

FINAL REPORT

STRENGTHENING CITIZEN INVOLVEMENT IN MITIGATING GOVERNANCE RISKS IN LOCAL GOVERNMENT UNITS IN THE PHILIPPINES

Manila, January 2016

I. Background

On 17 October 2012 ADB approved a grant of \$200,000 for a project entitled Strengthening Citizen Involvement in Mitigating Governance Risks in the Philippines (hereafter called the Project, although it is a sub-project of RETA 6445, implementing ADB’s Second Governance and Anticorruption Plan). ADB was designated as the executing agency for the Project through its Philippine Country Office, and Single Source Selection provided for the engagement of the Partnership for Transparency Fund (PTF) as the Consultant. A contract for \$200,000 was signed with PTF on 3 May 2013.

The overall aim of the Project is to expand the delivery of services and infrastructure in participating Local Government Units (LGUs). This was to be achieved by supporting citizens to engage more effectively with government agencies in mitigating governance risks, especially in the formulation and execution of budgets and procurement processes.

The Project’s scope was amended three times. On 12 December 2013 the scope was changed to extend the Project’s closing date from 31 January 2014 to 31 January 2015. On 7 November 2014 ADB approved a second extension to 31 December 2015 and on ... 2015 ADB increased the total amount of the grant to \$233,000.

ADB and PTF decided to set up a Steering Committee for the Project with representation from the Government, civil society, ADB and PTF. The Steering Committee was chaired by Mr. David Balangue (Chair, Coalition Against Corruption of the Makati Business Club) and had the following four other members: Undersecretary Austere A. Panadero of the Department of Interior and Local Government (DILG), Undersecretary Mario L. Relampagos of the Department of Budget and Management (DBM)¹, Ms. Claudia Buentjen, Principal Country Specialist of ADB, and Mr. Geert van der Linden, PTF’s Country Coordinator for the Philippines. The Steering Committee met 7 times during the implementation of the Project to provide guidance and take key decisions.

¹ Undersecretary Relampagos was represented at Steering Committee meetings by Mr. Julian Pacificador, Director Region 4B of DBM.

This completion report discusses and evaluates the Project's inputs and activities, outputs and outcomes, as required in the template for completion reports and reflected in the Design and Monitoring Framework. It also considers the sustainability of Project achievements and lessons learned.

II. Inputs and Activities²

The Project design specified six main activities. These activities are discussed below with two of them combined in item 4.

1. Operating Guidelines

Operating Guidelines were to be prepared at the start of the Project to define the details of Project implementation. The Operating Guidelines were approved by the Steering Committee on 13 September 2013.

Evaluation. The Operating Guidelines are a 35-page document (see Annex 2). During Project implementation they were found to provide excellent guidance for the conduct of Project activities.

2. Solicitation and Selection of Proposals from Civil Society Organizations

The Project design provided for the implementation of Project activities in a limited number of municipalities (LGUs) and to select local civil society organizations to conduct the Project activities. It was decided early on in the Project to implement it in five LGUs in the Caraga region of Northeastern Mindanao. The two discussion notes in Annex 3 provide the rationale for the selection of the Caraga region and the selection process followed. The selection of the Caraga Region was followed by a joint ADB-PTF fact-finding mission to the region in October 2013 to identify potential LGU and CSO partners. Proposals were invited from 5 CSOs and in April 2014 the Steering Committee approved the selection of 5 sub-projects in 5 LGUs/locations (Cagayan de Oro, Surigao, Nasipit, Tubod and Agusan del Norte). The Agusan del Norte sub-project had a regional focus. In selecting LGUs and sub-project proposals care was taken to include a range of LGUs (from the metropolitan Cagayan de Oro to the rural Tubod, as well as a range of CSO partners, such as business groups, a university in addition to traditional CSOs (see page .. for a discussion of the sub-projects).

Evaluation. The process for soliciting and selecting proposals set out in the Operating Guidelines was closely followed. The process took more time than had been planned as much technical support from PTF was needed to improve the design of sub-projects (see below).

² A detailed description of Project activities is given in the Project's Quarterly Progress Reports, which are at Annex 1.

3. Financing for Selected CSO Initiatives

Following approval of the proposals by the Steering Committee, PTF developed sub-grant agreements, largely patterned after PTF's template for such grant agreements. A key feature is the release of the grants in three tranches with tranche release conditions specified in the sub-grant agreement. The amounts of the grants varied from \$20,000 to \$30,000 but this was later augmented by supplementary grants, resulting in a range of \$20,000 to \$40,000. This was within the range specified in the Operating Guidelines. The 5 sub-grant agreements were all signed during June 2014. The following table lists the five sub-projects, the dates of signing of the sub-grant agreement, the initial grants and the augmented grants.

Table 1. List of Sub-Projects viz. Location and Grants

Location	Date of Signing	Initial Grant	Augmented Grant
<i>Cagayan de Oro City</i>			
<i>Tubod City</i>			
<i>Nasipit</i>			
<i>Surigao City</i>			
<i>Tubay and Santiago, Agusan del Norte</i>			

Evaluation. The process closely followed the Operating Guidelines and no problems were encountered.

4. Technical Advice; Studies and Workshops

These two activities specified in the Project document are discussed together as there was much overlap between them. Technical advice was first provided through a proposal development workshop in Butuan City in December 2013. This provided guidance to the shortlisted CSOs for the preparation of their detailed proposals. PTF then organized a launch workshop in June 2014 that dealt with financial and reporting requirements. At this workshop the participants were also exposed to the Government's Open Data initiative and on data visualization through presentations by DBM staff. The reports on the proposal development and launch workshop are at Annexes 4 and 5.

Additional technical advice was provided through two review missions, conducted in October 2014 and July 2015. These proved very useful for a better understanding of implementation problems encountered and to resolve outstanding issues.

The Project design called for the preparation of a policy study to analyze and assess opportunities for citizen engagement and the extent to which they have been effectively and efficiently used in the past. The terms of reference for this study were prepared and are at Annex 6. Although they were approved by the Steering Committee in October 2013, the Steering Committee later considered that the funds allocated for this study could be better used to provide additional support to the approved sub-projects.

Evaluation. The technical advice and workshops proved to be critical elements of the Project. With one or two exceptions, local civil society capacity was not strong and none of the selected CSOs had any experience working under policies and procedures of a multilateral development bank. PTF's advisors played an important role in building capacity and providing a better appreciation of social accountability generally.

5. *Dissemination Activities*

The Project design called for a publication and a workshop. In the event, two workshop were held. A first was conducted in Butuan City in July 2015 and focused on disseminating experience among the five grantee CSOs. This was billed as a peer learning event where each CSO shared its experience with sub-project implementation. They also provided advice to each other on how to enhance the results and sustainability of their respective sub-projects. A National Workshop was held at ADB Headquarters in Manila in November 2015 that included the mayors of all 5 LGUs, in addition to other government officials and donor representatives (the report of the Peer Learning and National Workshop are at Annex 7 and 8).

The present report is the main account of the Project and, together with a video report on the National Workshop ([HYPERLINK TO VIDEO](#)), will be offered for publication. In addition two case studies have been prepared of two of the sub-projects that show their results in an attractive format (see below).

Evaluation. The activities were implemented as planned. The peer learning workshop proved very enlightening to the grantee CSOs as much practical advice was exchanged. Discussions at the National Workshop were very lively and the active participation of the five mayors in a panel was one of its highlights.

III. Outputs and Outcomes

Outputs

The Project document specified four outputs. The first of these, ‘detailed operating guidelines are developed’, has already been discussed above.

The second output is formulated as follows: ‘participating CSOs, private sector organizations, LGUs, and partner agencies have increased awareness of their roles and opportunities in contributing to risk mitigation in budget and/or public procurement processes’. Closely linked to this is the third output: ‘citizen engagement processes are developed and pilot-tested in selected LGUs’.

Before evaluating the achievements of the Project with respect to these two outputs we will first provide some characteristics and highlights of the five sub-projects.

It was noted earlier that a diverse range of CSOs and LGUs had been selected for pilot-testing. This reflects the major rationale for the Project. At the time of its approval it was felt by ADB that unprecedented opportunities had been opened up for civil society engagement, and the Project document lists a series of reform measures that had been taken to enlarge the space for engagement of both civil society and the private sector with the government. At the same time the Project document notes that certain issues had emerged, particularly at the local government level. Some of these issues reflect constraints on the part of CSOs, while others reflect the lack of awareness on the part of LGUs of the potential offered by engaging with civil society. It is against this background that the five sub-projects were selected in the hope to gain new insights that could be of value elsewhere. This report will later return to the question what insights have emerged and what scope there is for replication elsewhere.

While all five sub-projects were focused on engagement with local government, their subject matters varied. The following table shows what governance risks were addressed in each sub-project and what engagement model was developed to address these risks.

Table 2. Governance Risks and Model of Citizen Engagement

Sub-project Area	Governance Risk	Model of Citizen Engagement
Cagayan de Oro City	Paralysis in the political system	Introduction of new form of citizen engagement (People’s Development Agenda, People’s Council)
Tubod	Lack of LGU control over national projects	Creation of a new citizen’s group (POWERS); development of M & E system
Nasipit	Graduating CCT beneficiaries without	Organizing and training CCT beneficiaries and creating

	livelihood	linkage with BUB
Surigao City	Budget not sufficiently reflective of citizens' priorities	Creation of local CSO network for budget monitoring by piloting a new (vernacularized) handbook
Tubay and Santiago	Non-compliance with VAWC laws	Creation of a community-based support system

The individual completion reports of the five sub-projects are in Annexes 9 to 13. In the following a few highlights of the subprojects are noted and an assessment is made whether they have produced the two outputs quoted earlier.

1. *Providing Social Accountability Interventions to Foster Constructive Engagement of Stakeholders in Local Government Affairs in Cagayan de Oro* - The completion report (see Annex 9) describes the frustration felt by citizens about the continued inability of the city government to function normally. This led two key stakeholders, Xavier University and the Archbishop's Diocese to embark on an ambitious and high-risk initiative to mobilize the multi-sectoral civil society of Cagayan de Oro to formulate a People's Development Agenda and set up a People's Council to engage directly in the local budget formulation and implementation process. The initial small strategy group, representing some CSOs, the business sector, various religious denominations, the youth sector and the academic community, was soon joined by a range of other local CSOs, 43 by the latest count. This constituted the essence of the sub-project that was supported under the Project.

While there has been no independent evaluation of the sub-project, the completion report strongly suggests that the initiatives taken have been institutionalized and will continue to function beyond the life of the sub-project. Three major factors can be cited. *First*, in contrast with the model adopted by Naga City, where a People's Council was created by the city government, the Cagayan de Oro model is the creation of a civil society movement united by a common development agenda. They saw themselves as independent and beyond the influence of local political forces. *Second*, as the lead university representing the academic community, Xavier University committed to (a) provide Secretariat support to the People's Council in the initial years and (b) co-sponsor with the People's Council the holding of an Election Forum that Xavier University has organized every election cycle. The People's Council will monitor all election promises of political parties and candidates during the Forum. And lastly, the People's Council was given a seat in the Finance Committee in-charge of formulating the Executive Department budget proposals to the Legislative Department as well as a role during the budget deliberations of the City Council. It of course remains to be seen whether these arrangements

will over time help overcome the dysfunctionality observed in local governance, and improve delivery of services and infrastructure, the ultimate aim of the Project.

The second and third outputs quoted above, increased awareness and development of citizen engagement processes, have been delivered by this sub-project as evidenced in the sub-project completion report. One example cited is the building of community awareness and engagement by the sub-project through the organization of a Public Forum during Social Development Day 2015; the public launching of the People's Council and the People's Development Agenda were highlights of the Forum.

2. *Tubod City; Developing and Strengthening Capacities of Local Government Unit and Citizen's Groups towards Institutionalization of a Monitoring and Evaluation System for Government Programs and Projects* – As the smallest of the selected LGUs, Tubod felt that it didn't have enough control over national government projects implemented within its boundaries. The sub-project aimed to organize a local CSO and develop a monitoring process to track national government projects. Because of the limited local experience, Tubod partnered with PhilDHRRA Mindanao, a highly experienced NGO network and with the Surigao Chamber of Commerce and Industry to help with sub-project implementation. As documented in the completion report (Annex 10a) the sub-project was successful in creating a local CSO that was named POWERS (People Organized for the Welfare of Rural Sectors). Much effort went into training of the POWERS volunteers and the development of a monitoring framework. The main problem encountered by the sub-project was that national government projects were much delayed and this constrained POWERS in putting into practice its newly developed capability.

A case study was prepared by an independent consultant to validate the achievements of the sub-project and largely confirms the successful implementation of the sub-project (see Annex 10b).

In terms of the two outputs of the Project quoted above, there is little doubt that much awareness was created in the town and a well-defined engagement process set up, as documented in the sub-project completion report.

3. *Nasipit; Assessment of the Implementation of Conditional Cash Transfer (CCT) in the Municipality of Nasipit and Involvement of Stakeholders in BUB Livelihood Project for Food Security and Self-Sufficiency* – The problem that had been identified was that many of those leaving the CCT program face difficulties in finding sustainable livelihood. The sub-project aimed 'to establish a mechanism towards mainstreaming the CCT beneficiaries into the socio-economic development of the municipality'. From the start the sub-project faced implementation difficulties which led to special PTF missions to try and help address the problems. These have only been partially successful as documented in the completion report of the sub-project (Annex 11). Some capacity improvement of the local CSO, Culit Multi-Purpose Cooperative (CMPC), is noted but there is no evidence that those leaving the CCT program are now better off as a result of the sub-project.

The main reason for the limited success is the limited capacity of CMPC, and a partnership with the more experienced TOUCH FOUNDATION, based in Cagayan de Oro proved ineffective. The absence of a strong focus on local governance may be another reason for the sub-project's limited success.

At this stage there must be serious doubt whether any of the two outputs, increased awareness and development of citizen engagement processes, have been achieved.

4. *Implementation of the DBM Handbook on Civil Organizations Participation in the Budgeting Process thru a Tripartite Approach in Participatory Governance in Surigao City* - In 20.., DBM had decided to prepare a Handbook on CSO participation in the local budget process (and received EU support for this). One objective of the sub-project in Surigao was to translate the Handbook into the Visayan language and to pilot it at both the city-level and in two barangays. The overall aim was to increase citizen engagement in the local budget formulation and implementation process. Secondary objectives were to build capacity among local CSOs and officials and to reduce governance risks in the budgeting process through the participation of CSOs in the process.

The grantee CSO was the Surigao Economic Development Foundation (SEDFI) which successfully established a local CSO network and produced the translated Handbook, as documented in the sub-project completion report (Annex 12). Its biggest challenge was how to deal with the serious delays in DBM in finalizing the Handbook (in English). This adversely affected the sub-project, as the limited duration of the sub-project made it impossible to synchronize with and monitor an entire local budget cycle.

Project implementation was very well handled and excellent relationships were established with the city and barangay administrations. Both outputs specified by the Project, increased awareness and development of citizen engagement processes, have been fully achieved as described in the sub-project completion report.

5. *Regional(Tubay and Santiago Municipalities); Strengthening Capacities of Duty Bearers and Empowering Rural Women and Children Against Gender-Based Violence Project*³ – This sub-project addresses a serious governance failure: the non-compliance with laws concerning violence against women and children. The sub-project's objective was to reduce such violence by training government staff and citizens in four barangays, designing a community support system and preparing a proposal for scaling up this work by replicating the sub-project elsewhere. As documented in the sub-project's completion report (see Annex 13a, and in publication form at Annex 13b) extensive training activities were undertaken and a community-based support system established. The sub-project completion report claims that there is evidence of a reduction in gender-based violence but this would need to be monitored over a

³ Often referred to as the PAG Project for PhilDHRRA – ADB – Gender Project.

number of years. The proposal for scaling up the work started under the sub-project has not yet been prepared.

There is little doubt that the sub-project has significantly increased awareness of gender-based violence in the four barangay. A system of citizen engagement with the local government to address this issue on an ongoing basis has also been introduced.

Finally, the fourth output specified in the Project document is the dissemination of the experience gained through Project implementation to relevant stakeholders. Most of the materials for dissemination are only now becoming available. These include the present report, the two case studies, the five sub-project completion reports, and the report as well as a video on the National Workshop. Taken together these should provide rich materials to be disseminated through ADB's website and other channels.

Evaluation of Outputs. In summary, the picture with respect to achieving the four outputs is generally positive with some qualifications as noted above. The main concern remains the Nasipit sub-project which has not been able to perform as expected.

Outcomes

The Project's Design and Monitoring Framework defines as the Project's target outcome: 'Citizens engage more effectively with government agencies in governance risks mitigation related to the formulation and execution of budgets and/or public procurement decisions in selected LGUs'. As described in the previous section, only the sub-projects in Cagayan de Oro and Surigao City focused on local budgets and none of the sub-projects was concerned with public procurement. This was the result of decisions taken early in the Project to prioritize other governance concerns in the Caraga region: gender-based violence, monitoring national government projects and the transition out of the CCT program.

As a general assessment (and as a lesson learned) it can be stated that, while some preliminary outcomes are reported (e.g. the drop in gender-based violence), the time available would only suffice to raise awareness and create local engagement processes. To see the results of these engagement processes in full operation would take at least another two years. In the case of Cagayan de Oro, to take one example, the People's Council is in place and very active, but it has not yet had the opportunity to engage the local government in a full budget cycle. No doubt, at some point the attention of the Council will also turn to public procurement and it will seek to engage the local government in this area, but more time is needed for this to materialize.

Five areas may be mentioned where the Project has produced significant outcomes:

The first is that of the *capacity of the sub-grantees*. Through the intensive learning activities in the various workshops, the CSOs concerned have become more familiar with social accountability tools as applied to their different concerns.

A second outcome is the development of *successful and replicable models and methodologies* for community mobilization and constructive engagement in Cagayan de Oro, Surigao, and Tubod. Such mobilization can be organized in any LGUs using the models developed and directed at any governance issue such as the budget, service delivery and project implementation by the public sector.

A third and related outcome is that that the *toolkits and templates* developed for organizing proposals development and learning workshops, as well as the *operating guidelines* would enable follow up projects for scaling up and replicating to be implemented more efficiently.

A fourth outcome area has been *community level mobilization*. Often the grantees would work through, or even constitute local citizen groupings, as in Tubod. As a result hundreds of citizens have become engaged with their local government.

A fifth and final outcome area has been the Project's effect on *government authorities* at the LGU level who have been drawn into the activities under the subprojects. A striking example of this is the participation of the five mayors in the National Workshop at the end of the Project. Changing local practices of governance that have been in place for decades or longer is not simple. Barangay captains and elected city officials are not used to the direct form of accountability that is the essence of social accountability. It is PTF's experience worldwide that social accountability can only produce results if there is a constructive engagement between civil society and government. This was one of the criteria used in selecting the subprojects and overall the experience in the subprojects was positive. It is hoped that the subprojects will have a longer-term impact by having created the necessary conditions for constructive engagement and demonstrated what can be achieved through it.

IV. Sustainability, Replicability and Lessons Learned

Sustainability and Replicability

At the level of subprojects there is, with the exception of the Nasipsit sub-project, some confidence that what was initiated with respect to citizen engagement will be sustained. In Cagayan de Oro, Surigao City and Tubod, citizens have become involved and engagement processes defined that are not likely to disappear after the completion of the Project. In fact, in all three LGUs plans have been made for the post-Project period, plans that do not overly rely on external funding. In the case of Cagayan de Oro and Surigao City some additional financial and technical support may be needed (see Recommendations). In the case of the PAG sub-project,

the completion report itself refers to the need for further strengthening of the community system that has been put in place, and future funding for this is not assured. In the case of Nasipit, there must be doubts whether what has been initiated under the sub-project will be sustained and CMC, the grantee CSO, is not a strong institution.

As to replicability, it would seem that four of the sub-projects offer potential for introduction elsewhere. The sub-projects at Surigao City and Tubod are eminently replicable elsewhere in the country provided resources are allocated for the purpose. In the case of Surigao, it is DBM's intention to introduce the Handbook in other LGUs around the country and the attractive Visayan version prepared under the sub-project would be very useful throughout the Visaya-speaking regions of the country. Cagayan de Oro faced a somewhat unique situation of political paralysis, although the systems and processes that have been put in place under the sub-project could also have their use elsewhere. In a sense, what has been accomplished in Cagayan de Oro is a variation on the local governance reforms initiated in Naga City by the late Jesse Robredo. The training program on gender-based violence and the community systems introduced in four barangays under the PAG sub-project could be introduced elsewhere, but not without strong support.

Lessons Learned

We highlight five important lessons:

First, it is clear that in any project of this kind, technical *and* financial support should go hand-in-hand, both in the project design and implementation phases. The capacity of local CSOs varies a great deal as does their familiarity with social accountability tools. Mentoring support to CSO grantees and using methods such as the Project Development workshop during the subproject design stage resulted in proposals with stronger social accountability approaches.

A *second* lesson is that working at the community level always takes more time than planned. Under the Project the setting up of local *processes* was supported through a *project* approach. Typically one finds in the best of cases that during the life of the Project those processes are set up but no time remains for them to be tested and improved. This calls for ADB to develop a new approach to its support for activities such as those under the Project. Such an approach should entail more open-ended funding for longer time periods. The amounts involved are not large (for ADB standards) and providing more flexible support could spell the difference between success and failure (see also the Recommendations below).

A *third* lesson is that there is huge potential in terms of getting people, especially at the municipal and barangay level, actively involved in governance and social accountability work. Some conditions and approaches that contributed to this:

- *Increasing people’s awareness* of their rights and responsibilities as citizens, and governance processes that are open to their inputs. This is a key results area in social accountability and one which facilitates enthusiastic support and participation;
- *Using collaborative learning activities* on participatory governance, with both community members and barangay/local officials as participants; apart from enhancing capacities, this provides a “shared space” for discussing and ironing out existing problems in citizen-government relationships;
- *Enabling individuals* through training in social accountability to extend coverage and impact of their work; these social accountability tools provide a way to assess government performance that takes into account the perspectives of key stakeholders – service users and providers – and thus facilitates dissemination and consideration of findings; and,

A *fourth* lesson is that collaboration with grantees in the design and conduct of inception meetings ensured that all stakeholders (grantees’ members/staff, volunteers, and local partners) were oriented on their respective subprojects and their roles as social accountability actors. These one-day, field-based meetings also provided venues for contact building with local government officials and frontline service providers who were identified as critical partners or actors under the grantees’ planned interventions.

A *fifth* lesson is that working with groups other than traditional CSOs can pay rich dividends. Xavier University handled its challenging sub-project in an expert manner and deftly navigated the various obstacles created by the complex local politics. Similarly, SEDFI as a local business group handled its sub-project in a very professional manner.

V. Recommendations

The experience with the Project and the lessons learned from it lead us to the following recommendations.

For the Philippine government:

- The national government has taken admirable steps to put more information in the public domain and encourage the involvement of civil society in local governance and procurement. These reforms have assumed a capability on the part of CSOs that has proven not to exist. A one mooted Empowerment Fund has not materialized and most CSOs operate in continuous ‘survival mode’ from one project to the next. The government needs to consider ways and means to help build more capacity in civil society.

For Philippine civil society:

- CSOs are generally run by enthusiastic, highly motivated people. However professional standards vary a great deal. Much more emphasis needs to be placed on developing basic skills in areas such as project design and implementation.
- The notion of civil society needs to be broadened to encompass academia and the business sector. The Project has demonstrated that both have much to offer in terms of specific expertise and project-handling skills.

For ADB:

- Experience under the Project and other evidence suggest that governance and slow implementation issues in LGUs in Mindanao present a major challenge. The Project results show that these risks can be successfully mitigated using community mobilization and social accountability approaches and tools. This requires an integrated approach of TA and financial resources and a longer time frame to have lasting results. It is recommended that gains from the Project are sustained and expanded through a follow-on project. Such a project would use the methodologies, trained CSOs and program management approaches developed under the now completed Project and apply them to selected communities in Mindanao. This could both build directly on successful sub-projects that were supported under the present Project, as well as address issues that are priority for ADB operations in Mindanao, e.g. participatory budgeting; mitigating governance and corruption risks at LGU level; closing gaps between promised and actual service delivery; improving project implementation in real time using beneficiary feedback collection and sharing it with project authorities; and improving grievance resolution.
- Some of the sub-projects financed under the Project that hold promise for follow-up support are the sub-project in Cagayan de Oro where follow-on work would be important to solidify the gains to date and help operationalize the People's Council by supporting its role in budget and procurement monitoring. Similarly, the drive by DBM to introduce its Handbook on Civil Society Organization's Participation in the Budgeting Process would benefit from further support, both in Surigao City and in other LGUs in Visayan-speaking regions.
- ADB is committed to deepening its engagement with civil society but the Project has demonstrated the limitations of a project-based approach that allows for limited flexibility and very limited time. The available time is usually not sufficient to support local processes that are time-consuming to develop, put in place and test. ADB needs to find other modalities of project-financing if its support in this area is to be more effective.
- The Project was required to follow ADB's Guidelines on the Use of Consultant. These Guidelines were not written with civil society in mind. Local CSOs would not be able to handle the requirements under these Guidelines and even sophisticated national or international CSOs, including PTF, have found it difficult to cope with them. ADB needs to consider a different set of guidelines for its work with civil society.

VI. Financial Report

The financial report on the Project is at Annex 14. The five CSOs that received grants under the Project have each included a financial report in their completion reports (see Annexes 9 to 13).

LIST OF ANNEXES

1. Quarterly Progress Reports
2. Project Operating Guidelines
3. Selection of Caraga Region
4. Report on Project Development Workshop
5. Report on Project Launch Workshop
6. Terms of Reference Policy Study
7. Report on Peer Learning Workshop
8. Report on National Workshop
9. Project Completion Report Cagayan de Oro
10. Project Completion Report (10a) and Case Study (10b) Tubod
11. Project Completion Report Nasipit
12. Project Completion Report Surigao City
13. Project Completion Report (13a) and Case Study (13b) PAG Sub-project
14. Financial Report of PTF