local stakeholders (government and private sectors) to form partnerships and take collective action to protect and enhance the integrity of their local watershed as a source of quality water, economic resources, recreation, and employment opportunities; and
4. To demonstrate the application of community-based integrated watershed management for addressing ecological and socio-economic problems at the local government level.²⁶

Project Theory Model²⁷

The overall goal of the program is to empower and benefit local households and communities. The mechanism used to implement the program is through the mobilization of stakeholders situated within a given watershed area to form multi-stakeholder groups, referred to as Watershed Networks. For this project, IIRR assisted in mobilizing the Masaraga-Quinale Watershed Stakeholders' Association (MAQUIWASA) in Mt. Masaraga-Quinale A watershed, as well as the Lagonoy-Goa-San Jose Watershed Stakeholders' Association (LaGoSan WaSA) in Lagonoy watershed. IIRR works through these Watershed Networks to address community needs related to health, livelihoods, environment, and education. Diagram I (below) outlines the way in which IIRR works to achieve the objectives of the NZAID Project.



In this model, key stakeholder groups include:

- Local households and communities
- Watershed Networks (comprised of members from people's organizations (POs), community-based organizations (CBOs), universities, other NGOs, and local government)
- IIRR staff
- External parties (i.e., donors, policy makers, etc.).

IIRR's role is to interact with both Watershed Networks and external entities. IIRR not only facilitates the formation of Watershed Networks, but also provides resources and trainings to strengthen the Networks' skills in program development, management, monitoring and evaluation (M&E), and proposal writing. In addition, based on the needs expressed by Network participants, IIRR provides thematic trainings to Watershed Networks on environmental conservation and

vocational skills.²⁸ IIRR leverages these trainings by enabling Watershed Networks to coordinate community-managed projects and information, education and communication (IEC) campaigns in local communities and households (Objectives 2 and 3).

By including multiple stakeholders within Watershed Networks, IIRR aims to strengthen the relationships between the different institutions that Network members represent. Moreover, IIRR and Networks engage in advocacy with key policymakers and funding sources in order to secure formal relationships as well as financial support from LGUs (Objective 1).

In achieving the previous objectives, IIRR will be able to demonstrate how community-based integrated watershed management can be implemented at the local government level in partnership with civil society and local communities (Objective 4).

The formation and trainings of multi-stakeholder Watershed Networks toward the NZAID project goals feed directly into the main aims of the broader BICOL Program. (For BICOL Program goals, see p. 4).

BICOL Program Management Structure

As mentioned, the “Institutionalizing Integrated Community-based Watershed Management” project is managed as part of the broader IIRR BICOL Program. BICOL Program management links IIRR’s Regional Center for Asia (RCA) to local communities through its core team. The core team is envisioned to be composed of the following staff members:

- Three (3) Field Coordinators, who are each responsible for all Watershed Network and community-level activities in the watershed where he/she is based;²⁹
- One (1) Program Coordinator, who is based in the field office in Bicol and oversees reporting and coordination across watersheds; and
- One (1) RCA BICOL Program Focal Point, who is based in IIRR’s RCA campus, supports the overall BICOL Program, and liaises between BICOL Program staff and RCA.³⁰

The core team is responsible for the BICOL Program’s operational management and development. Apart from the core team, various members of RCA are also involved in supporting the BICOL Program. The RCA director oversees the Program’s long-term strategic planning. Program specialists within RCA facilitate trainings and workshops and provide M&E support to the BICOL Program.

At each level of the Program—from the community to the core team to RCA staff—all BICOL activities are guided by the Participatory Planning, Monitoring, Evaluation and Learning (PPMEL) framework.³¹

The PPMEL Framework

The PPMEL framework is rooted in the participation of diverse stakeholders from program conceptualization and planning to monitoring and evaluation. In planning activities, the PPMEL framework engages multiple stakeholders to identify objectives and strategies to meet community needs. The framework also outlines expected timeframe, resources, budget, roles, and responsibilities for each activity. For project M&E, the PPMEL framework outlines indicators and allows for the identification of evaluation tools, procedures, and target audience. All aspects of the PPMEL framework are viewed as learning opportunities for those involved, assessing progress and extracting lessons learned from program activities.³²

Field Coordinators: At the community level, it is the role of the field coordinators to organize trainings for communities (*barangay* officials and community members) on the use of PPMEL to develop a community-based planning, monitoring and evaluation system. The field coordinator advocates for the linkage of this community-based M&E in the *Barangay* Development Plan, which is a three-year plan drafted by the *barangay*-level government outlining its aims for development. The field coordinator's role is also to empower communities to contribute annually to the *Barangay* Development Plan and its implementation.³³

Watershed-level PPMEL should also be facilitated by the field coordinator. The aim is to conduct quarterly, mid-year, and annual PPMEL assessments with key partners and stakeholders at the community and watershed levels. Out of these meetings, the field coordinators develop monthly, quarterly, and annual reports from Watershed Network meetings. As needed, the field coordinator must also draft reports to inform donor agencies on program progress.³⁴ (For PPMEL forms used by Watershed Networks, see section 2 of the Appendix.)

Program Coordinator: The BICOL Program coordinator should manage the overall PPMEL activities. The coordinator is expected to consolidate and disseminate watershed-level reports, assessments, and lessons learned to both donor agencies and RCA.

BICOL Focal Point and RCA: Charged with overall program oversight, RCA—through the BICOL Program Focal Point—should use reports and assessments to work with donors and potential partners in order to support the work of the BICOL Program.³⁵

IV. Evaluation Methodology

The evaluation team employed a participatory and consultative methodology, engaging IIRR and numerous key stakeholders of the NZAID project. Following extensive context and program analyses, the team selected performance indicators based on IIRR-identified key result areas and interviews with relevant stakeholders. With these indicators, the team identified key informants and developed and validated evaluation guides. (For a full list of interviewees during the March evaluation and the evaluation guides, refer to sections 3 and 4 of the Appendix, respectively.) These guides were used to assess program relevance, effectiveness, efficiency, sustainability, and impact. During data collection in the field in March 2008, the team applied the following tools:

Focus Group Discussions: The evaluation team facilitated focus group discussions with Watershed Network members and CBOs in order to:

- Assess the relevance of IIRR-initiated trainings and activities through list and ranking activities about key community needs;
- Identify key mitigating and supporting factors influencing social problems through force-field analysis (a modified SWOT analysis);
- Assess Watershed Networks' interpretation and understanding of community-based integrated watershed management; and
- Analyze program sustainability in terms of technical and financial support in addition to Watershed Networks' organizational development.

Site Visits: The team observed the Watershed Networks' project activities in order to:

- Understand local community context and conditions;
- Identify outputs and progress of community-managed projects;
- Identify roles of various stakeholders in project management; and
- Analyze project sustainability in terms of financial support.

In-depth Interviews with government and university stakeholders: The team met with a number of municipal government officials, *barangay* council members and area university professors in order to:

- Identify government and academic initiatives related to IIRR work;
- Assess LGU and university knowledge of and relationships with IIRR and its Watershed Networks; and
- Explore potential opportunities for collaboration.

In-depth Interviews with IIRR staff: The evaluation team conducted interviews with IIRR's BICOL Program core team. These interviews were conducted in order to:

- Understand the informational and financial management of the program;
- Assess staff interpretation and understanding of community-based integrated watershed management;
- Gauge the roles of various staff and their level of coordination with one another; and
- Understand the efficiency and effectiveness of program management, particularly in regard to staff coordination, monitoring and reporting.

Limitations

Given the participatory approach and logistical realities of this evaluation, the SIPA team faced a number of limitations. One key issue was a reliance on the client given that all field work was conducted in the presence of IIRR staff, who also served as translators for many of the evaluation activities. While this was in many ways beneficial for the team to gain access to key stakeholders and better understand the program in-depth, this may have impacted participant feedback. In addition, the team struggled with access to key information and time constraints. Due to the short length of the field visits in January and in March (less than two weeks), the team could only meet with a

limited number of stakeholders. As a result, the data sample size was both narrow and non-representative. Moreover, some documentation regarding the BICOL Program could not be gathered in time for analysis.

Despite these limitations, sufficient information was obtained to proceed with the evaluation of the NZAID project. The following section details the team’s findings from research gathered during the context analysis, program analysis, and data collection phases of the evaluation.

V. Summary of Findings

This section presents the three main areas of the evaluation:

1. Organizational development of the Watershed Networks (MAQUIWASA and LaGoSan WaSA)
2. Community-managed projects
3. Management of the BICOL Program by IIRR

Within these three areas, the progress-to-date of each topic will be discussed followed by an analysis of its strengths and limitations.

1. Watershed Network Organizational Development

Progress to Date of Watershed Network Organizational Development

Table II (below) outlines the progress to date of the institutionalization of the two Watershed Networks. The sections below elaborate on this progress.

Table II. Progress to Date of Watershed Network Organizational Development

MAQUIWASA	LaGoSan WaSA
<p>SEC registered since 2007</p> <p>Revising bylaws to expedite decision-making process</p> <p>Identified and pursued partnerships with local government, civil society and academe</p>	<p>SEC registration in process</p> <p>Initiated community-managed activities</p> <p>Successfully engaged three municipalities to secure financial commitments</p> <p>Identified and pursued partnerships with local government, civil society and academe</p>

SEC Registration

With IIRR's facilitation, MAQUIWASA was registered with the Philippine Securities and Exchange Committee (SEC) in January 2007. This means that the Network is now officially recognized by the government as an independent legal entity. This registration also gives the Network the ability to receive government and private funding. IIRR also has helped LaGoSan WaSA to submit their application for SEC registration. As of March 2008, they were still waiting for SEC approval.

Membership Representation

MAQUIWASA has 35 listed members who have been with the group since it was established more than two years ago. The network is comprised of LGU officials at the municipal and *barangay* levels and local PO members from farmers' associations.

LaGoSan WaSA has 33 members that represent LGUs at the municipal and *barangay* levels, Rural Health Unit midwives, and representatives from six CBOs (farmers' associations, women's groups, and youth groups).

Trainings Disseminated

MAQUIWASA members have participated in several trainings, such as Sloping Agricultural Land Technology (SALT) and Bio-intensive Garden (BIG) training. LaGoSan WaSA members have also participated in several trainings, including the Rural Enterprise Development Workshop and Kalinga Food Processing Training. (For a list of IIRR trainings by date and location, see section 5 of the Appendix.)

Members of both Watershed Networks expressed interest in receiving training on information, education, and communication (IEC) campaigns, organizational management, and fundraising. The members interviewed felt that access to training on fundraising would help them to become more financially independent from IIRR.

Bylaw Reorganization

MAQUIWASA recognizes that the strength of their organization is tied to the effectiveness of their sub-committees, which are the mechanism by which community projects are implemented. However, during the course of the evaluation, members of MAQUIWASA explained that not all of the 35 listed members participate in the organization's activities and this makes it challenging for the group to maintain steady progress. For instance, their existing bylaws require that quorum be met in order to conduct votes. However, truant members have impeded the Network's decision-making process. As a result, MAQUIWASA is currently updating its bylaws to do the following:

- Establish guidelines to give members status of 'non-active' or 'active';
- Require 2/3 of active members to be present in order to meet quorum; and
- Modify the bylaws to encourage more members of POs and CBOs of targeted *barangays* to join the Watershed Network.

Strengthening Partnerships with LGUs

Both MAQUIWASA and LaGoSan WaSA are making efforts toward developing strong partnerships with LGUs. The Networks are trying to leverage their members' relationships to LGUs, especially those who work for the municipal- or *barangay*-level governments, to collaborate on projects that achieve the goals of the BICOL Program. During the evaluation trip in March, the team found several opportunities for both Watershed Networks to continue to strengthen their relationships with LGUs and also to work in conjunction with LGU development plans. Some examples include:

- In Ligao City, Mayor Linda P. Gonzalez explained how the city's major initiatives include providing relief to families who have been displaced by natural disasters, improving livelihood opportunities, increasing investment opportunities, and addressing the multi-dimensions of poverty. Many of the mayor's initiatives are in line with priorities identified by IIRR and the Watershed Networks.
- Through municipal funding, MAQUIWASA members and university students plan to gather baseline environmental data of the Mt. Masaraga-Quinale A watershed. This baseline data would include environmental, social, and economic indicators.
- Members of MAQUIWASA presented their watershed-level development plan to representatives of three municipalities in order to advocate for the inclusion of community issues into the Barangay Development Plan.
- LaGoSan WaSA brought LGU awareness to their programs, resulting in the coordination of both government and non-governmental members on important watershed issues. One of the most significant examples of this collaboration is in a child feeding program that spans a wide range of stakeholders, including LGUs, CBOs, POs, and other members of LaGoSan WaSA.
- Three municipalities have agreed to give LaGoSan WaSA a one-time payment of 150,000 pesos (approximately \$3700) each to support Watershed Network activities. The members explained that this was a way for the municipalities to demonstrate support for the work that the Network is doing and also to facilitate additional community-managed projects in environmental conservation and alternative income generation.

Income-Generating Activities

IIRR has helped MAQUIWASA to establish two income-generating projects. They are the following:

- Mung Bean Production – With IIRR's financial support, MAQUIWASA was able to partner with members of Lingkod Masa Organization (LMO), a people's organization in *Barangay* Napo, to grow mung beans on a half hectare of land. MAQUIWASA and LMO plan to market and sell processed mung beans to the local government for a school feeding program. MAQUIWASA's partnership with LMO will provide MAQUIWASA with 60 percent of profits from this venture. However, the land where the mung bean farm is located will eventually be used for housing and, therefore, this project will generate revenue only as long as the land is available.

- Satellite Plant Nursery – This project was also started with IIRR’s financial assistance and is another partnership with LMO. With the help of IIRR, the two organizations were able to secure a small plot of land in Napo. LMO members have agreed to maintain the nursery. *Jatropha* saplings, grown in the nursery, are being sold to a LGU biofuel project. MAQUIWASA also receives 60 percent of the profits from the plant nursery.

IIRR has helped LaGoSan WaSA to establish the following three revenue generation projects:

- Insumix project – IIRR and LaGoSan WaSA have given members of women’s groups access to training on how to make Insumix, a nutritional supplement made from rice, sesame, and mung beans. The women’s groups have produced small amounts of Insumix for LaGoSan WaSA’s pilot feeding program. The women’s groups plan to sell the Insumix in local markets, to generate additional income for the organization and its members.
- Mallard duck raising – With IIRR support, the women’s group in Minoro has purchased 120 mallard ducks. For a minimal fee, the ducks will be in leased to one member, or caretaker, for one year. The ducks will provide two major benefits for the caretaker: (1) profits from the sale of salted duck eggs in the market and (2) the elimination of snails that destroy rice crops. The women’s group also plans to conduct trainings for the production of salted eggs.
- Trees nurseries – The tree nursery project aims to provide additional income generation for the members of CBOs in Genorangan. The project will train eleven tree seedling caretakers while other community members will collect “wild-lings” and contribute labor. These seedlings will be sold to the Lagonoy municipality for reforestation projects.

Strengths and Limitations of Watershed Network Organizational Development

Table III. Strengths and Limitations of Watershed Network Organizational Development

Strengths	Limitations
Actively engaging local government, civil society and academe for partnerships Highly motivated and dedicated watershed network members SEC Registration	Networks dependent on IIRR support Challenge to maintain LGU partnerships due to three-year term of office Little knowledge sharing between watershed networks

Strengths

Both Watershed Networks have begun to leverage their relationships with LGUs and local POs/CBOs to form partnerships within their watersheds. An aim of the Watershed Networks is to promote education and awareness of watershed management, especially to the communities' youth. Both Watershed Networks have achieved this by directly involving youth in their activities. Also, the team observed that Network members join on a voluntary basis. Their willingness to make time for Network activities demonstrates a genuine commitment to the mission of the organization. This motivation is a key driving force for the current success of the Networks and will be critical for their future success as well.

In addition, the Watershed Networks have diverse memberships that span across different groups within the Philippine civil society. Members of both Watershed Networks include POs, CBOs, LGU officials (*barangay* and municipal levels), rural health workers, municipal health workers, and members of local universities such as Bicol University's College of Agriculture and Forestry (BUCAF) and Camarines Sur State Agricultural College (CSSAC).

MAQUIWASA's registration with the SEC in January 2007 is a step towards the institutionalization of CBIWM and achieving financial independence. However, SEC registration potentially compromises the multi-stakeholder nature of the Watershed Networks. This may occur if no formal mechanism exists to link member organization interests to their Network representatives, who may increasingly associate with Networks rather than their original organizations.

Limitations

Financial Dependence on IIRR

Activities of Watershed Networks ranging from meetings and awareness campaigns to community-managed projects are largely supported by outside donors. Prior to April 2008, both MAQUIWASA and LaGoSan WaSA activities were primarily funded by a NZAID grant obtained through IIRR. According to the project budget for Year 3 (1 April 2007 to 31 March 2008), NZAID bore 69.9 percent of the budget, IIRR provided 13.5 percent, other funders covered 15.3 percent, and the communities contributed 1.3 percent of financial costs.³⁶ Thus, the termination of NZAID's funding to this program in April 2008 may impact the sustainability of both Watershed Networks if no other funding is secured.³⁷

MAQUIWASA generates a small amount of revenue from membership fees and a handful of community projects on which they collaborate with other organizations. Because IIRR is its main source of funding, this fledgling Network becomes vulnerable to fluctuations in IIRR's own funding capabilities. While members of MAQUIWASA recognize that the Network must become financially self-sufficient, they have not succeeded in determining how they will reach this point. Some members mentioned that they would benefit from having workshops or trainings on fundraising.

Similarly, LaGoSan WaSA generates a small amount of revenue through membership fees and a handful of community projects. Although the three municipalities in the Lagonoy watershed have recently offered a one-time contribution of 450,000 pesos (around \$11,100) to LaGoSan WaSA, the

majority of the Network's funding continues to come from IIRR. As a result, LaGoSan WaSA is similarly vulnerable to fluctuations in IIRR's funding capability.

Informal Government Partnerships

While the members of the Watershed Networks represent both the *barangay* and municipal levels of local government and do have some recognition within the LGUs in the two watersheds, they have not succeeded in developing contractual partnerships with the different LGUs.

Another concern related to government relationships is the three-year election cycle for government officials, which makes it difficult for the Networks to maintain partnerships with governments, especially if the political party or government official changes. Both IIRR and the Watershed Network members in both watersheds have been unsuccessful in deciphering how best to institutionalize their efforts while working within the constraints of the political culture in the Philippines.

Minimal knowledge sharing between Networks

Though IIRR strongly supports learning as a pillar of community development, there is little learning exchange between MAQUIWASA and LaGoSan WaSA. Only once during the Networks' formation did IIRR facilitate a joint meeting between MAQUIWASA and LaGoSan WaSA. Moreover, both Watershed Networks could greatly benefit from information exchange between their organizations, given their unique experiences and shared challenges.

2. Community-Managed Projects

Since IIRR engaged in a reengineering process in the summer of 2007, community-managed projects have become a new focal point of the first phase of the BICOL Program. The community projects serve to address the needs of communities in a number of sectors to build their program management capabilities toward institutionalization. These projects are still in their nascent stages; only six had been started when the evaluation team visited in March 2008. The four sectors of intervention for community-managed projects are as follows:

- Community-Managed Natural Resource Management (CMNRM),
- Community-Managed Livelihood/Rural Enterprise (CML/RE),
- Community-Managed Health and Nutrition (CMHN), and
- Community-Managed Disaster Risk Reduction (CMDRR)

Progress to Date of Community-Managed Projects

The evaluation team observed community projects in both watersheds. An example of a project that embodies the coordination between the three program components is the child feeding program briefly discussed earlier. This program falls under both the Health and Nutrition and Livelihoods sectors.

The child feeding program is a pilot program initiated in March 2008 where malnourished children come for feedings of Insumix.³⁸ The program is a coordinated effort between local *barangay* council members, rural health workers, women’s groups and CBOs, municipalities, LaGoSan WaSA, and IIRR. The following table illustrates the contributions each stakeholder has made towards achieving success with the child feeding program.

Table IV. Stakeholder Contributions in Child Feeding Program

Stakeholder Group	Contribution to Child Feeding Program
Local <i>barangay</i> councils	Provide <i>barangay</i> hall or other local community space for feedings
Rural Health Workers	Feed and weigh the children
Women’s Groups / CBO’s in the <i>barangays</i>	Prepare the Insumix
Local Municipal Governments	Provide space for the Insumix preparation
Watershed Network – LaGoSan WaSA	Bring stakeholders together, provide forum for groups to share best practices
IIRR	Financial support, training on Insumix production, and help watershed network facilitate the project.

The women’s groups and CBOs who engaged in the production of the Insumix hope to use the training they received with IIRR’s support as an income generation activity. During this pilot phase, the feeding program offers the nutrient mix free of charge to needy families. However, the women’s groups involved in the program aim to eventually produce the mix to sell in the local markets.

The evaluation team has prepared a detailed analysis of all the existing community projects that have been identified in the Detailed Implementation Plan and other IIRR programmatic documents. (For further analysis, see section 6 of the Appendix.)

Strengths and Limitations of Community-Managed Projects

The following table describes the major strengths and limitations that were observed by the evaluation team with respect to the community-managed projects that IIRR has helped the Watershed Networks to implement.

Table V. Strengths and Limitations of Community-Managed Projects

Strengths	Limitations
Network projects actively target priority issues identified by the community	Low community ownership, high dependence on IIRR

Trainings responsive and appropriate to project needs	Low financial sustainability of projects
Projects involve multiple stakeholders	

Following a number of community workshops and interviews, the evaluation team found that the community-managed projects work to address community-identified needs. The top priority issues identified by community members in both LaGoSan WaSA and MAQUIWASA were the following:

- Lack of livelihood diversification opportunities;
- High costs of agricultural inputs;
- Malnutrition and related health issues; and
- Vulnerability to natural disasters and lack of risk reduction tools/mechanisms

(For priority issues identified by stakeholder groups, see section 7 of the Appendix.)

Therefore, the trainings and community-managed projects were aligned with the needs of the community, especially in the areas of assisting communities to access livelihood diversification opportunities. In addition, the community projects involve a diverse set of stakeholders often including LGU officials, members of the Watershed Networks, and other community members such as health workers and local families.

The most significant issue facing the community-managed projects is that they are reliant on IIRR funding and that they have required a high level of involvement from IIRR staff to move forward. Since only the child feeding pilot project has been completed within the LaGoSan WaSA Network, it is difficult to determine whether the same issue will arise within MAQUIWASA.

3. IIRR’s Management of the BICOL Program

Program management of the “Institutionalizing Community-Based Integrated Watershed Management” program, as previously described, encompasses program planning, implementation, and M&E. This section will describe the work of IIRR in the overall planning, M&E, and coordination of this program. This section will also highlight some strengths and challenges facing program management based on SIPA team observations.

Progress to Date of IIRR’s Management of the BICOL Program

BICOL Program Planning

The BICOL Program core team facilitated a number of activities in preparation for program planning. In 2005, IIRR established an office in Ligao City and hired additional staff. It consulted with LGUs in Lagonoy and Mt. Masaraga-Quinale A watershed areas in order to identify *barangays* for participation. IIRR then used participatory rural appraisal (PRA) methods to assess the needs of all participating communities.³⁹ However, the data from these PRA activities were largely qualitative with little gathering of quantitative information. Moreover, to date, there has been no consolidation

of the baseline data that resulted from these assessments. Also, since these initial PRA activities, there has been no further collection of community indicators.

BICOL Program Monitoring and Evaluation

In monitoring the progress of the overall BICOL Program, IIRR has been fairly consistent. Program staff thoroughly has documented their work with the Watershed Networks. However, the monitoring reports and assessments of the BICOL Program have been limited in scope. Originally, the BICOL Program’s M&E system was conceptualized to assess three program components:

1. Project objective achievement;
2. Activity implementation; and
3. Relevance of BICOL Program activities to RCA’s Goal.⁴⁰

From a review of IIRR progress reports, along with discussions with IIRR staff, it was determined that IIRR’s M&E of the BICOL Program only discusses the first two components.⁴¹

Field Level Coordination

In regard to coordination of program management, there have been a number of unexpected shifts in program staffing at the field level. The result of staffing inconsistency has been a negative impact on Program progress. When the BICOL Program expanded to include Lagonoy and Mt. Masaraga-Quinale A watershed areas in fall of 2005, the BICOL Program coordinator covered overall coordination as well as field coordination for the Mt. Masaraga-Quinale A watershed area. For three months in 2007, with the sudden departure of the field coordinator for the Lagonoy watershed area, the BICOL Program operated in three watershed areas with one program coordinator, an administrative assistant, and only one field coordinator. By December 2007, the BICOL Program operated with all positions filled, but this quickly ended when the program coordinator resigned in February 2008, followed by a field coordinator in the following month. At the time of writing, the BICOL Program field staff is limited to one full-time field coordinator, one administrative assistant and one program coordinator who is also acting as field coordinator for the Diwata watershed area.

Strengths and Limitations of IIRR Program Management

Table VI. Strengths and Limitations of IIRR Program Management

Strengths	Limitations
<p>IIRR institutional experience (especially with community mobilization)</p> <p>Clear roles and responsibilities for staff</p> <p>Thorough documentation of meetings and activities</p> <p>Transparency and accountability in budget</p>	<p>High staff turnover</p> <p>Weak institutional knowledge sharing within organization</p> <p>Limited opportunities for professional development</p> <p>Underdeveloped monitoring and evaluation system of program</p>

allocation process	Inconsistent information management
Field coordinator effective in mobilizing community	Field office not easily accessed by LaGoSan WaSA watershed staff

IIRR management of the “Institutionalizing Community-based Integrated Watershed Management” project has demonstrated both strengths and limitations in regard to the sharing of institutional knowledge, field-level operations and overall M&E.

IIRR possesses a wealth of institutional experience in regard to community mobilization, which is reflected in the commitment and enthusiasm of its Watershed Network participants. The use of this knowledge, however, has been limited by weak institutional knowledge sharing within the organization. For example, in each focus group discussion during the SIPA team’s March field visit, the team asked the groups to identify the priority issues of their communities. Two issues frequently identified by the interviewees were the need for post-harvest technology and methods for disaster risk reduction. Through various discussions with the RCA staff, the SIPA team discovered that IIRR has experience in both these areas.

Within the program, information management is not always consistent, limiting the usability of its documents. Many documents that the evaluation team reviewed were not marked with dates or authorship, making them difficult to analyze. Furthermore, without an information back-up system and limited internet access, program staff also reported losing some program documents.

Operationally, field coordinators and the administrative assistant maintain thorough records of watershed activities. The system of financial accountability and budget allocation is well organized and transparent. While staff roles and responsibilities were clearly defined, they were not consistently followed. This was particularly due to the high staff turnover and consistent understaffing of the program. Due to this situation, BICOL Program staff had limited opportunities for professional development. Moreover, while the Mt. Masaraga-Quinale A watershed coordinator benefited from the field office and administrative assistant, the Lagonoy watershed coordinator could not easily access the office and, instead, uses the facilities of municipal offices and internet cafes in order to complete her work.

In terms of planning and M&E, IIRR’s work remains driven by local community needs. Moreover, its detailed implementation plans are clearly written, outlining project goals, steps, and timeframe. However, the overall monitoring and reporting system reflects some weaknesses. First of all, since there are no baseline indicators and most available data is qualitative, it is difficult to measure the impact of IIRR activities in participating communities. As a result, the M&E system has been constrained. Furthermore, the M&E system for this project is limited in scope. In only measuring progress in terms of project objectives and implementation, the BICOL Program could lose sight of the greater goals of enabling households and communities to affect meaningful change.

VI. Recommendations

Phase II of the BICOL Program

With the end of the Program's first phase in April 2008, IIRR looks forward to Phase II of the BICOL Program. A main component of IIRR's current plans is to expand the program. The table below represents this anticipated scale-up.

Table VII. Number of *Barangays* Involved in BICOL Program at Phase I and Targeted for Phase II

Watershed	Phase I (2005 – 2008) # of <i>Barangays</i>	Phase II (2008 – 2012) # of <i>Barangays</i>
Mt. Masaraga-Quinale A	8	30 ⁴²
Lagonoy	4	12 ⁴³
Total <i>Barangays</i>	12	42

The numbers targeted in each watershed were established by the Watershed Networks themselves and represent a critical mass the Networks believe is needed for full implementation of the institutionalization of an integrated community-based watershed management program within their respective watersheds. While reaching a critical mass is an important goal, in light of the SIPA team's evaluation of the first phase of the BICOL Program, it is strongly recommended that IIRR first strengthen its existing Networks before launching into expansion. To meet this task, the following actions are recommended:

1. Enhance Staff Structure

1.1 Establish second field office and hire administrative assistant in Lagonoy watershed

While the BICOL Program design envisioned a field office and administrative assistant to support both watershed areas, in reality, it mainly serves the Mt. Masaraga-Quinale A watershed. Such inconveniences create inefficiencies in the Program's operations. For the field coordinator in Lagonoy, her administrative work detracts time from her primary role and responsibility to promote community activities.

1.2 Provide managerial and technical training for the BICOL field team

Another area to address is staff trainings. In interviews with the field coordinators, both cited a desire to further their professional development. Two specific areas mentioned were in community-managed disaster risk reduction (CMDRR) and in information management. In providing such trainings, IIRR will be transferring skills that will both enhance performance and provide field staff with an opportunity to further their professional management skills. In addition, the skills that field coordinators build will also help enhance the activities of the watershed networks. With years of

experience in training NGOs in community-based management, IIRR has the ability to provide its BICOL staff with such expertise.

Ultimately, by establishing another field office and administrative assistant position in Lagonoy as well as providing more training opportunities for BICOL's staff, IIRR will allow the core team to operate more effectively. Also, these changes may address the issue of high turnover by incentivizing staff to remain at IIRR for a longer period of time. Lastly, fostering a good work environment and an effective field team will move the BICOL Program closer to its end goal—the phase-out of IIRR facilitation in the Program and independence of the Watershed Networks.

2. Improve Information Management

2.1 Standardize documentation

While the evaluation team was able to review a myriad of documents, key information was often missing (i.e. authorship, date, location) making it difficult to analyze IIRR's recorded information. Without having data that is properly labeled, IIRR runs the risk of losing important institutional knowledge as these documents become irrelevant or unusable. Therefore, IIRR should establish documentation standards on the recording and reporting of BICOL Program activities and progress. Moreover, it is suggested that all documents contain the following elements:

- Title of Document (version number, if necessary)
- Title of Activity/Event
- Date of Activity/Event
- Location of Activity/Event
- Name of Preparer
- Date of Preparation

2.3 Install data back-up mechanism

The evaluation team also strongly recommends that IIRR install a proper information management back-up system in order to prevent the loss of data due to computer failures—a problem the field staff has encountered in the past. A data back-up mechanism could include regular updates on virus protection software and periodic saving of documents on properly labeled CDs, zip disks, or flash drives.

The standardization of documentation and establishment of a data back-up mechanism provides IIRR with important benefits. One critical outcome will be the ability to harness accurate information while monitoring and evaluating the relevance, efficiency, effectiveness, impact, and sustainability of the BICOL Program.

3. Systemize Monitoring and Evaluation

A proper information management system is only one component of an effective monitoring and evaluation system. In terms of M&E, the following additional recommendations are made:

3.1 Collect baseline indicators

Though IIRR has facilitated the collection of a large amount of qualitative information from the participating watershed communities, this data has not been used to establish baseline indicators. Moreover, quantitative data is greatly lacking in the BICOL Program. The evaluation team recommends that IIRR immediately begin collection of this data.

3.2 Establish socio/economic-environmental indicators

Program indicators can come from a variety of sources. Examples include information from Watershed Network members, watershed communities, local academic institutions, RCA's program specialists, and Philippine census data from the municipal and national government. In addition, Bicol Watershed Networks could identify appropriate indicators from watershed management projects developed in other areas and incorporate those indicators into the BICOL Program's M&E system.

Currently, BUCAF is already planning to collect environmental and socio-economic data related to the Mt. Masaraga-Quinale A watershed. In this regard, MAQUIWASA has the opportunity to collaborate with BUCAF in this baseline collection project and utilize the information gathered in the Network's own activities.

Section 8 of the Appendix provides examples of baseline indicators identified from three sources:

- 1) "BICOL Program Document" written by IIRR's RCA;
- 2) SIPA team interview with BUCAF staff; and
- 3) Other natural resource management projects.

3.3 Assess relevance of activities to broader program goals

A second recommendation for the BICOL Program's M&E practices is for IIRR to assess project activity not only by degree of implementation but also by the relevance of the projects to the greater BICOL Program and RCA goals. This would enable IIRR to consistently target key issues of the communities. In addition, it is recommended that these assessments take place at regular intervals.

3.4 Conduct regular assessment of community-managed projects

At the community-project level, M&E of each community-managed activity should also include baseline indicators and regular assessment of the activities progress as well as relevance to its overarching objectives.

Applying all the recommended improvements will offer IIRR more robust and timely information on its programmatic work. This information can be used to identify key challenges, successes, and lessons learned to guide the BICOL Program's work. Moreover, being able to accurately demonstrate progress also leverages IIRR's ability to seek funding. Ultimately, both of these outcomes will contribute to the success of the BICOL Program's Phase II.

4. Leverage Knowledge-Sharing Opportunities

The evaluation team observed many information-sharing opportunities at several levels of the Program that could be leveraged to enhance the BICOL Program. This includes un-tapped opportunities between Watershed Networks, within IIRR, and with external partners such as local universities, government, and NGOs.

4.1 Facilitate learning between Watershed Networks

In terms of the Watershed Networks, it is recommended that IIRR organize periodic meetings between the Networks to enable the exchange of information and ideas. Differing both in their organizational development as well as in project activity, each Network has much to learn from the other. For example, MAQUIWASA received SEC registration in January 2007 and is currently working towards streamlining its membership and decision-making processes while LaGoSan WaSA has not. On the other hand, LaGoSan WaSA has successfully implemented several pilots for community-managed projects by bringing together several different stakeholders in the Lagonoy watershed and could share these experiences with MAQUIWASA. Accordingly, MAQUIWASA and LaGoSan WaSA would greatly benefit from more periodic meetings to discuss their challenges, successes, and lessons learned.

4.2 Utilize IIRR's past experience to meet Bicol community needs

Due to IIRR's wealth of institutional experience and expertise in community-based management through the developing world, it also is recommended that IIRR utilize its past experiences and apply them to the context of the BICOL Program. Two such areas identified for this action include post-harvest technology and community-managed disaster risk reduction. In Vietnam, IIRR has gained recognition for its work with farmers on post-harvest technologies. Also, IIRR in conjunction with Cordaid has produced a manual on community-based disaster risk reduction.

4.3 Improve communication and exchange with local government, universities, and NGOs

The last area that the SIPA team saw as a knowledge-sharing opportunity is with Bicol's local government and universities. In terms of the local government, the City Councilor from Ligao City, within the Mt. Masaraga Quinale A watershed, discussed plans to launch an educational campaign on environmental conservation. If the Watershed Network were able to work with Ligao's municipal workers in this campaign, both parties would benefit. MAQUIWASA could gain information, education, and communication (IEC) campaign skills while the city could utilize the Network's ties to the community to expand the depth and reach of the campaign's impact. These IEC campaigns should also engage various political parties in the region in anticipation of potential political transitions. In doing so, Networks may be able to immediately establish relationships with LGUs, thereby decreasing possible lag time in Network-LGU partnerships during the transition phase from one administration to another.

In terms of knowledge-sharing opportunities with universities, BUCAF plans to educate youth about environmental issues. This initiative is scheduled to take place summer 2008 and consists of a series of traveling plays to be performed in *barangay* communities. In partnering with MAQUIWASA, BUCAF could benefit from the Networks ties to the communities while MAQUIWASA could

benefit from gaining a creative way to raise environmental awareness in the community. There are similar opportunities for LaGoSan WaSA with CSSAC and Partido State University (PSU).

5. Strengthen Financial Independence of Watershed Networks

It was observed that Watershed Networks are heavily dependent on IIRR for financial support. In order to move these Networks away from this dependence, the SIPA team recommends a series of actions.

5.1 Enhance current financial management training

IIRR has already provided trainings on proposal writing to the Networks. However, in focus group interviews with MAQUIWASA and LaGoSan WaSA members, proposal writing was cited as a needed training. Therefore, the SIPA team recommends that IIRR revisit the impact of its past proposal writing workshops in order to identify ways to improve its reach.

5.2 Link to public and private funding opportunities

The evaluation team also recommends that IIRR couple proposal writing trainings with linkages to potential public and private funding opportunities so that the Watershed Networks can apply the trainings in proposal writing.

5.3 Promote income-generating projects

The evaluation team recommends that IIRR give special attention to the promotion of income-generating projects and work toward these projects' sustainability. This has begun to happen at a limited degree but should be increased within both Watershed Networks.

In trying to ensure the sustainability of income-generation projects, IIRR should facilitate demand-driven activities. For example, in the child-feeding pilot program, the women's groups and CBOs are interested in selling the Insumix on a larger scale. However, they have not determined a buyer for the Insumix. The team recommends that IIRR facilitate ties between the women's groups and CBOs and government procurement projects, as it has in Napo with the Watershed Network's efforts in mung bean production and the jatropha saplings nursery. Doing so would provide projects with a reliable source of funding and decrease risks associated with project expansion.⁴⁴

By increasing the Watershed Networks' abilities to independently seek grant funds as well as to establish more income-generating projects, IIRR will promote an increased sense of community ownership within the Networks as well as a more diversified funding base for the Networks. This would further establish the Networks' independence from IIRR support.

6. Explore Alternative Funding Opportunities for IIRR's BICOL Program

It is also worth mentioning that IIRR is currently in discussion with potential donors to fund the second phase of the BICOL Program. If these discussions prove unsuccessful or result in partial

funding of the second phase, the evaluation team recommends that IIRR **explore the use of climate change and disaster risk reduction as platforms for funding.**

6.1 Explore climate adaptation opportunities

One such opportunity may lie with climate adaptation financing opportunities, such as the United Nations Clean Development Mechanism. The Kyoto Protocol adopted in February 2005 established the Clean Development Mechanism (CDM), which allows industrialized countries to offset their greenhouse gas (GHG) emissions by investing in carbon projects in developing countries. Currently, the CDM website lists 19 carbon projects in the Philippines.⁴⁵

Unfortunately, reforestation—one main initiative of the BICOL Program—is not listed as an approved CDM project. However, review of the Kyoto Protocol will occur at the end of April 2008 and a force of 300 high-level endorsers is campaigning for the inclusion of reforestation in approved CDM projects.⁴⁶ The SIPA evaluation team recommends that IIRR explore possible opportunities related to the Clean Development Mechanism in addition to other sources of financing related to climate adaptation projects.

6.2 Explore disaster risk reduction (DRR) opportunities

Following the 2004 Indian Ocean tsunami, there was a heightened global awareness for natural disasters and to develop methods to mitigate their devastating effects. Though the Philippines has had a “National Plan on Community Disaster Preparedness” (Presidential Decree No. 1566) since 1978, the national government has continued to adapt its disaster management policies over the past few decades. The most recent of DRR initiatives implemented by Philippine government began in 2005 and is known as the “Four Point Action Plan for Disaster Preparedness.” The Points include 1) enhancing early warning mechanism; 2) information education campaigns; 3) capacity building of LGUs; and 4) building private-public partnerships for post-disaster relief and rehabilitation.⁴⁷

The Points 2 and 3 of the national government’s “Four Point Action Plan” relate directly to the objectives of the BICOL Program. Moreover, as mentioned above, IIRR has produced a manual on community-managed disaster risk reduction (CMDRR). This could be an opportunity to collaborate with the national government. IIRR can leverage its institutional knowledge on CMDRR as well as its links to Bicol communities through the Watershed Networks in exchange for financial and/or technical support in information education campaigns and capacity-building of LGUs.

7. Re-strengthen the Watershed Concept

Though the immediate recommendations by the SIPA team calls for a strengthening of the existing Watershed Networks before expansion, the evaluation team recognizes that IIRR aims to scale-up its program nearly four-fold (from 12 targeted *barangays* to 42). In light of this objective, the evaluation team recommends that IIRR **re-strengthen the watershed concept.**

7.1 Incorporate equal representation of all parts of the watershed eco-system

As the Program expands, it is highly recommended that IIRR work to incorporate equal representation from the watershed eco-systems, namely, upland, lowland and coastal regions.

Specifically, because most targeted communities are lowland areas and thus far, no coastal communities are involved in the Program. Therefore, the SIPA team recommends that IIRR facilitate partnerships with additional upland *barangays* and try to initiate interest in coastal communities to ensure that the Networks are truly representative organizations.

7.2 Return to the original concept of a watershed as a unit for development

The Program was originally conceptualized around the idea of a watershed as a unit for development. By reinforcing this concept, the credibility of the Program will be strengthened. In turn, this legitimacy will foster more partnerships within the community among the local government, CBOs, and universities as well as with external parties, such as donors and international NGOs.

In re-strengthening the watershed concept, IIRR will bring the BICOL Program closer to its ultimate goal—to institutionalize community-based integrated watershed management.

Notes

- ¹ International Institute of Rural Reconstruction (IIRR), <http://www.iirr.org/publications.htm>.
- ² Central Intelligence Agency (CIA), "Philippines," *World Factbook* 2008, <https://www.cia.gov/library/publications/the-world-factbook/geos/rp.html>.
- ³ A *barangay* is defined as "the smallest political unit in which cities and municipalities in the Philippines are divided. It is the basic unit of the Philippine political system. It consists of less than 1000 inhabitants residing within the territorial limit of a city or municipality and administered by a set of elective officials, headed by a *barangay* chairman. For more information, see Republic of the Philippines: The Official Website, "General Information," <http://www.gov.ph/aboutphil/general.asp>.
- ⁴ The Philippines officially recognizes its independence on 12 June 1898, the day the Philippines declared itself free from over 300 years of Spanish rule.
- ⁵ B. M. Villegas, *The Filipino Phenomenon* (Manila: Belgosa Publishing, 1998), 1.
- ⁶ World Bank, *World Development Report 2008: Agriculture for Development* (Washington, D.C., 2007), 337.
- ⁷ *Ibid.*, 321, 337.
- ⁸ CIA (2008).
- ⁹ National Statistical Coordination Board (NSCB) Region 5 Division, "Number of Provinces, Cities, Municipalities and Barangays," <http://www.nscb.gov.ph/ru5/updates/npcmb.html>.
- ¹⁰ Eastern Visayas Information Sharing Network, "Region 5: Bicol Region," <http://www.evis.net.ph/subregions/subregion5.htm> (data for 1990); Regional Development Council V, "Socio Economic Profile," <http://www.rdc5.gov.ph/bikol/sep.htm> (data for May 2000); and Regional Development Council V, "Region V History/Profile," http://www.rdc5.gov.ph/bikol/bickol_history.htm.
- ¹¹ *Ibid.*
- ¹² NSCB, "Poverty Statistics: Poorest 44 Provinces," http://www.nscb.gov.ph/poverty/2000/44_poorestprov.asp.
 - ¹³ National Statistical Coordination Board Region 5 Division, "The Bicol Region Millennium Development Goals," <http://www.nscb.gov.ph/ru5/mdg/stats/goal1.htm> (data for 2003).
 - ¹⁴ NSCB, "2006 Gross Regional Domestic Product," <http://www.nscb.gov.ph/grdp/2006/2006concap.asp>. Per capita GDP figures are for 2006 (given at constant 1985 prices): Bicol 6,685 pesos. National average: 14,676 pesos. Metro Manila: 37,855.
 - ¹⁵ IIRR, "Integrated Watershed Management Approaches to Alleviation to Alleviating Poverty in the Bicol Region, Philippines: Learning from Past Experience" (Y.C. James Yen Center, Silang, Cavite: 2003), 1.
 - ¹⁶ IIRR, "A Proposal: Institutionalizing Community-based Integrated Watershed Management within the LGUs in the Bicol Region, Philippines," 13.
 - ¹⁷ IIRR, "Program Document, 4th Draft: Building Initiatives for Community Opportunities and Livelihood (BICOL) Program" (Regional Center for Asia, Silang, Cavite), 3.
 - ¹⁸ IIRR, "Program Document, 4th Draft: Building Initiatives for Community Opportunities and Livelihood (BICOL) Program" (Regional Center for Asia, Silang, Cavite), 3.
- ¹⁹ *Ibid.*, 5.
 - ²⁰ IIRR, "A Proposal: Institutionalizing Community-based Integrated Watershed Management within the LGUs in the Bicol Region, Philippines," 15.
 - ²¹ IIRR, "Program Document, 4th Draft: Building Initiatives for Community Opportunities and Livelihood (BICOL) Program" (IIRR Regional Center for Asia, Silang, Cavite), 3.
- ²² Pratima Kale, Personal communication, 21 November 2007, Columbia University, New York, N.Y.
- ²³ IIRR's Regional Center for Asia. BICOL Program: Program Document. (Cavite: Dr. Y.C. James Yen Center, 2007), 7.
 - ²⁴ Writeshops are participatory workshops that bring together community leaders, government officials, NGOs and scholars to share experiences and document best practices on a given development issue. IIRR, Preliminary Terms of Reference, October 2007.
 - ²⁵ For the remainder of the report, this project will be referred to as the "Institutionalizing Community-based Integrated Watershed Management project" or the "NZAID project."
- ²⁶ *Ibid.*
 - ²⁷ This model was developed through consultations of the SIPA team with its faculty adviser, Professor Miguel Pinedo-Vasquez.
- ²⁸ International Institute of Rural Reconstruction. *List of Skills Conducted in Bicol*.
- ²⁹ There is one field coordinator in each watershed area.

³⁰ International Institute of Rural Reconstruction (IIRR), “Participatory Planning, Monitoring, Evaluation and Learning (PPMEL) Framework for the Bicol Program”(Cavite: Y.C. James Yen Center, draft for discussion only).

³¹ Ibid.

³² Ibid.

³³ Ibid.

³⁴ Ibid.

³⁵ Ibid.

³⁶ International Institute of Rural Reconstruction Silang, Cavite. “Institutionalizing Community-based Integrated Watershed Management within the Local Government Units in the Bicol Region, Philippines: Year 3 Budget (April 1, 2007 to March 31, 2008).”

The remaining 15.3% of the Year 3 budget was provided by a source labeled “Other Funder.”

³⁷ Reference section on NZAID change in support...

³⁸ Insumix is a nutritional mix comprised of mung beans, rice, and sesame.

³⁹ International Institute of Rural Reconstruction (IIRR), “Institutionalizing Community-Based Integrated watershed Management within the LGUs in the Bicol Region, Philippines: Scaling-up and Sustaining Capacity-Building Outcomes at Local Level – Progress Report as of October 31, 2005”(Cavite: Y.C. James Yen Center, 14 November 2005), 3-5.

⁴⁰ RCA Goal: *To enable people and their communities in Asia to effect meaningful change in their lives through action research and learning processes, and to generate and acquire knowledge and participatory human development derived from practical experience and learning.*

International Institute of Rural Reconstruction (IIRR), “Participatory Planning, Monitoring, Evaluation and Learning (PPMEL) Framework for the Bicol Program”(Cavite: Y.C. James Yen Center, draft for discussion only)

⁴¹ Philip Penaflor, personal communication, 11 April 2008.

⁴² This represents 10% of all the barangays in Mt. Masaraga-Quinale watershed.

⁴³ This represents 30% of all the barangays in Lagonoy watershed.

⁴⁴ Judith Tendler. *Good Governance in the Tropics*. (Baltimore: The John Hopkins University Press), pp.113.

⁴⁵ For a complete description of the 19 CDM projects located in the Philippines, see <http://cdm.unfccc.int/Projects/projsearch.html>.

⁴⁶ Visit the website of Forest Now Declaration at <http://www.forestsnow.org> for a comprehensive list of supporters.

⁴⁷ Emilia Tadeo, “The Philippine Disaster Management System,” (Presentation for ADB’s Small-Group Workshop on Preparing for Large Scale Disasters, 5-6 July 2007), <http://www.adb.org/Documents/Events/2007/Small-Group-Workshop/PPT-Tadeo.pdf>, 14-17.

Appendix

1. Additional Context

1.1 Governmental and Non-government Development Initiatives in the Philippines

One of the most significant governmental changes that have had major implications for the growth and development of rural areas is through the empowerment of local government units (LGUs).ⁱ This policy shift came through a provision to the 1987 constitution known as the Local Government Code of the Philippines. The purpose of the policy, declared in 1991, was to “enable [LGUs] to attain their fullest development as self-reliant communities and make them more effective partners in the attainment of national goals.”ⁱⁱ In the devolution process, LGUs have been “given more powers, authority, responsibilities, and resources” in carrying out the following functions: to provide efficient service delivery, manage the environment, promote economic development and reduce poverty.ⁱⁱⁱ

The Local Government Code encourages the participation of civil society in local governance. Chapter IV of the Code, entitled “Relations with People’s and Non-governmental Organizations,” lists the following provisions:

Local government units shall promote the establishment and operation of POs and NGOs to become active partners in the pursuit of local autonomy.

Local government units may enter into joint ventures and such other cooperative arrangements with POs and NGOs to engage in the delivery of certain basic services, capability-building and livelihood projects and to develop local enterprises designed to improve productivity and income, diversify agriculture, spur rural industrialization, promote ecological balance and enhance the economic and social well-being of the people.

A local government unit may, through its local chief executive and with the concurrence of the *sanggunian* concerned, provide assistance, financial or otherwise to such POs and NGOs for economic, socially-oriented, environmental or cultural projects to be implemented within its territorial jurisdiction.^{iv}

One specific development strategy written into the Code is the establishment of Local Development Councils (LDCs) within each Local Government Unit. The aim of the LDCs is to establish a “comprehensive multi-sectoral development plan” and to “assist the corresponding sanggunian in setting the direction of economic and social development.”^v An interesting feature of the LDCs is that members of civil society are represented alongside local politicians. The Local Government Code requires that members of POs and NGOs make up at least 25 percent of the total membership in these councils.^{vi}

The Local Government Code has also altered the role of civil society in the Philippines. With the devolution of powers from the central government to the LGUs, “NGO efforts in advocacy and activities have shifted from the national to the local, and networking mechanisms are becoming increasingly area-based rather than sector-based.”^{vii} This “localization” of NGOs has been positive for enhancing community participation: “Their knowledge of local conditions, sensitivity to local cultures, and participatory approaches in dealing with communities makes them ideal for community organizing and resolving conflicts.”^{viii}

The Philippine Strategy for Sustainable Development, ratified in 1989, also acknowledges the importance of civil society actors in the development process:

In promoting the active participation of the citizenry for sustainable development, non-government organizations (NGOs) can be the central vehicle in mobilizing people to participate. NGOs have certain advantages. They have less bureaucratic red tape and can thus move fast. They have already established strong direct links with the grassroots. Their members are the very citizens whose participation is needed and who see their NGO membership as a citizen's responsibility. They are thus imbued with the needed commitment and drive to deal with difficult sustainable development issues.^{ix}

1.2 Natural Resource Management in Philippines

Several provisions of the Local Government Code outline the functions of LGUs in environmental conservation and natural resource management. For the municipal governments, these responsibilities include the implementation of water community-based forestry projects and soil resource utilization and conservation projects as well as the establishment of solid waste disposal and environmental management systems.^x

The decentralization of the Department of Environment and Natural Resources (DENR), however, has been less effective. As the “primary agency responsible for the conservation, management, development, and proper use of the country’s environment and natural resources,” DENR has been reluctant to fully devolve its functions and personnel to the local governments.^{xi} Another impediment to LGU leadership in natural resource management has been a Local Government Code clause stating that “all environmental activities are subject to the supervision and control of DENR.”^{xii} The result has been the disengagement of some LGUs from local resource management.^{xiii}

Despite the challenges, the field of natural resource management in the Philippines has made significant progress in recent years. One such example is the adoption and implementation of the United Nations’ mandate known as Agenda 21. The program sets out a plan for the universal adoption of sustainable development as the means for the “fulfillment of basic needs, improved living standards for all, better protected and managed ecosystems and a safer, more prosperous future.”^{xiv} Within this framework, the Philippines has also established national and local versions of Agenda 21 to promote and institutionalize sustainable development at all levels of government. Memorandum Order No. 47, issued by the Office of the President in 1999, directs LGUs to “coordinate closely with non-governmental organizations and people’s organizations in the formulation of Local Agenda 21.”^{xv} IIRR has reported that “[s]everal development agencies implementing projects in the [Bicol] region such as the academe, non-governmental organizations, and national government agencies have...forged partnerships with LGUs to implement Agenda 21.”^{xvi}

2. PPMEL Forms

2.1 PPMEL

Objectives	Activities	Expected Results		Time Frame	Responsible Persons/Agencies	Resources Needed
		Outputs	Outcomes			

2.2 PPMEL Assessment

Activities	Status/Progress	Facilitating Factors	Hindering Factors	Lessons Learned

3. March Field Trip Schedules, 3 – 8 March 2008

3.1 March Field Trip Schedule for Lagonoy Watershed

Date/ Time	Activity	Participants	Location
Part 1: Networks Meeting			
March 3, 2008 8:00AM-10:00AM 10:30AM-1:30PM 2:00PM-5:00PM	<ul style="list-style-type: none"> ○ With mayors and respective LGU officials who have been involved during the implementation of the program 	Mayor , MPDC, MAO Municipal Administrador, MPDC, 3 MAO, 2 RHU, MENRO Municipal Administrador, 2 MAO, MPDC, 1 SB, 2 RHU, DILG-LGOO	Mayor's Office, Goa Mayor's Office, Lagonoy Mayor's Office, San Jose
March 4, 2008 8:00-9:30AM 10:00AM-1:00NN 3:00PM-4:30PM	<ul style="list-style-type: none"> ○ PSU ○ DENR-CENRO ○ CSSAC 	Extension Coordinator Municipal agricultural officers Phone conversation with Director of Extension	PSU, San Jose CENRO Office, Goa CSSAC, Pili

Date/ Time	Activity	Participants	Location
Part 2: Watershed & Field levels meeting			
March 5, 2008 9:00AM-4:30PM	<ul style="list-style-type: none"> ○ General evaluation through LaGoSan WaSA meeting 	(22) LaGoSan WaSA	MAO, Lagonoy
March 6, 2008 8:00AM - 10:00NN 1:30PM -4:30PM	FGD with: <ul style="list-style-type: none"> ○ Women’s Health and Environment Association ○ Cagaycay Rural Development Association (CRDA) 	(4)Barangay Council (10) Members of CBOs (5)Barangay Council (15) Members of CBOs	Minoro Cagaycay
March 7, 2008 8:00 – 12:00NN 1:30PM-4:30PM	FGD with: <ul style="list-style-type: none"> ○ Green and Health Movers’ Association (GaHMA) ○ Barangay Mampirao Farmers’ Association (BMFA) ○ Mampirao Youth Development and Productivity (MYDaP) ○ Genorangan Environment and Economic Development Association (GEEDA) 	(2)Barangay Council (19) Members of CBOs (8)Barangay Council (14) Members of CBOs	Mampirao, San Jose Genorangan, Lagonoy
March 8, 2008 10:00AM	<ul style="list-style-type: none"> ○ CSSAC 	Professor	CSSAC, Pili

3.2 March Field Trip Schedule for Mt. Masaraga-Quinale A Watershed

Date/Time	Activity	Participants	Location
March 3, 2008 10:00AM – 2.00PM	Meeting with MAQUIWASA officers	(8) MAQUIWASA officers	IIRR Field Office, Ligao City

March 4, 2008 1:00 – 2:00PM	Informal meeting with Ligao municipal agricultural officer/MAQUIWASA member, field coordinator, administrative assistant, and RCA M&E specialist	Municipal agricultural officer/MAQUIWASA member, (3) IIRR staff	Ligao City
2.30 – 3.00PM	Meeting with Polangui Mayor	Mayor	LGU office, Polangui
3.30 – 4.00PM	Meeting with Municipal Health Worker	Municipal Health Worker	Municipal Health Office, Polangui
4.00 – 5.00PM	Trip to Napo	(3) IIRR staff	Nursery and mung bean projects, Napo
March 5, 2008 9:00 – 11:00AM	Community focus group discussion	(2) <i>Barangay</i> representatives, (1) Sari-sari owner, (1) MAQUIWASA officer	Private home, Balinad
2.00 – 4:30PM	Community focus group discussion	(2) MAQUIWASA members (11) Residents* of Herrera <i>barangay</i>	Community Hall, Herrera
March 6, 2008 9.30 – 10.30AM	Meeting with municipal officers	Municipal Health Officers, Secretary to the Mayor, Member of Municipal Development Council, (2) Agricultural technicians	Municipal office, Oas
11.00 – 2:00PM	Community focus group discussion	(6) Residents* of San Ramon <i>barangay</i>	Restaurant, Libon
2.30 – 3.00PM	Meeting with Ligao Mayor	Mayor	Municipal office, Ligao
3.00 – 5.00PM	Meeting with municipal officers	City Planning Officer, (2) City Councilors (1) Agricultural Technician/MAQUIWASA member	Municipal office, Ligao
March 7, 2008 9:00 – 12:00PM	Meeting with BUCAF professors	Professor/MAQUIWASA president, Associate professor	BUCAF, Guinobatan
1.30 – 4:00PM	Meeting with field staff Debrief with MAQUIWASA officers	Field coordinator, Administrative assistant (4) MAQUIWASA officers	Field office, Ligao City
March 8, 2008 3.00 – 5:00PM	Trip to Balogo	n/a	Landslide sites, Balogo

*Residents may include youth, farmers, Barangay Council members, sari-sari owners and health workers

4. Evaluation Guides

4.1 Evaluation Guide for the Watershed Networks

Set up administrative and logistical support on-site

KRAs	QUESTIONS
Onsite office established in appropriate location.	Do you use the field office? To what extent? How far is it from your community?

To establish trust and partnership with communities & local stakeholders in the watershed (as well as create awareness on water resources issues & problems)

KRAs	QUESTIONS
Identify, review, and analyze existing local watershed data	Does baseline watershed data exist? How was it obtained? Do you have a resource map? Can we see it? How many transect walks have been conducted?
Identify, review, and analyze existing local issues	Were the PRAs/problem tree analysis conducted and with whom? When? What was the purpose of these analyses? Can you describe the process of the problem tree, stakeholder analysis and PRAs?
Identify, review, and analyze existing local opportunities	Were SWOT/solution(s) tree conducted and with whom? When? What was the purpose of these analyses? Can you describe the process of these analyses?
Identify, review, and analyze existing local institutional arrangements	Were institutional analyses conducted and with whom? When? What was the purpose of these analyses? Can you describe the process of these analyses?
Identify potential conflicts & prevention mechanism	What types of conflicts exist between stakeholders? How are these conflicts mitigated (i.e. at the barangay level, WN level, LGU-level)?
Validate information as basis for planning, partnership building & continuing dialogue w LGUs & community groups	What are the main issues/opportunities/potential conflicts of your community? Can you rank them?

Conduct community watershed planning workshop (WN and Community)	<p>Did you participate in an IIRR workshop? How did you find out about it? What did you do there? Why was the workshop held? What was your first interaction with IIRR (how did you get involved)? What came out of the workshop?</p>
Define stakeholder roles, responsibilities & actions	<p>Who are the CBIWM stakeholders? Which are involved in current BICOL program? Why? How can you involve them in the process? Why did you join MAQUIWASA / LAGOSAN? How do you become a member of MAQUIWASA / LAGOSAN? Are there other stakeholders that are not involved that you feel should be? What are the responsibilities and roles/actions of each stakeholder (ask stakeholder)? Have they changed at all since the beginning of the BICOL Program?</p>

To create awareness about water resources

KRAs	QUESTIONS
Identify start-up micro-watershed sites, research and learning questions	<p>Where are the micro-watershed sites? How were they identified? (who involved? what process?) What are the key research and learning questions? How were research and learning questions developed?</p>
Develop joint proposal by community and LGU on CBIW	<p>Is there a joint proposal on CBIW? What was the role of the LGU in its development? What was the role of the community in its development? Who within the LGU was involved in the proposal development? Who within the community was involved in the proposal development?</p>
Develop guideline for conducting CBIW resources assessment, planning and monitoring,	<p>Is there a guideline for conducting CBIW resources assessment, planning and monitoring? How was it developed? When was it developed? Who developed the guideline? Has the guideline been used? How? How frequently?</p>
Develop consolidated watershed action plans	<p>5Ws and H</p>
Setting up watershed education and outreach program within the structure/mechanism for watershed management (for IIRR and WN)	<p>How many watershed education programs were conducted? How were topics decided? When was it? Who participated? How did they get involved? Who is in charge of managing these programs? ...</p>

Setting up watershed education and outreach program within the structure/mechanism for watershed management. (for	How important is...? Some questions about education program contents...
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To develop a community-based watershed action plan w/ participation of various stakeholders including initial capacity development for planning, monitoring, and evaluation (for Napo and Balinad)

KRAs	QUESTIONS
Conduct watershed awareness and stakeholder responsibility dialogue workshops, TNA, community and local government dialogue meetings	<p>What are the current advocacy campaigns being undertaken? What were the baseline advocacy campaigns prior to IIRR involvement? When and where were these meetings conducted? What was the purpose of these meetings? What were the outcomes of these meetings? How successful has IEC program been?</p>

To facilitate the process for community and LGU participation and partnership in implementing watershed resource development and management actions

KRAs	QUESTIONS
Involvement of all (or as many as possible) stakeholders	<p>How did initial participants become involved with WN? How are new members, if any, recruited? When and where do your meetings take place? Why do / don't people participate in the WNs? What many hours per month do you commit to WN-related activities?</p>
Administrative systems in place	<p>What are some of the administrative challenges your WN faces (i.e. resource needs, participation,)? Define your organizational structure. (social network mapping) How are budgets allocated? Is this process efficient? Is there a mechanism to report issues/concerns/problems in your organization?</p>
Management information system in place	<p>How is information recorded? How do you (IIRR, WN) disseminate information to stakeholders? Who keeps track of WN records of meetings? How are these documents usually used?</p>
Active and sustained membership	<p>How long have you participated in the WN? How did you initially become involved in the WN? What was your role? How did you assume this role? (i.e. election?)</p>

Distribution of power	<p>How are your officers elected? What is their length of term? How are your WN's decisions made? How many women/youth are in officer positions?</p>
(WN) Institutionalize of a community based monitoring and evaluation system	<p>Does the WN have a M&E system in place? Where? Please define guidelines of M&E. (PPMEL) How often is M&E conducted? Who conducts M&E (PPMEL at WN committee level and barangay level)?</p>
Youth volunteer program to assist in watershed education and outreach activities established	<p>How many youth volunteers are involved in WN activities? What are these activities What is their role? How long have they been involved?</p>
(IIRR) Support to relevant and appropriate activities currently implemented in selected barangays of watershed areas	<p>What is the role of IIRR in your community? What programs has IIRR supported? How many IIRR trainings have been done in your community? What has participation been like? How are these projects funded? Describe other development projects in your community?</p>
(WN) Support to relevant and appropriate activities currently implemented in selected barangays of watershed areas	<p>What is the role of the WN in your community? What programs has WN implemented? What has the participation been like? How are these projects funded? What problem did these projects address? (i.e. were they relevant?)</p>
Improve (WN) coordination and institutional arrangements for partnership-building with LGU at barangay and municipal level	<p>What is the LGU presence in WN meetings? What is the WN relationship like with LGU officials/leaders? How does the Barangay Development Council operate and implement Development Plan? What is the WNs involved in this activity? Has WN been able to secure funding from Development Plan?</p>
Improve (WN) coordination and institutional arrangements for partnership-building with non-government bodies (i.e. private and other local NGOs) at barangay and municipal level	<p>What other CBOs and NGOs operate in your community/region? To what extent, if any, do you work with these organizations?</p>

4.2 Evaluation Guide for the Communities

To establish trust and partnership with communities & local stakeholders in the watershed (as well as create awareness on water resources issues & problems)

KRAs	QUESTIONS
Identify, review, and analyze existing local watershed data	Does baseline watershed data exist? How was it obtained? Do you have a resource map? Can we see it? How many transect walks have been conducted?
Identify, review, and analyze existing local issues	Were the PRAs/problem tree analysis conducted and with whom? When? What was the purpose of these analyses? Can you describe the process of the problem tree, stakeholder analysis and PRAs?
Identify, review, and analyze existing local opportunities	Were SWOT/solution(s) tree conducted and with whom? When? What was the purpose of these analyses? Can you describe the process of these analyses?
Identify, review, and analyze existing local institutional arrangements	Were institutional analyses conducted and with whom? When? What was the purpose of these analyses? Can you describe the process of these analyses?
Identify potential conflicts & prevention mechanism	What types of conflicts exist between stakeholders? How are these conflicts mitigated (i.e. at the barangay level, PN level, LGU-level)?
Validate information as basis for planning, partnership building & continuing dialogue w LGUs & community groups	What are the main issues/opportunities/potential conflicts of your community? Can you rank them?
Disseminate lessons from entry point "trust building" activities & the "dialogue" workshop to community leaders and local policymakers (for community and LGU)	Have you met with IIRR to discuss their work within community? How often? What type of work do they do with communities? What information do you gain from IIRR?
Conduct community watershed planning workshop (PN and Community)	Did you participate in an IIRR workshop? How did you find out about it? What did you do there? Why was the workshop held? What was your first interaction with IIRR (how did you get involved)? What came out of the workshop?

Define stakeholder roles, responsibilities & actions	<p>Who are the CBIWM stakeholders? Which are involved in current BICOL program? Why? How can you involve them in the process? Why did you join MAQUIWASA / LAGOSAN? How do you become a member of MAQUIWASA / LAGOSAN? Are there other stakeholders that are not involved that you feel should be? What are the responsibilities and roles/actions of each stakeholder (ask stakeholder)? Have they changed at all since the beginning of the BICOL Program?</p>
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To create awareness about water resources

KRAs	QUESTIONS
Develop joint proposal by community and LGU on CBIW	<p>Is there a joint proposal on CBIW? What was the role of the LGU in its development? What was the role of the community in its development? Who within the LGU was involved in the proposal development? Who within the community was involved in the proposal development?</p>
Develop consolidated watershed action plans	5Ws and H
Setting up watershed education and outreach program within the structure/mechanism for watershed management. (for	How important is...? Some questions about education program contents...

To develop a community-based watershed action plan w/ participation of various stakeholders including initial capacity development for planning, monitoring, and evaluation (for Napo and Balinad)

KRAs	QUESTIONS
Conduct watershed awareness and stakeholder responsibility dialogue workshops, TNA, community and local government dialogue meetings	<p>What are the current advocacy campaigns being undertaken? What were the baseline advocacy campaigns prior to IIRR involvement? When and where were these meetings conducted? What was the purpose of these meetings? What were the outcomes of these meetings? How successful has IEC program been?</p>

To facilitate the process for community and LGU participation and partnership in implementing watershed resource development and management actions

KRAs	QUESTIONS
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Involvement of all (or as many as possible) stakeholders	How did initial participants become involved with PN? How are new members, if any, recruited? When and where do your meetings take place? Why do / don't people participate in the PNs? What many hours per month do you commit to PN-related activities?
(PN) Institutionalize of a community based monitoring and evaluation system	Does the PN have an M&E system in place? Where? Please define guidelines of M&E. (PPMEL) How often is M&E conducted? Who conducts M&E (PPMEL at PN committee level and barangay level)?
(IIRR) Support to relevant and appropriate activities currently implemented in selected barangays of watershed areas	What is the role of IIRR in your community? What programs has IIRR supported? How many IIRR trainings have been done in your community? What has participation been like? How are these projects funded? Describe other development projects in your community?
(PN) Support to relevant and appropriate activities currently implemented in selected barangays of watershed areas	What is the role of the PN in your community? What programs has PN implemented? What has the participation been like? How are these projects funded? What problem did these projects address? (i.e. were they relevant?)
Improve (PN) coordination and institutional arrangements for partnership-building with non-government bodies (i.e. private and other local NGOs) at barangay and municipal level	What other CBOs and NGOs operate in your community/region? To what extent, if any, do you work with these organizations?

5. List of IIRR Trainings Conducted in Bicol

(received from Bicol Administrative Assistant on 20 February 2008)

Masaraga Watershed Area		
#	Title of the Training	Date and Venue
1	Soil and Water Conservation Training	9-11 August 2006 Brgy. Herrera, Ligao City
2	Soil and Water Conservation Training	8-10 March 2006

		Brgy. San Ramon, Libon, Albay
3	Joint Proposal Making Workshop	26-30 June 2006 Mayon Spring Resort Sto. Domingo, Albay
4	Soil and Water Conservation Training	24-26 July 2006 Sitio Garayon, Balinad Polangui, Albay
5	Inter-watershed CBIWM Youth Training	26-27 October 2006 Mayon Spring Resort, Sto. Domingo, Albay
6	Masaraga Watershed CBIWM Youth Training	13-14 January 2007 Kuyang's Function Hall Dunao, Ligao City
7	Nursery Establishment and Management Training	25-26 January 2007 Barangay Hall Napo, Polangui, Albay
8	Insumix Preparation Training	30 January 2007 IIRR Field Office Policarpo, Tinago, Ligao City
9	Workshop on Facilitating Participatory Risk Assessment and Action Planning	6-9 February 2007 Kuyang's Function Hall Dunao, Ligao City
10	Livestock Production Training	15-16 February 2007 Barangay Hall Mahaba, Ligao City

111	Participatory Development Communications Training	20-22 February 2007 Kuyang's Function Hall Dunao, Ligao City
12	Organizational Development Assessment Workshop	27-29 March 2007 Twin Peaks Farm Resort Batang, Ligao City
13	Bio-Intensive Gardening Training	13-15 June 2007 Barangay Hall Bagsa, Oas, Albay
14	Rural Enterprise Development Training	29 August 2007 Twin Peaks Farm Resort Batang, Ligao City
15	MAQUIWASA Organizational Assessment Workshop	29-30 January 2008 IIRR Field Office Policarpo St., Tinago Ligao City
Lagonoy Watershed Area		
1	Nursery Establishment and Management Training	March 2006 Cagaycay, Goa, Camarines Sur
2	Joint Proposal Making Workshop	26-30 June 2006 Mayon Spring Resort Sto. Domingo, Albay
3	Youth CBIWM Training	5-6 January 2007 Peñafrancia Resort Sabang, San Jose

		Camarines Sur
4	Rural Enterprise Development Workshop	30 August 2007 SB Hall Lagonoy, Camarines Sur
5	Bio-intensive Gardening Training	28-29 September 2007 Goa, Camarines Sur
6	Kalinga Food Processing Training	4 October 2007 Goa, Camarines Sur

6. List of Community-Managed Projects to Date

6.1 Community-Managed Natural Resource Management

<i>Activity</i>	<i>Expected Output</i>	<i>Expected Outcome</i>	<i>Status</i>
Collect baseline data on the status of forest cover and vegetation	Baseline data collected for forest cover and vegetation	Monitoring of environmental indicators	Planning
Establish central and satellite nurseries	Three nurseries established that include fruit-bearing and timber seedlings	Functional nurseries to support reforestation	In progress
Establish financial resources for seed, fertilizer and other planting materials	Seeds/seedlings purchased and disseminated. Monitoring plan utilized.	Systems to monitor seeds/seedling dispersion developed and implemented	Not started
Establish and maintain pilot nursery as seedling source for reforestation	Seedlings are planted and nursery is being monitored.	Functional nursery to support reforestation	In progress

6.2 Community-Managed Livelihood/Rural Enterprise

<i>Activity</i>	<i>Expected Output</i>	<i>Expected Outcome</i>	<i>Status</i>
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Trainings on livelihood and rural enterprise	Networks and CBOs trained in alternative income generation techniques	Increased family income; Generate funds for future projects of Networks and CBOs	In progress (two trainings conducted in 2007)
Livestock raising (goat, mallard duck, carabao)	Distribution of livestock to low income households	Increase farming production and income of farmer households by at least 10%	In progress
Insumix Food Processing	Production of Insumix as an income generating activity for women's groups	Improve nutritional status of community; Generate funds for future projects	Planning

6.3 Community-Managed Health and Nutrition

<i>Activity</i>	<i>Expected Output</i>	<i>Expected Outcome</i>	<i>Status</i>
Assessing baseline and monitoring of malnourished children	Baseline data on malnourished children collected; Monitoring of children's weight	Monitoring of nutritional/health status of children	In progress
Planning and implementation of feeding program	Malnourished children reach normal height/weight ratio	Decrease in malnutrition in community by at least 10%	In progress (Lagonoy Watershed)
Establishment of Bio-Intensive Gardens (BIGs)	BIG established in 20% of households (20 square meters plots per household)	Increased availability of nutritious vegetables for household consumption	In progress

6.4 Community-Managed Disaster Risk Reduction

<i>Activity</i>	<i>Expected Output</i>	<i>Expected Outcome</i>	<i>Status</i>
Facilitate review, re-planning, and implementation of CMDRR in Bagsa and Herrera	CMDRR implemented in two barangays	Increased awareness of the communities on disaster risk reduction; Ability to mitigate negative impact of disasters	Not started

Facilitate / support tree nursery plan	One central and two satellite tree nurseries established to support 200 ha area for reforestation	Functional nurseries with available seedlings for reforestation, woodlot, and orchard farming	In progress
<i>SALT (Sloping Agricultural Land Technology) Training</i>	Farmers learn SALT techniques	Improve fertility and stability of agricultural soils	In progress
<i>Soil and Water Conservation Training</i>	Farmers learn Soil and Water Conservation techniques	Control soil erosion and improve soil fertility	In progress (three trainings conducted in 2006)

7. Priority Issues Identified by Stakeholder Groups

	Mt. Masaraga-Quinale	Lagonoy
Watershed Networks	Environmental Issues Lack of livelihood opportunities Health Problems Lack of education about watershed issues	Lack of livelihood opportunities Environmental degradation and lack of sanitation Health Participation of stakeholders
Community	Poverty Lack of livelihood opportunities Malnutrition Farm to market roads Lack of financial capital (for agricultural inputs) Floods and landslides Soil erosion Illegal logging Overpopulation	Poverty Lack of livelihood opportunities Irrigation Access to markets Lack of financial capital (for agricultural inputs) Flooding Lack of cooperation of barangay officials Illegal logging Politics
LGUs	Farm to market roads Electrification Increasing access to filtered water Need for reforestation Education Campaigns High cost of farmer inputs	Lack of livelihood opportunities Malnutrition Water resource management Environment Sanitation Illegal logging

	Malnutrition	Natural Disasters
Academe	Climate change Applicability/Appropriateness of technologies Systemization/Synchronization of Barangay level demographic and environmental data	Politics Poverty Insurgency Lack of leadership at provincial level

8. Examples of Baseline Indicators

8.1 *Example indicators adapted from “Appendix 2: Outcome Indicators” from “BICOL Program Fourth Draft Program Document: Second Phase (Jan 2008 – Dec 2011)” written by RCA:*

- Average annual income of targeted households in three watersheds
- Morbidity rate of population in general and women and children in particular
- Incidence of water-borne and preventive diseases in the three watersheds
- Forest cover in three watersheds
- Number of drinking water facilities
- Area of agriculture land with irrigation facilities
- Area of eroded land
- Number of micro-enterprises as main occupation of residents
- Division of responsibilities between male and females
- Number of female CBO members actively involved in community activities
- Number of conflicts over resources within communities

8.2 *Example indicators from interview with Julieta Gonzales, Associate Professor, BUCAF [March 7, 2008]:*

- Type and area of vegetative cover
- Types of existing ecological niches
- Types and number of endemic and indigenous species
- Number of economic, ecological, and social services available to community members
- Mapping of farming systems / land use
- Type of farm practices utilized
- Mapping of vulnerabilities / hot spots (i.e. landslide locations/flood locations)
- Measurements of poverty
- Income sources from community-based forest enterprises
- Type and number of ordinances at local level and the extent of implementation

8.3 *Example indicators other source:*

8.3.1 *Source:* Stormwater Manager’s Resource Center^{xvii}

- Water quality (pollutant concentration)

- Sediment contamination
- Number of aquatic species
- Number and type of public involvement groups
- Quantity of volunteer monitoring performed

8.3.2 Source: *Participatory Evaluation of Collaborative and Integrated Water Management: Insights from the Field. Journal of Environmental Planning and Management*^{xviii}

Indicators measuring increased capacity (technical, collaborative & financial)

- Increased confidence of individuals to analyze watershed issues
- Increased ability of individuals to reach agreements
- Increased support for organizations to access funding
- Increased ability of local organizations to understand provincial and federal level initiatives

Indicators measuring building alliances

- Development of new long-term work relationships among individuals
- Development of new links among organizations

Appendix Notes

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- ⁱ Local government units (LGUs) are the provincial, city/municipal, and barangay governments.
- ⁱⁱ Republic of the Philippines: Department of Interior and Local Government, <http://www.dilg.gov.ph/aboutus.htm>.
- ⁱⁱⁱ Ibid; and UNESCAP, Country Reports on Local Government Systems: Philippines, 4.
- ^{iv} A *sanggunian* is a government council. Republic of the Philippines: Department of Interior and Local Government, “The Local Government Code of 1991,” Book 1, Sec.34-36.
- ^v Ibid., Sec. 106.
- ^{vi} UNESCAP, Country Reports on Local Government Systems: Philippines, 15.
- ^{vii} Asian Development Bank, “A Study of NGOs: Philippines” (Manila, 1999), 17.
- ^{viii} Ibid., 6.
- ^{ix} Philippine Council for Sustainable Development, “Philippine Strategy for Sustainable Development,” <http://pcsd.neda.gov.ph/pssd.htm>.
- ^x Republic of the Philippines: Department of Interior and Local Government, “The Local Government Code of 1991,” Book 1, Sec. 17.
- ^{xi} Republic of the Philippines: Department of Environment and Natural Resources, <http://www.denr.gov.ph/about>. The World Bank estimates that only 4 percent of the DENR’s 23,000 staff has been devolved to local governments.
- ^{xii} Kenneth Ellison, Local Governance and Participatory Natural Resources Management: USAID’s Gold Project in the Philippines, 10.
- ^{xiii} World Bank, “Governance of Natural Resources in the Philippines: Lessons from the Past, Directions for the Future”(2003), x.
- ^{xiv} United Nations Department of Economic and Social Affairs (UNDESA) Division for Sustainable Development, *Agenda 21* (UNDESA 1992), Chap. 1.3.
- ^{xv} Office of the President, Memorandum Order No.47, “Strengthening the Operationalization and Localization of Philippine Agenda 21 and Monitoring Its Implementation.” <http://pcsd.neda.gov.ph/mo47.htm>.
- ^{xvi} International Institute of Rural Reconstruction (IIRR), “Integrated Watershed Management Approaches to Alleviation to Alleviating Poverty in the Bicol Region, Philippines: Learning from Past Experience” (Cavite: Y.C. James Yen Center, 2003), 12.
- ^{xvii} http://www.stormwatercenter.net/intro_monitor.htm.
- ^{xviii} C. Ferreyra and P. Beard, *Participatory Evaluation of Collaborative and Integrated Water Management: Insights from the Field. Journal of Environmental Planning and Management*, March 2007, 50(2):271-296.

