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Acronyms and Abbreviations

ADR	Assessment of Development Results
AIP	Annual Investment Plan
ARMM	Autonomous Region of Muslim Mindanao
BBL	Bangsamoro Basic Law
BDP	Bangsamoro Development Plan
BHRN	Bangsamoro Human Rights Network
CAB	Comprehensive Agreement on the Bangsamoro
CBA-CPLA	Cordillera Bodong Administration Cordillera Peoples Liberation Army
CBDRM	Community Based Disaster Risk Management
CBMS	Community-Based Monitoring System
CCA	Climate Change Adaptation
CCC	Climate Change Commission
CCVA	Climate Change Vulnerability Assessment
CDP	Comprehensive Development Plan
CDRA	Climate and Disaster Risk Assessment
CHR	Commission on Human Rights
CPAG	Citizen Participation in Governance
ClimExDb	Climate Exposure Database
CLUP	Comprehensive Land Use Plan
CSO	Civil society organizations
DepEd	Department of Education
DG	Democratic Governance
DILG	Department of the Interior and Local Government
DPC	Direct Programme Costs
DRA	Disaster Risk Assessment
DRM	Disaster Risk Management
DSWD	Department of Social Welfare and Development
FAB	Framework Agreement on the Bangsamoro
FASTRAC	Facility for Advisory Support for Transition Capacities
GCS	Government Cost Sharing
GPS	Global Positioning System
GMS	General Management Support

HLURB	Housing Land Use and Regulatory Board
HR	Human Rights
ICPE	Independent Country Programme Evaluation
ICT	Information Communication Technology
IEO	Independent Evaluation Office
ISD	Integrated Sustainable Development
iWASH	Integrated Water Sanitation and Hygiene Framework
JICA	Japan International Cooperation Agency
LDCs	Local Development Councils
LDIP	Local Development Investment Program
LDRMMC	Local Disaster Risk Reduction and Management Council
LGBT	Lesbian Gay Bisexual Transgender community
LGUs	Local Government Units
MILF	Moro Islamic Liberation Front
MNLF	Moro National Liberation Front
MSM	Men having sex with men
NAM	National Acceleration Modality
NAP	National Action Plan on Women Peace and Security
PDP	Philippine Development Plan
PFM	Public Financial Management
PRO WATER	Promoting Integrated Safe Water, Sanitation, and Hygiene Access, Integrity, Empowerment, Rights and Resiliency
PTCP	Project Climate Twin Phoenix
RAPID	Resilience and Preparedness for Inclusive Development
RHRC	Regional Human Rights Commission
ROAR	Results Orientated Annual Reports
TJRC	Transitional Justice and Reconciliation Commission
TPMT	Third Party Monitoring Team
UNCAC	United Nations Convention Against Corruption
UNDP	United Nations Development Programme
WASH	Water Sanitation and Hygiene
WATSAN	Water and Sanitation

Executive Summary

1 Introduction

1.1 Purpose, objectives and scope of the evaluation

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts Independent Country Programme Evaluation (ICPE)¹ to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategy in facilitating and leveraging national effort for achieving development results. The purpose of the ICPE is to:

- Support the development of the next UNDP Country Programme Document.
- Strengthen accountability of UNDP to national stakeholders.
- Strengthen accountability of UNDP to the Executive Board.

The ICPE for the Philippines UNDP country office will cover the country programme document (CPD) period, 2012 to 2018² and is the second evaluation of UNDP Philippines activities³. Results of the ICPE will inform the development of the new country programme being developed in 2017. The ICPE was conducted in close collaboration with the Government of the Philippines, UNDP Philippines country office, and UNDP Regional Bureau for Asia and the Pacific (RBAP).

1.2 Country Context

Politics: Since 1986 the Philippines has had an increasingly robust democratic system. 2016 elections saw the Mayor of Davao City, Rodrigo Duterte elected to President. On appointment, President Duterte outlined new country priorities under a 0-10 (0 to 10) Point Socioeconomic Agenda⁴ and also stated that his government was committed to building on the gains of the previous Aquino Administration. These goals have now been integrated into the new Philippine Development Plan 2017 to 2022.⁵

The President has also committed to move the Philippines from a Unitary to Federal State and bills for a Constituent Assembly or a Constitutional Convention to shape the change to the Constitution have been tabled. The President's considerable political capital has provided significant momentum to both the peace processes and the transition to Federalism but whether that capital will be sufficient to manage an often fractious legislature will become more evident in 2017.

¹ Formally the Assessments of Development Results (ADRs)

² The original CPD covered the period 2012 to 2016 but was extended in November 2015 to bring it into harmonization with the UNDAF for the Philippines as well as the Philippine Development Plan (DP/2016/3)

³ An Assessment of Development Results (ADR) was undertaken in 2009, covering the 2002-2008 CPD period

⁴ <http://www.doh.gov.ph/node/6750>

⁵ National Economic and Development Authority, 2017, <http://www.neda.gov.ph/2017/02/21/neda-board-approves-philippine-development-plan-2017-2022/>

Poverty and Inequality: Recently, poverty levels in the Philippines have seen a decline, falling from poverty levels of 25.2 per cent to 21.6 per cent in between 2012 and 2015.⁶ However, 21.9 million people in the Philippines continue to be considered poor under the Philippine Government's poverty line of US\$1.25 income per day while and 8.2 million people were classed as extremely poor in 2015.⁷ In the Autonomous Region of Muslim Mindanao poverty levels are significantly higher and have been increasing with poverty levels reaching 53.7 per cent in 2015.⁸

The Philippine economy has seen several years of robust growth with average annual GDP growth of over 6 per cent in recent years. Increasing growth and a broadening revenue base has also seen increased financial resources for government and public spending. The Philippines ranks 116th out of 188 countries in the Human Development Index (medium human development) and 96th in the Gender Inequality Index.⁹ The Philippines also has one of the highest levels of inequality in South East Asia with a Gini Coefficient measuring inequality of 0.4439 in 2015.¹⁰

The Philippines and the MDGs/ SDGs: As the MDGs came to an end in 2015 and the transition to the SDGs began the Philippines has seen improvement in several areas and achievement of goals especially in equal access to education, reduced infant mortality rates, access to safe water and reversing the prevalence of major diseases. Despite positive reductions in poverty and extreme poverty, the Philippines did not achieve its goal of halving poverty and hunger incidence or its goals related to maternal mortality or the spread of HIV/ Aids. The Philippines is committed to adopting and integrating the SDGs into their planning process and a number of SDG goals are included in the new Philippine Development Plan 2017 to 2022.¹¹

The Bangsamoro Peace Process: Mindanao remains in a transition phase from prolonged conflict between the Government of the Philippines and armed Bangsamoro groups seeking self-determination. The Peace process in Muslim Mindanao, has progressed with some periodic stalling as conflict has sporadically arisen. In recent years, fundamentalist extremism and rebels connected and aligned to the so called "Islamic State" has become increasingly active and has taken hold in more remote areas of the Philippines with increased and more audacious attacks seen.

A Comprehensive Agreement on the Bangsamoro was signed in March 2014 between the Government of the Philippines and the Moro Islamic Liberation Front (MILF) for the establishment of an autonomous

⁶ The Philippines Statistics Authority (PSA), 2016, <https://psa.gov.ph/content/poverty-incidence-among-filipinos-registered-216-2015-psa>

⁷ The Philippine Statistics Authority (PSA), 2016, <https://psa.gov.ph/poverty-press-releases>

⁸ The Philippine Statistics Authority (PSA), <http://psa.gov.ph/poverty-press-releases/data>

⁹ UNDP, 'Human Development Report 2016: Human Development for Everyone'

¹⁰ The Philippines Statistics Authority (PSA), <https://psa.gov.ph/content/average-family-income-2015-estimated-22-thousand-pesos-monthly-results-2015-family-income>

¹¹ National Economic and Development Authority, 2017, <http://www.neda.gov.ph/2017/02/21/neda-board-approves-philippine-development-plan-2017-2022/>

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Bangsamoro region. A draft proposed Bangsamoro Basic Law (BBL) lays out the legal framework for this new autonomous region, four versions of which have been submitted to Congress but have not yet been approved.

Natural Disasters: The Philippines remains one of the most at risk countries in the world to climate change and natural disasters. Hazards include earthquakes, volcanic eruptions, floods, and typhoons. More than 20 typhoons a year hit the Philippines with more than 7 a year reaching land and causing considerable destruction.¹² The number and increased intensity of typhoons coupled with high poverty rates, especially in rural and coastal areas means populations are often devastated by typhoons.

In November 2013, super typhoon Yolanda (Haiyan) the strongest typhoon in recorded history hit the Philippines.¹³ The typhoon and the impending storm surge affected 15 million people, caused damage of US\$2 billion and killed over 6,300 people. While the response from the Government and international community was immediate and strong, many people remain displaced years later with many communities remaining highly vulnerable to further natural hazards and storms.

1.3 UNDP Country Programme

UNDP's strategy in the Philippines is guided by the Country Programme Document (CPD), 2012 to 2016 (extended to 2018)¹⁴ and is aligned with the United Nations Development Assistance Framework (UNDAF) for the Philippines, 2012 to 2018.¹⁵ Since the adoption of the CPD and the UNDAF, the UNDP country office has seen some adjustment to its focus as needs and priorities of the Philippines have changed and also due to the adoption of a new Strategic Plan for UNDP in 2014 (to 2017).¹⁶

The UNDP country office in the Philippines has always been willing and able to support both disaster response and recovery efforts in times of crisis and has played a strong role in the response and recovery effort following Typhoon Yolanda, which also saw a number of long term recovery programmes being integrated into the country programme.

Funding reductions from UN and non UN sources has meant UNDP Philippines has had to seek alternative and more innovative funding approaches which recently has seen UNDP adopt a National Acceleration

¹² http://ndrrmc.gov.ph/attachments/article/2926/Y_It_Happened.pdf

¹³ The super typhoon which hit the Philippines in November 2013 is known internationally as Typhoon Haiyan and within the Philippines as Typhoon Yolanda. Throughout this report Yolanda will be used in reference to the Typhoon.

¹⁴ UNDP Philippines CPD 2012 to 2016, <http://www.ph.undp.org/content/dam/philippines/docs/legalframeworks/Philippine%20Country%20Programme%20Document%202012-2016-final.pdf>

¹⁵ UNDAF 2012 to 2018, https://www.unfpa.org/sites/default/files/portal-document/Philippines_UNDAF%202012-2018.pdf.pdf

¹⁶

http://www.undp.org/content/undp/en/home/librarypage/corporate/Changing_with_the_World_UNDP_Strategic_Plan_2014_17.html

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Modality (NAM) to deliver accelerated government services and programmes through UNDPs procurement and programme management systems.

Table 1. UN Development Assistance Framework and UNDP Country Programme Document programmes, 2012 to 2016

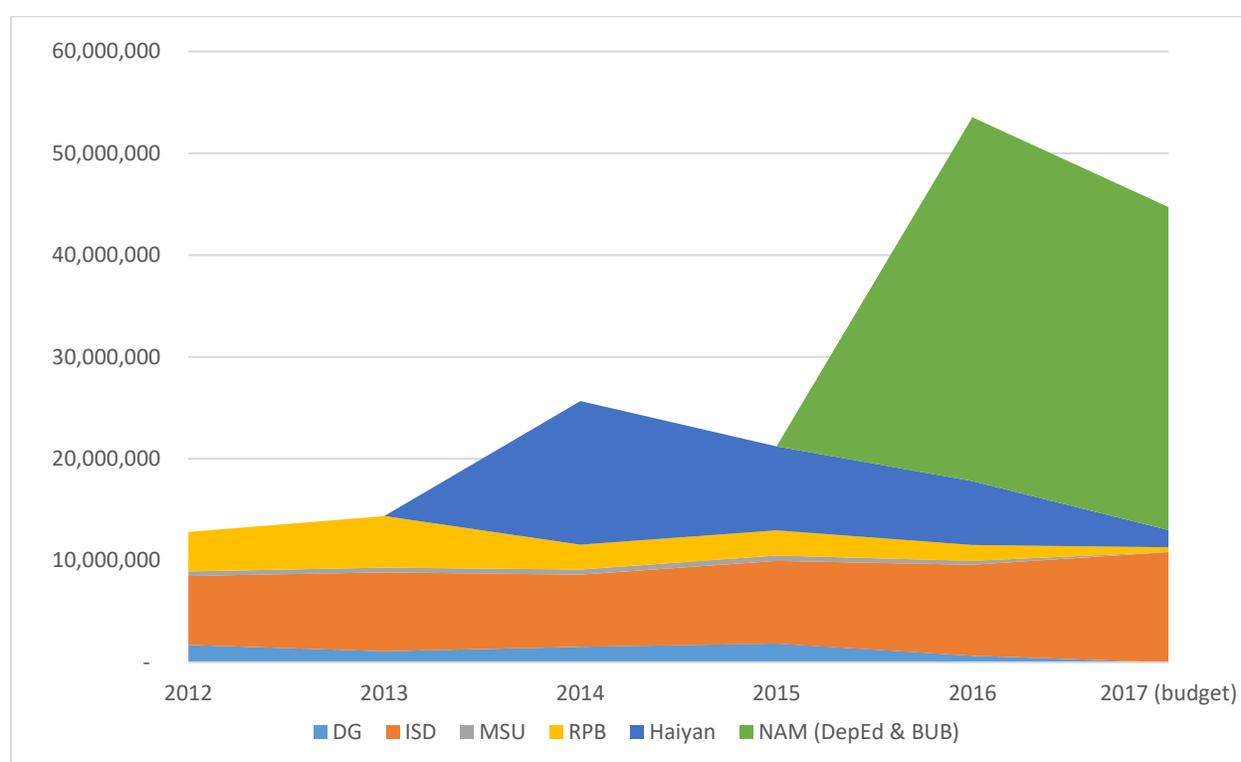
UNDAF Outcomes 2012 to 2018	UNDP CPD 2012 to 2016 (2018)
Outcome Group 1: Universal Access to Quality Social Services, with Focus on the MDGs (6 sub outcomes)	<ul style="list-style-type: none"> • Provide Policy advice and capacity-building through consultation, dialogues and training for stakeholders on MDG Mainstreaming, poverty reduction and social protection. • Contribute to policy analysis and foster inclusive processes to increase resources for local development. • Strengthen capacities and promote multi-sector dialogues to improve local response to HIV
Outcome Group 2: Decent and Productive Employment for Sustained, Greener Growth (2 sub outcomes)	
Outcome Group 3: Democratic Governance and peace (6 sub outcomes)	<ul style="list-style-type: none"> • Support for training, mentoring and technical assistance, for human rights, gender equality and democratic governance. • Provide policy advice and capacity development and support identification and implementation of tools and mechanisms to increase transparency and integrity in delivery of public services. • Support the development and implementation of peace-promoting policies, programmes and plans through dialogues and capacity development. • Support for Policy development, planning and programming to address residual conflicts and gaps and eliminate overlaps through technical assistance. •
Outcome Group 4: Resilience towards Disasters and Climate Change (3 sub outcomes)	<ul style="list-style-type: none"> • Contribute to strengthening consultative mechanisms, enhancement of models and strategic plans for energy and environmental management and implementation of the National Frameworks for Climate Change Adaptation and DRM. • Provide technical assistance to recovery, rehabilitation and development of disaster/ conflict-affected areas.

Source: UNDAF and CPD.

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Funding for projects is detailed below and in more detail in the annexes. Between 2012 and 2016 the country office received US\$149 million and disbursed US\$128 million (86.6 per cent). Funding for typhoon response and recovery efforts in 2012 and 2013 as well as recent NAM financing from the Government of the Philippines produced a funding increase over the period. The integrated sustainable development (ISD) outcome disbursed US\$38.6 million between 2012 and 2016, predominantly GEF financed environment, natural resource, climate change and land use programmes. Democratic governance (DG) disbursed US\$42.5 million over the same period, with NAM disbursement of US\$35.7 million. Resilience and Peace Building (RPB) saw a large increase in funding and disbursement with US\$44.3 million.¹⁷

Figure 1: UNDP Annual Budgets, 2012 to 2017



Source UNDP Philippines

1.4 Evaluation Methodology

Scope: The ICPE examined the outgoing country programme (2012-2018) and provides a set of forward-looking recommendations as the country office prepares its next country programme document starting in 2019 (to 2023). Close attention was given to the current Country Programme Document (CPD), 2012 to 2018 and the current programmatic structure and strategy under the country office’s three thematic cluster areas i) Inclusive Sustainable Development (ISD) ii) Democratic Governance (DG) and iii) Resilience

¹⁷ All figures and the graph are based on disbursement and budget figures provided by the Country office which are detailed in the annexes.

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and Peace Building (RPB) to assess the results obtained so far as well as constraints within the current structure. The evaluation covers the entirety of UNDP’s activities in the country and therefore includes interventions funded by all sources of finance including core UNDP resources, donor funds and government funds.

Methodology: The evaluation methodology comprises two components: (i) assessment of UNDP’s contribution by thematic/programme area (effectiveness), and (ii) assessment of the quality of this contribution (relevance, efficiency, and sustainability). The evaluation also looked at how specific factors contributed to UNDP’s performance. Data was collected through a desk review of materials including programme, project and policy related documents, reports, work plans and past evaluations, government reports and plans, and other related reports and information. In addition, self-reported data from the Country Office was also reviewed, including the Results-Orientated Annual Reports (ROAR).

As part of the preparatory and data collection missions, interviews were held with UNDP staff, partners, donors and stakeholders including government representatives and programme implementers and managers, donors and development partners, programme and project beneficiaries, UNDP staff and other UN agencies. The evaluation team undertook field visits to key project and programme sites including Manila, Tacloban, Cotabato and Legaspi city.¹⁸

All findings are supported by a triangulated data collection and verification process through interviews with UNDP staff, review of key supporting programme documents and interviews with government and implementing partners and beneficiaries during the field visits to programme sites.

Evaluation Schedule: The ICPE of the Philippines was officially started in January 2017 with a preparatory mission followed by a data collection mission in March/ April 2017 and draft report produced in August and shared with the country office in September 2017 and the Government of the Philippines in December 2017.

Table 1. Timeframe for the ICPE process

Activity	Responsible party	Proposed timeframe 2017
Phase 1: Preparation		
Preparatory mission	IEO with support of Country office	
Finalization of Terms of Reference	IEO	Early February

¹⁸ Manila visits focused on meetings with UNDP, Government partner meetings and other donors and UN agencies, the Tacloban visit focused on Yolanda response and recovery and environmental interventions. Cotabato, Mindanao, focused on peace and resilience efforts and Legaspi focused on the DepEd project and third party monitoring. Rebel activity in Samar during the data collection visit meant that a field visit to the area had to be cancelled and project sites were not visited.

Selection and recruitment of external evaluation team members	IEO with support of Country office	February 2017
Phase 2: Data collection and analysis		
Preliminary analysis of available data and context analysis	Evaluation team	March
Data collection	Evaluation team	March/ April (3-4 weeks)
Analysis and finalization of findings	Evaluation team	June/ July
Phase 3: Synthesis and report writing		
Synthesis	IEO/Evaluation team	By June
Zero draft ICPE for clearance by IEO	IEO	By end June
First draft ICPE for CO/RB review	IEO	End of July/ August
Revision and second draft for national stakeholder review	IEO	By August
Draft management response	Country office	September
Stakeholder workshop	IEO/ Country office	September/ October
Phase 4: Production and Follow-up		
Report made available to the Executive Board	IEO	
Dissemination of the final report	IEO/ Country office	

1.5 Organisation of the report

The independent country programme evaluation report for the UNDP Philippines has five chapters. Chapter one outlines the purpose and methodology of the evaluation. Chapter two goes into detail on the overall effectiveness of the UNDP country programme since 2012. Chapter three evaluates the UNDP country programme relevance, efficiency and sustainability, followed by a review of cross-cutting interventions in chapter four. Chapter five gives the report's conclusions, recommendations and management response from the Country office.

2 Effectiveness of the UNDP contribution

This chapter outlines the effectiveness of UNDP's key development contributions in the Philippines in the three outcome areas, Democratic Governance, Inclusive Sustainable Development and Resilience and Peace Building during the current country programme 2012 to 2018. Annex two outlines the projects and programmes implemented during the CPD period to reach the outcome goals of each these outcome areas.

2.1 Democratic Governance

2.1.1 Overview

The present country programme document (2012 to 2018) as well as the current UNDAF (2012 to 2018) continues to identify democratic governance as a key area of focus for UNDP in the Philippines especially in the promotion of accountability, ensuring rights and enabling the participation of the poor in all aspects of governance through the strengthening of local governance and communities through both national and policy level support as well as work at the local level.

The country office has addressed democratic governance through a range of programmatic interventions. The largest level of intervention includes the continuous support for the provision of and access to water services at the community level which has had a strong policy advocacy approach at the national level for an improved, holistic, integrated approach to both water and sanitation service delivery as well as working with several local government units to ensure an integrated approach is introduced at the local level and communities gain access to water and sanitation services.

UNDP has also supported more broadly a range of projects with government counterparts addressing a number of key governance challenges including the development of a culture of human rights and empowering citizens to deepen democracy (with the Commission for Human Rights), making justice work for the poor (Supreme Court of the Philippines), developing a corruption intolerant society (Civil Service Commission), as well as the protection of indigenous peoples' rights (National Commission on Indigenous peoples).

More recently UNDP Philippines has entered agreements with the Government of the Philippines as a project manager and service provider using UNDP procurement and administrative systems to accelerate the provision of services from government agencies which have been delayed due to bottlenecks within the government planning, budgeting and procurement systems. This government cost sharing approach (GCS) is the National Acceleration Modality (NAM) in the Philippines. In addition to the accelerated implementation approach, central to the process is also technical assistance and capacity building support, financed through project savings or a technical assistance fund (2 per cent of project funds) as well as a third party monitoring approach that engages citizens in overseeing project implementation and

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ensuring accountability.¹⁹ The use of UNDP systems and procurement expertise was also hoped to bring about savings through a more competitive tendering process as well as VAT free procurement.

Two projects are currently being implemented under NAM. Firstly, a project with the Department for Education, the "Development Support Services 2016 K to 12 Basic Education Programme of the Philippines Department of Education" (DepEd project) to deliver US\$ 63 million of information, communication and technology (ICT) equipment to over 5,000 schools across the Philippines in 2016 and 2017 the majority of which are remote and disadvantaged areas, coupled with a third party monitoring approach undertaken by local civil society organizations (CSO), to ensure full delivery and community participation. A public finance management (PFM) assessment and training package is being designed to strengthen current PFM systems and procurement approaches. This DepEd ICT project is part of a broader strategy by the Government of the Philippines to strengthen and improve the K-12 education system.²⁰

A second project with the Department for Social Welfare and Development (DSWD) saw UNDP engaged to provide procurement and management services to implement a portfolio of 555 projects (over 1,000 smaller projects), valued in total at over US\$ 11 million part of the Government of the Philippines "Bottom up budgeting" nationwide programme.²¹ The portfolio of projects under the BUB project, included small infrastructure projects such as community centers and training centers to the provision of wheelchairs and other assistive devices.

UNDP Philippines is now actively pursuing a number of NAM projects with several government agencies. Given that the current portfolio is important to the country office going forward and that the proposed portfolio for the future is financially large, coupled with the fact that such Government cost sharing agreements (GCS) are being aggressively pursued by UNDP globally as well as in the region, the evaluation looked closely at current experience in implementation.²²

Government Cost Sharing Approaches are in line with a general shift within UNDP from being perceived as donors towards linking with Governments as development partners and supporting them in overcoming poor government service delivery and implementation through UNDP systems and UNDP's proven track record in development.

¹⁹ A-I-M tracks of engagement. Accelerated delivery of goods and services through the short term use of UNDP systems. Institutional reforms and capacity building for government in the long term and Monitoring by engaged citizens for accountability.

²⁰ <https://ph.news.yahoo.com/pnoy-launches-k-12-program-092701405.html>

²¹ <http://openpub.gov.ph/> The BUB project was established by the previous Aquino administration in 2012 with the aim of making budgets and planning more responsive to local needs by allocating funds for LGUs to develop activities and interventions through the participation of communities and CSOs. In 2016, the BUB project was disbursing PHP24 billion (US\$474 million) for LGU activities across a range of government agencies under the management of the Department of the Interior and local Governance (DILG) as the main project management office.

²² In 2015 the Asia Pacific region had GCS agreements covering 3 per cent of programme funds. A 2 year target was set to raise this to 10 per cent. In 2017 the target was revised to 15 percent (public and private funding)

2.1.2 Effectiveness of UNDP's contribution

Finding 1: UNDP has played a strong role in the improved provision of services, especially integrated water and sanitation, through the introduction of a more comprehensive, integrated and coordinated governance approaches for service delivery. This has included the introduction of regional hub approaches to governance structures, improving levels of participatory governance and collaboration that are in turn replicable across a range of service delivery areas and governance interventions.

UNDP has a long history of supporting the Philippine government across a range of governance support interventions that has included upstream policy support and downstream interventions and local governance support. One continued area of support across the CPD period has been the development of improved and integrated water and sanitation support and governance, primarily through the “Promoting of Water and Sanitation Project”, where UNDP, through a highly collaborative and multi-partner approach has demonstrated the need for strong and integrated governance in order to successfully deliver key government services.

The programme was implemented jointly between UNDP and three other UN agencies, UNICEF, WHO and UN Women, along with two main government partners, the Department of the Interior and Local Government (DILG) and the Department of Health (DoH), and developed a number of regional water and sanitation hubs in 15 of the 17 administrative regions of the Philippines. The hubs bring together local academic institutions, CSOs and water/ sanitation/ hygiene service providers to ensure that planning and financing for water and sanitation is brought together and considered holistically across government agencies, communities and all involved agencies.

As the multi-partner water and sanitation programme comes to an end in 2017, DILG is moving towards the positive adoption of the approach and has started integrating it into the Government water and sanitation programmes under its mandate to ensure a more holistic and integrated planning approach is adopted for optimal access of water and sanitation services. They are also considering the inclusion of UNDP to help support the approach in future government programmes to ensure lessons from the iWASH programme are integrated into the governments flagship safe water provision programme, Salintubig.

Finding 2: UNDP support to regional human rights issues and the development of a regional human rights commission (RHRC) in the Autonomous Region in Muslim Mindanao (ARMM) was the first of its kind in the Philippines and was in many ways ground breaking, providing access to human rights services for remote groups who would not normally have access to such services.

The support that UNDP was able to give to the development of the Bangsamoro Human Rights Commission (BHRC) and the development of field offices and human rights monitoring centres (HRMC) in the remote islands of Basilan, Sulu and Tawi Tawi broadened access to human rights services in the ARMM region enabling remote communities facing considerable challenges and pressures, to access human rights and legal services due to the ongoing conflict in the area.

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The structures established under the UNDP interventions (Strengthening Institutions for Peace and Human Rights), included training and support which led to 4,524 people having their cases docketed with the regional human rights commission (RHRC) via the three HRMC, over little more than a 2-year period, including support to those imprisoned from the islands. The initiative included the participation of gender groups enabling them to lodge a number of human rights abuses with the programme helping to end a “culture of silence” that had endured in the area.

Work during the period of the project also ensured that the RHRC architecture and structures were more widely reflected in the Bangsamoro Basic law though this faced challenges due to further conflicts in 2015 and also due to delays in the approval of the law. As the human rights monitoring centres were absorbed into the administration of the ARMM their future has become uncertain as they face reduced financial resource commitments, staffing reductions (from seven to three) which has in turn led to reduced levels of cases being brought to the RHRC. This comes at a key time for the peace process in Mindanao with the resubmission of the draft Bangsamoro Basic law and also increased pressures on human rights from groups unaligned to the peace process.

Finding 3: UNDP has developed a number of programmes targeting and supporting a range of vulnerable groups including the poor, female migrants, women, indigenous groups and groups impacted by HIV and AIDS. Activities and interventions remain somewhat limited in nature and lack a medium to long term strategic plan or sustainability focus. At the same time synergies across interventions and targeting of vulnerable groups could have been further explored.

UNDP has continued to target and has been responsive to the needs of marginalized groups across the Philippines and has tried to address their needs and access to services and support throughout projects across all outcome areas. This has included support to HIV and Aids affected groups, mostly men, through the “Scaling-up effective & Sustained HIV & AIDS response”, work with indigenous groups through the “Protecting Indigenous People’s rights” and “Indigenous Communities Conserved Areas” programmes under the DG and ISD portfolio’s, support to female migrants and their families through the “Oversees Filipinos Remittances for Development” and finally the poor through the “Making Justice work for the poor”. Other programmes and projects, such as the Yolanda Typhoon response and recovery interventions ensured minority groups were targeted and covered by support.

All of these interventions have had policy level interventions working closely with the Government in their respective areas to ensure that government policy, strategies and programmes targeted at vulnerable groups are responsive to the needs. They have also worked closely with communities to improve their access to services and needs. This has included increased understanding for Indigenous groups of their environmental justice, human and democratic rights through the Empowering Citizens to Deepen democracy programme with the Commission on Human rights and the Making Justice work for the poor programme with the Supreme Court of the Philippines.

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Finding 4: UNDP has recently expanded its governance operations into new service delivery areas acting as a delivery agent for the Government of the Philippines under a National Acceleration Modality (NAM) starting with two large projects in 2016, with more NAM projects with several government agencies in the pipeline for 2017 and beyond. The transition was challenging to a degree for the country office and programme design, risk assessment, partnership development, financing and management arrangements, reporting structures and implementation modalities have all come under pressure.

The “National Acceleration Modality” (NAM) approach is structured to enable the government of the Philippines to accelerate public service delivery and avoid costly delays in programme implementation through a partnership with UNDP and the use of UNDP’s mature and transparent procurement and programme management systems.

Central to the NAM partnership has been the recognition and promise of technical assistance and capacity building activities from UNDP to address weaknesses in the Government service delivery structure. Activities and studies to address these weakness along with associated project management costs are to be financed from savings through the use of UNDP’s procurement system and approach which enables in some part more competitive bidding and to a degree lower prices. Further savings are also available from UNDP’s VAT free status for procurement. These savings will also support third party monitoring systems that engage CSOs and communities in overseeing the delivery of public services. Ultimately, the arrangement ensured that promised government services were delivered to communities in an accelerated and timelier manner.

At the time of the evaluation the two NAM projects under implementation had had varied implementation experiences. The two projects are very different in structure as detailed above. Both projects faced issues in design and planning and UNDP found, on adoption of the projects, issues in the structure, budgeting and readiness of both projects. As a result of the issues UNDP had to redesign and restructure some parts of the projects, primarily in the Bottom-up-Budgeting (BUB) project with the Department of Social Welfare and Development (DSWD). A desire to move quickly on agreement by both parties at the design and approval stages of the projects meant that project documents often lacked the level of detail normally required, at the same time some presumptions did not hold once programmes went into implementation. A change in administration following May 2016 elections also led to some delays and implementation issues as the approach had to be further discussed and agreed with government partners and leaders.

The “Development Support Services 2016 K to 12 Basic Education Programme of the Philippines Department of Education” (DepEd) project supplying ICT equipment to schools across the Philippines has seen success in its implementation and is close to completion as designed, especially in the accelerated procurement and disbursement of a considerable amount of ICT equipment across the Philippines, despite some challenges not unexpected in a project of this size. Over 5,000 schools have received ICT packages of computers and monitors, servers; LCD projectors, solar energy systems and other equipment to better serve their schools and which is central to the delivery of curricula for the new K-12 approach. As part of the implementation of the project, US\$500,000 of UNDP regional pipeline support was provided to implement an innovative third-party monitoring system (TPM) as well as PFM assessments. Under the TPM system, UNDP partnered with over 240 CSOs and community based groups across the Philippines to

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engage with communities and schools in overseeing the delivery and installation of ICT equipment at the school level, often in very remote locations. The TPM approach was important to ensure that full packages of ICT equipment were delivered to schools and if items were missing or broken they were replaced quickly by providers. It also ensured there was no misappropriation of equipment.

Though the DepEd project has seen successful implementation it did face challenges initially. When the agreement was signed numerous schools were not ready for the new ICT equipment, with some lacking facilities to house ICT labs or had inadequate access to electricity and even plug sockets to use the computers. At the time of the first project board meeting in January 2017, it was reported by the TPM groups that half of schools assessed rated at the time (162/ 332) were rated as still not being ready for the delivery of ICT equipment.²³ Many schools are very remote making delivery extremely difficult and often requiring ICT equipment to be unpackaged for transportation. Safety was also a concern, especially where ICT equipment is being delivered to schools in conflict areas with the TPM groups central to ensuring safety during delivery.

In the case of the implementation of the Bottom-up-Budgeting (BUB) project, challenges were faced by UNDP from the outset. The BUB project saw UNDP take implementation responsibility for 555 projects²⁴ valued at US\$ 11 million across a number of LGUs who had struggled with the initial implementation of agreed BUB projects prior to UNDP's involvement. Assurances were given on the signing of the project document that all projects had the correct supporting documentation (budgets, project design documents etc.) to aid their immediate implementation. However, when implementation started it was realized that over a 175 small construction projects and several small procurement projects (such as the purchase of assistive devices including wheelchairs) contained in the project document were not ready for implementation as expected and did not have adequate supporting documentation. This forced UNDP to restart the planning and budgeting process with a number of local communities and LGUs and led to a more than 12 month delay in bringing many projects to just the tendering position.²⁵

The BUB team spent considerable time putting the projects on track in cooperation with LGUs and DSWD. Despite putting a programme management team in place from the beginning of the BUB project (at some expense) no actual construction work had started by the 3rd Quarter 2017, though some procurement had been undertaken and disbursed to LGUs. By the third Quarter, 2017, 55 projects, 10 per cent had been delivered to LGUs and communities with the project due for completion in November 2017.²⁶ At transfer to UNDP the list of 555 projects to be implemented under the BUB project included several activities UNDP could not undertake (such as cash grants to communities). UNDP's own system in hiring, providing security approval for staff travel and also the procurement system itself (which best provides cost savings under a package tendering structure) led to more delays. Communications and reporting between DSWD and UNDP was also problematic leading to further misunderstandings and some further delays.

²³ UNDP 4:2017, Minutes of the DepEd project board

²⁴ UNDP: 2017 3rd Quarter report to DSWD, on unpacking the transferred projects it was found that under the 555 agreed projects were 1,093 distinct sub-projects.

²⁵ At the point of the data collection mission, April 2017, tendering for batches of small infrastructure projects was just under going a tendering process.

²⁶ BUB Project Board Meeting minutes and presentation, May 2017.

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The evaluators understand the challenges faced and the need for entering into the BUB project (and DepEd project) quickly, however these have could have been consolidated and recorded more clearly, to aid future learning and to strengthen the proposed portfolio of NAM projects under negotiation and design. A more tentative approach should have been taken when entering into NAM projects. When issues were found early in the implementation of the BUB project a renegotiation of project parameters should have been undertaken quickly. Poor planning on both sides meant that costs were incurred and delays seen which have led to a straining of relations between UNDP and government partners (DSWD and LGUs) who at the time of the evaluation had not yet received the majority of agreed projects in the case of the BUB project.

In both cases the projects were approved and signed under the previous government administration. Elections in May 2016 and the change of administration meant newly appointed under-secretaries and staff across ministries. The new administration had several questions and needed further clarification of the NAM projects and approach before they felt comfortable with the arrangement. The approach has also led to some questions from the Philippine Commission on Audit as to its legality and who has the authority to audit the projects given that it is Government funds (UNDP Office of Audit and Investigation or the Philippine Commission on Audit)²⁷. However, the legality of the arrangement is documented and Government Procurement Policy Board and the Commission on Audit both acknowledge the legality of the approach.

Improved financial and implementation reporting and more regular project board meetings could have helped overcome some of this uncertainty. Reports and meetings have not been held regularly and are often delayed, leading to delayed planning, decision making and implementation. A further challenge to NAM projects, given they have underlined the financial savings through the approach, has been the numerous implementation costs and UNDP administrative and implementation charges assigned to project funds, including i) a three per cent general management support (GMS) cost, ii) project staff costs, iii) UNDP direct programme cost (DPC) recovery and iv) a technical assistant fund cost of two per cent. At the same time savings due to UNDP's VAT exempt status is not yet apparent in the BUB project and is likely not forthcoming. In the DepEd project an underestimation of initial costs when the project was transferred to UNDP meant that overall savings did not reach the levels hoped which in turn could impact levels of capacity building. Worryingly, in the case of the BUB project some outcome scaling back may be needed to ensure the project is brought in within budget.

Central to the agreement for NAM projects is the accumulation of funds for technical assistance (two per cent of programme funds) and to support capacity development and support to improve the Philippines procurement system and other agreed areas of support to ensure the Government of the Philippines can better deliver services itself without the need for support from UNDP. This is also essential to ensure sustainability of the approach. In the DepEd project, initially UNDP regional pipeline funds were used to

²⁷ The legality of UNDP's VAT free status and the authority of the UN over Philippine laws, including audit requirements is based on the Convention of the Privileges and Immunities of the UN of 1946, which was acceded to by the Philippines in October 1947 and the Standard Basic Assistance Agreement (SBAA), which was entered into between the Government of the Philippines and UNDP in July 1977.

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start a PFM assessment and some training has started and will be financed in the future from accumulated savings and the 2 per cent technical assistance funds.²⁸ In the BUB project other than on the job support it is unlikely that any technical support or system assessment will be carried out or that funds will be available for more PFM focused support. At the time of the evaluation the technical assistance approach was not clear and as a result it was unclear if funds accrued were adequate to cover the needed levels of technical assistance and support. Partners were also unclear as to the use of accrued technical assistance funds and further negotiations may be needed in the future.

Finding 5: UNDP has continued to support a range of interventions and programmes in human rights, democratic governance, anti-corruption and access to justice in partnership with key government partners in these areas. These interventions would have been better served under improved strategic planning approaches with partners and stakeholders. UNDP Philippines continues to operate a large number of small annually planned and funded projects and activities in this area with little or no strategic focus evident or medium to long term strategic plan, which limits overall impact as well as the opportunity to leverage funds for broader interventions in existing and emerging areas of need.

These key governance areas have been central to much of the democratic governance work of the Country Office over the period of the CPD and the office has developed strong partnerships with a number of key government stakeholders in areas such as human rights, the deepening of democracy (the Commission on Human Rights), anti-corruption (Office of the Ombudsman) and access to justice for marginalized groups (Supreme Court of the Philippines). Accumulatively, six of these programmes have disbursed over US \$2.5 million over the CPD period.

These projects constitute important areas of support for the Philippines as well as in key UNDP focus areas in general. They have contributed to numerous activities during the CPD period and have supported a diverse range of outputs and activities, all of which are important to the strengthening of access to justice, human rights, the deepening of democracy and the ending of corruption. However, the support has been financially small, supported by unclear and fluctuating annual funding which is often late in disbursement to the Country office due to UNDP approval and fund distribution processes, and has not been strategic in leveraging the limited funding with a more strategic and targeted approaches that in turn might attract further support and funding from other donors to enable greater impact.

UNDP has supported two programmes with the Commission on Human Rights in the Philippines (CHRP), the Empowering Citizens to Deepen Democracy (2012-2016) and the Nurturing a culture of human rights programme (2012-2016) both of which have undertaken similar activities in the integration and growth in understanding of human rights and the advancement of the understanding of democracy. For both programmes there is some minor consistency of focus from year to year, though in many cases intervention support is ad-hoc and even one off in nature. Both projects have also suffered from varied

²⁸ August 2017, Department of Education officials and staff undertook a 4-day training “Introductory Certificate in Public Procurement (CIPS), supported by UNDP Global Procurement hub in Kuala Lumpur.

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annual funding that has made it difficult to plan appropriately.²⁹ One constant area of support has been activities in support of the Philippines Human rights commitments under various treaties and work to ensure these commitments are integrated nationally. This has included financial, technical and logistical support to the CHRP for the Universal Periodic Review (UPR).

Support from the Corruption intolerant society programme (2013-2016) and the Making justice work for the poor project (2012-2016) with the Office of the Ombudsman and the Supreme Court of the Philippines respectively have had a central environmental justice focus and have strengthened their ability to hear environmental complaints, especially against LGUs and solid waste disposal in the case of the Ombudsman and addressing issues of environmental justice in general and especially for indigenous people in the case of the Supreme court. However, other activities appear small in nature and somewhat ad hoc in design, again possibly due to variations in budgets.

Finding 6: UNDP has always worked towards ensuring strong partnerships and participation in programme and project implementation between Government, UNDP, implementing partners and civil society organisations, communities and a broad range of stakeholders. This approach has strengthened project implementation with government, service delivery through NAM projects and within other outcome areas, which can be replicated across other interventions.

Across outcome areas and programmes UNDP has always strongly engaged with CSOs, communities and other stakeholders in its development work. This can be seen in the innovative regional hub approach detailed above for service delivery, especially for water and sanitation services.

In Disaster Risk Management (DRM), examined in more detail later in this evaluation, UNDP has placed community planning and participation in DRM preparedness planning as central. Equally, disaster response and recovery work has engaged and worked closely with communities in enabling them to respond and recovery from disasters. This is outlined in detail further in the report.

UNDP has used a “third party monitoring” (TPM) approach to ensure monitoring and ownership of a number of programmes. This included an independent Third Party monitoring team (TPMT) to monitor the Peace Agreement implementation under the comprehensive agreement in Bangsamoro. Recently UNDP has used a TPM approach to ensure disbursement of ICT equipment being supplied to schools under the DepEd project, with considerable success.

UNDP has clearly developed comparative strength in TPM approaches and the engagement of CSOs to oversee and monitor implementation of a variety of activities and programme aspects. However, this remains very much a programmatic approach. In the case of the DepEd project the TPM was central to the approach to the disbursement of ICT equipment, ensuring engagement with communities. Without it UNDP may have had to invest in a larger programme implementation staff team. While the initial funding

²⁹ The planned budget for the Culture of Human Rights Programme has varied considerably as follows: 2012; US\$ 177,000, 2013; US\$ 130,000, 2014; US\$ 109,000, 2015; US\$ 120,000, 2016; US\$ 57,500. The Deepening democracy programme has seen even greater variance in planned budgets, 2012; US\$ 120,000, 2013; US\$ 257,000, 2014; US\$ 60,000, 2015; US\$ 265,000 and 2016; US\$ 57,500

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for the TPM was provided by UNDP regional hub in order to trial and prove the approach, in the later stages of the DepEd Project it was being financed directly from savings made by the project.

2.2 Inclusive Sustainable Development (ISD)

2.2.1 Overview

Support in Inclusive Sustainable Development (ISD) in pursuit of the UNDAF's outcome 4 has focused on interventions in support of Disaster Risk Management as well as a strong focus on environment and natural resource management.

Disaster Risk Management (DRM)

Annually the Philippines is hit by several typhoons causing considerable damage to agriculture and infrastructure. The Philippine government has strong interagency DRM structure illustrated by the National Disaster Risk Reduction and Management Council (NDRRMC) overseen by the Office of Civil Defense (OCD) as well as National Disaster Risk Reduction and Management Plan (NDRRMP) (2011-2028). The UNDP CC/DRM portfolio is strongly aligned to these goals and aims to strengthen resilience and adaptive capacity through integration of climate change and disaster risk reduction into development planning, human capacity and mobilizing resources for disaster risk reduction, climate change mitigation and climate change adaptation.

Environment and Natural Resources (ENR)

In recent years the Philippines has made a number of gains in environment and natural resource management and has developed an active legislative programme. The country met its MDG target for improved sanitation and the target for safe water supply and has set even higher targets in its latest development plan and recorded improvements in some natural resource indicators including a small recent increase in forested area after a long and substantial decline; an increase in the number of protected areas; a substantial decline in ozone-depleting chlorofluorocarbons; and a reduction in household solid fuel use.

Despite these achievements, environmental challenges persist across the Philippines and require urgent attention. These include major environmental issues such as challenges to habitat and land use from logging, mining and over-harvesting of resources, increasing population and land conversion for farming, housing and infrastructure, limited land tenure rights and though the country has a strong environmental policy and legislative foundation enforcement remains a challenge.

UNDP Philippines environment and natural resource portfolio continues to be one of the key pillars of the organisations work, making up the largest share of programmes and financing (when excluding disaster response and recovery work and NAM programmes). Most, if not all, environmental work has been funded through the Global Environment Facility (GEF) vertical fund and is managed and implemented by

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government partners, especially the Department for Natural Resources (DENR). The environment and natural resource strategy and portfolio was designed to align with the Philippine government's priorities for development as well as UNDP's.

2.2.2 Effectiveness of UNDPs contribution

Finding 7: UNDP has developed comparative strengths and strong value added in its Disaster Risk Management (DRM) support, developing a broad range of interventions and support to better prepare LGUs and communities for possible natural disasters.

National Level agencies and the National Disaster Risk Reduction and Management council (NDRRMC) have strong levels of coordination and cooperation in mainstreaming Disaster Risk Management and climate change into national planning. UNDP has been highly active on connecting this national level policy and planning work with LGU and community level practices ensuring that upstream work is being integrated downstream into LGU development plans.

Most UNDP disaster risk management programmes have focused on the improvement of LGU planning, land use planning and the inclusion of DRM within plans. The interventions have also ensured that plans are driven and informed by community plans and the programmes have worked with LGUs to develop community and Barangay plans that include a DRM consideration. The Australian and New Zealand government's, have been highly supportive of UNDP in this area and have recognized their experience.

Programmes supporting LGUs and communities to be better prepared for natural disasters have included Hazards mapping and assessment for effective community risk management (READY) (2006 to 2015), which worked to institutionalize DRM at the national level and support the development of tools to assist LGUs to develop their development plans and integrate DRM as well as coordinate with central governments. The Integrated Disaster Risk Reduction and Climate Change Adaptation in Local Development Planning and Decision Making Processes (2009-2015) similarly worked with LGUs to develop risk and land use maps and integrate DRM into development plans across a number of LGUs. The Twin Phoenix Project (2012-2016), which itself has been expanded in response to Typhoon Yolanda under the Resilience and Preparedness Towards Inclusive Development (RAPID) (2014-2015) under the management of the Climate Change Commission also sort to support LGUs and communities in their DRM planning, with mixed results recently.

The Enhancing Greater Metro Manila Institutional Capacities for effective disaster/ climate risk management towards sustainable development (GMMA READY)(2011-2016) and the Resilience capacity building for cities and municipalities (2012-2016) to reduce disaster risks from climate change and natural hazards (ReBuILD)(2012-2016) supported more urban LGU and community capacity building and DRM planning and knowledge manage systems.

Overall UNDP's approach to DRM has recognized the strengths in the national system and has supported and aligned interventions with the plans of the government and the NDRRMC members supporting upstream policy work where possible, including support to a sunset review of the DRR law 2010, in 2015

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to identify adjustment needs and institutional gaps following five years of implementation and following the experience of the Typhoon Yolanda.

Finding 8: Disaster risk management (DRM), preparedness and planning support and subsequent disaster response work, despite the successes outlined above, was not well coordinated within UNDP country office, with two outcome areas, ISD and RPB implementing DRM work with little knowledge sharing and some duplication of activities and products.

Disaster response and recovery work and disaster preparedness support to LGUs have operated under two separate outcome areas in the UNDP Philippines country office. The support in DRM under the ISD cluster has been well coordinated and has built on its experience across a range of DRM work over the years and has developed tools and approaches that are easily adjusted for location and adoption and integration by LGUs. However, the linkage and coordination of this support to similar interventions being undertaken under the RPB cluster is not apparent. This was clear during the recovery phase from typhoon Yolanda where programmes under the response element and those existing under DRM preparedness did not leverage or maximize the learning from the experience already available within UNDP in DRM, using existing knowledge or tools, rather they started the process afresh without using the internal experience, expertise and comparative strengths of UNDP.

This continues to be apparent despite previous coordination challenges being recognized and measures being put in place to improve coordination. The Australian financed and CCC implemented RAPID programme has undergone delays recently due to implementing partner leadership and technical staff changes, which has required the programme to make adjustments to its work plan.. The adjusted work plan appears unrealistic in the limited timescale left for the programme and has not considered or coordinated with existing DRM projects responding to the typhoon Yolanda in the same area, including the UNDP/EU financed programme which has had considerable success in recent years, including in LGU DRM and CBDRM approaches.

The RAPID programme aims to build DRM and CBDRM capacity in 150 barangays in 12 municipalities LGUs over a very short time frame not recognizing that CBDRM especially is not just a training exercise or simple process but requires a long term engagement to gain trust and understanding. UNDP already has considerable experience in this area through its past engagement with LGUs and communities. A sharing between the EU /UNDP Recovery and RAPID project should have been facilitated, including participation of other non-Yolanda DRM programme staff. The EU/UNDP recovery project did not develop an exit strategy to ensure important learning from earlier projects is not lost in developing operational guidelines for CBDRM.

Coordination and management issues in DRM were acknowledged by the Country office and structural changes were being implemented at the time of the evaluation to address these coordination issues and ensure improvements in the future.

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Finding 9: UNDP’s environmental portfolio builds on UNDP’s comparative strengths in institutional capacity building and has successfully supported the implementation of a range of environmental and natural resource activities in partnership with the Philippine government which has had a balanced mix of upstream and downstream impacts that are strongly aligned to Philippine national priorities and their commitments as well as UNDP’s own strategic priorities.

The environment and natural resource portfolio is largely financed by the Global Environmental Facility (GEF). Under GEF 5, the Philippines received a total allocation of US\$39.38 million with US\$30.5 million (77.45%) allocated for biodiversity, US\$7.47 million (18.97%) allocated to climate change activities, and US\$1.36 million (3.4%) for land use activities. The support in general takes the form of capacity building (i.e., trainings local and abroad/regional), preparation of plans, and pilot testing of strategies in select areas, amongst others. The environment portfolio is designed to contribute to the national development plan as the overarching guiding framework with a focus on production and growth.

The largest of these biodiversity interventions include; Partnerships for biodiversity conservation (2010-2016); Expanding and diversifying the national system of terrestrial protected areas in the Philippines (2009-2016); Strengthening the marine protected area system to conserve marine key biodiversity areas (2014-2020); Sulu Celebes Seas Sustainable Fisheries Management (2009-2016); Sustainable Management of Highly Migratory fish stock (2014-2017); Support to eligible parties to produce the fifth national report to the convention on biological diversity (CBD) 2011-2020 (2012-2016): and a number of smaller interventions.

These programmes have supported biodiversity management across the Philippines including a policy and management review for biodiversity and environment under the environment framework plan and the Philippines biodiversity strategy and action plan (PBSAP) as well as detailed financial needs assessment. Biodiversity support also enabled the establishment of new conservation areas and strengthened the management of existing parks and conservation areas³⁰. Policy support was also given to ensure biodiversity was mainstreamed and included in land use plans across 1,634 LGUs as well as the production of tools to promote biodiversity friendly businesses.

UNDP has continued to support the Philippines in climate change adaptation and mitigation and has long worked in partnership with the government on this. UNDP has supported both upstream work to strengthen the Philippines participation in international treaties through support to the second national communication on climate change as well as other guidance and support.

Downstream, UNDP supported the scaling-up of risk transfer mechanisms for climate vulnerable agriculture-based communities in Mindanao (2014-2017), which introduced a weather based insurance system (WIBI) protecting and insuring farmers’ crops from weather based losses. The WIBI pilot in Mindanao saw 2,413 farmers insured against weather based crop losses for rice and corn crops and established a payment system that benefitted 178 farmers for losses valued at US\$29,700. A significant other success was support to the formulation of a bill within the Philippine House of Representatives and

³⁰ Including Samar Island National Park, Local Conservation Areas (LCA) and Indigenous Communities Conserved Areas (ICCA) covering 43,000 hectares

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Senate that mandated the Philippines Crop Insurance Corporation (PCIC) to offer (weather) index based insurance coverage and reinsurance. It is now likely that the WIBI approach will be expanded across the Philippines and into new crop areas providing considerable financial support to farmers affected by adverse weather. The expansion will be complicated and will require continued support, possibly through a follow up programme of support.

Finding 10: UNDP is well positioned to help the Government of the Philippines further address support to a whole of government environmental system and management structure that addresses some continued bottlenecks. At the same time support to the environment is tied to current funding channels and remains mostly programmatic. While individual projects and programmes have seen upstream and downstream success this could have been coordinated to produce greater synergies across programmes to leverage success for greater impact.

The environment and natural resource portfolio has focused on both upstream policy and downstream demonstration models, with considerable success within individual programmes. However, despite the high level of financial and technical support there remains a number of institutional level and capacity development bottlenecks for environmental management.

Though aligned with the government's environmental and natural resource strategies and policies the portfolio remains programmatic and single intervention based, with only some follow up through either second phase programmes. This is both a weakness and opportunity for the work undertaken in that the overall portfolio both meets the needs of the Philippines and its environmental challenges but could have better drawn on programmatic synergies to be more strategic in addressing these needs across the portfolio of environmental programmes, prioritizing and leveraging impact and results. Programmes open, close and are then evaluated but there is little evidence of ongoing sustainability and impact beyond the project.

UNDP has previously supported the government of the Philippines and stakeholders and partners in undertaking a situation analysis, including a national capacity assessment of Philippine capacities to meet country obligations to three UN conventions³¹ (2005) and a programme to strengthened coordination mechanisms for effective environmental management (STREEM) in the Philippines (2009), however this was some time ago. More recently UNDP has supported a sunset review of DRM and climate change policies and strategies in the Philippines (2015).

³¹ UN Framework Convention on Climate Change, UN Convention on Biological Diversity, UN Convention to Combat Desertification

2.3 Resilience and Peace Building

2.3.1 Overview

Peace Building

Over the CPD period UNDP continued to give support to the peace process in Bangsamoro, building on the work undertaken during the previous CPD cycle. Following peace talks and the signing of a Framework Agreement on the Bangsamoro in October 2012, UNDP has continued to support the peace process included resilience and resettlement support to communities displaced and impacted by violence. Though there have been some upheavals to the peace process there have also been delays in the passing of the Bangsamoro Basic Law, however UNDP has continued to be a strong supporter of the process supporting both the ARMM administration and Philippine Government and Office of the Presidential Adviser on the Peace Process (OPAPP), communities and CSOs.

Resilience Building

The CPD period has been a turbulent period for the Philippines with three of the largest typhoons the country has ever seen hitting in succession starting with Typhoon Pablo (Bopha) in November 2012, followed by super Typhoon Yolanda in November 2013 (Haiyan), and then Typhoon Glenda (Rammason) in July 2014, This is in addition to the numerous annual typhoons and tropical storms that hit the Philippines.

These storms and typhoons as well as the annual monsoon rains often lead to considerable flooding across Manila and other cities in the Philippines. In addition to high intensity storms and typhoons the Philippines is also at risk from a high number of earthquakes annually, which has included the 7.2 Bohol earthquake in October 2013 and the 6.7 Visayas earthquake in February 2012, which caused considerable damage and loss of life.

The Philippine government has considerable experience in monitoring, tracking and responding to natural disasters and has put in place a strong response mechanism under the National Disaster Risk Reduction and Management Council (NDRRMC), which developed a comprehensive National Disaster Response Plan. The Government of the Philippines rarely calls for external assistance in response due to this strong system, though the sheer scale of Typhoon Yolanda led the Government to accept assistance from a wide range of bilateral and multilateral agencies including UN agencies.

2.3.2 Effectiveness of UNDPs intervention

Finding 11: UNDP's continued presence and experience in disaster response, recovery and preparedness in the country has enabled it to be a strong partner with local and national governments in responding to disasters in the country. UNDP has built valuable experience and knowledge of the needs of

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communities during the response stages of disasters and the transition to recovery as well as strengthened preparedness to address any future disasters. At several times UNDP has been a leader in response and recovery work and has set construction benchmarks for housing and evacuation centers.

At the start of this CPD cycle UNDP was in the middle of a large (US\$ 3.6 million) EU/ UNDP funded comprehensive recovery and rehabilitation program for internally displaced persons and communities in conflict-affected and conflict-vulnerable areas in Mindanao (2011-2014). The EU/ UNDP funded programme focused on the return or resettlement of communities displaced by conflict and supported them in access to health and education facilities, improved livelihood opportunities and training support as well as supporting and strengthening the capabilities of LGU's and local disaster coordinating councils (LDCCs). The programme worked closely with CSOs in the region to support communities to return or resettle and improved access to health, education and water and also aligned interventions and community support to the developing peace process.

Typhoon Pablo (Bopha) in November 2012 devastated eastern Mindanao and displaced almost 1 million people, killed 1,900 and caused considerable damage. UNDP responded quickly to the typhoon with a time-critical debris management programme in Pablo affected areas focusing on immediate clearance work and created employment for 5,000 people engaged in cash for work activities during the clearance period.

This was followed in October 2013 by the 7.2 Bohol earthquake which saw a comprehensive response from UNDP financially supported by the Australian and Japanese governments focusing on i) debris management and emergency livelihoods ii) income recovery and iii) strengthening government institutions for disaster risk reduction and management.

When the Philippines was hit by super Typhoon Yolanda in November 2013 the response unit was already actively engaged in responses to three disasters, all of a different nature. Despite this, in preparation for Typhoon Yolanda and prior to it making landfall in Tacloban, UNDP was able to put people on the ground to ensure a rapid assessment was available as to the nature and severity of the Typhoon. The devastation and death toll from the Typhoon was unprecedented. The country office was immediately involved in a multi-sector rapid assessment (MSRA) and was able to mobilise further staff from its ongoing crisis programmes in Mindanao and elsewhere to support and coordinate a response.

A SURGE team arrived in the country quickly with a full team in place within two weeks of the disaster. The team quickly went about developing a response plan which included i) debris removal ii) LGU capacity restoration iii) livelihood restoration and stabilization and iv) contribution to the rehabilitation of critical community infrastructure. Initial funding for response and then recovery work did not reach the country as quickly as planned, however the country office did access over US\$ 40 million in funding for support in response and then longer term recovery works from UN agencies, the EU, Japan, Korea and Australia and New Zealand.

The debris removal work enabled a considerable number of local people to be engaged in cash-for work projects and provided light and heavy machinery to help in the initial clearance of debris. This not only

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ensured debris was cleared quickly but also injected much needed funds into communities and provided work for survivors of the typhoon, both men and women. The country office was able to quickly sign long term agreements with suppliers to ensure machinery and materials were available for the debris clearance work. Cash payment and distribution and contract signing in such a time sensitive situation had to move quickly in order to meet the needs of survivors and as a result normal guidelines and procedures, and even fast track procedures, were often over ridden by the country office in order to act quickly in the response.

Though ultimately UNDP successfully rose close to the required resources and moved from response to recovery quite smoothly, initial coordination between the SURGE team and UNDP CO was found in subsequent evaluations not to have been smooth.³²

The UNDP/ EU supported the move from response to recovery by building a comprehensive programme for focusing on four key results. Firstly, the rebuilding of infrastructure in a disaster-resilient way and to higher standards including model public buildings and construction of evacuation centers. Here the programme has been quite successfully with the construction of eleven high standard evacuation centers, which are built to international standards and have a multi-function purpose including as DRM coordination centers. The programme also successfully constructed and assigned 165 permanent shelters to relocate families in temporary housing and also act as a model for others. Many other donor and government projects at the time of the evaluation, some 3.5 years after Typhoon Yolanda were still not completed and were still under construction.

A further goal of the programme was to work with LGUs to introduce land management modeling approaches and shelter construction models to ensure the safe relocation of displaced people and communities. This was somewhat successful, however it is not clear if the models for housing and evaluation centers developed are financially viable for LGUs to implement themselves, as the higher costs are above the cost and budgets assigned by many government programmes. Some LGUs also reported that though they had implemented land use planning and knew of communities that either were still displaced or were located in areas that were vulnerable to future storms and typhoons, they either lacked land and/ or funds for relocation or faced reluctance from communities to move despite understanding the dangers of staying where they were.

Thirdly, the programme worked with communities to restore sustainable livelihood and employment. Again the programme undertook a very thorough livelihood programme, supporting a range of communities including farmers and fishermen, to return to their original employment and income levels and also supported them with access to markets and production and process capacity support. This also include the construction of markets in the permanent shelter area and some small business support. However, given that these communities were often poor or close to poor and continue to be vulnerable the programme could have considered the introduction of livelihood support that rather than reinforced previous income streams, often not sustainable and vulnerable, new opportunities and options could have

³² Ohiorhenuan and Mahapatra, 2014, After Action Review for Philippines Haiyan Typhoon

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been introduced. Equally interventions such as the new market constructed did not appear to have been fully thought through and had limited access to customers and may not be sustainable.

Finally, the programme worked closely with LGUs to develop their disaster response capabilities and linkages to national systems. Given the experience of LGUs and communities during Typhoon Yolanda, Government DRM staff were highly supportive of the capacity building component and felt they were better positioned to respond should their areas be hit by future typhoons. Provincial level staff also felt they were in a better position and were better equipped to coordinate responses across the area. The project implementation approach was monitored locally through a joint supportive role to local governments. It built capacity for community based DRM during the process, including enacting integrated problem solving around disaster resilience and bridging partnership for planning and actions between local governments with communities.

Finding 12: UNDP remains a trusted partner in the Bangsamoro peace process working closely with the ARMM administration, the Philippine government and the Office of the Presidential Adviser to the Peace Process (OPAPP) as well as communities in ARMM, supporting the Peace Process, the Bangsamoro Framework agreement, ARMM and the Bangsamoro Basic law as well as being a supporter of communities that have suffered from upheaval and displacement due to the conflict.

UNDP continued its support to the peace process and communities in conflict-affected areas in the move towards greater peace and the transition to the Bangsamoro Basic Law. UNDP worked closely with communities, outlined above, through its recovery and rehabilitation programme following displacement due to conflict. While this was primarily a recovery programme it also integrated a strong element of peace working with CSOs and communities to outline and increase understanding of what the Peace agreement would mean for communities that had been living with conflict for decades.

Work with communities has continued as the peace process transitioned to the adoption of the Framework agreement and the drafting of the Bangsamoro Basic Law. All programmes have supported communities and worked with them to ensure they understand the transition to ARMM and the Bangsamoro Basic Law. This has included the programme Increasing Public Confidence and participation in support of implementation of the comprehensive agreement on the Bangsamoro (2015-2016), which both advocated for the peace process and also worked with communities and LGUs to ensure that peace and recovery were central to their development plans. Other programmes, including this one, also targeted Youth, internally displaced persons (IDP) and women to bring them into the peace process and ensure their needs were reflected throughout the process.

Other programmes throughout the cycle have focused on strengthening the peace process through the Strengthening the National Peace Infrastructure Programme (SNPI) (2012-2016) and the Facility for the advisory support for transition capacities (FASTRAC) (2013-2016) supported by several donors, which promoted people centered security within the security sector as well as the institutionalisation of peace within national agencies and LGUs. The FASTRAC programme also gave technical advice to support in

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political autonomy, justice and security, basic rights, social justice, culture and indigenous peoples as well as transitory arrangements supporting the drafting of the Basic Bangsamoro Law (BBL).

These programmes are illustrative of the ongoing effort to support all sides of the peace process and the movement towards an autonomous region and was highly inclusive, working with Government institutions, LGUs and had a strong focus on ensuring communities are not left out of the process and understood what peace and autonomy would mean for them. UNDP has most recently engaged in the project Supporting an Enabling environment for sustainable peace in the Bangsamoro which continues to support the peace process and the move to autonomy and long term peace and which includes the continued support to third party monitoring teams (TPMT) to regularly monitor the implementation of the agreements between the Government of the Philippines and the MILF.

Finding 13: UNDP is well positioned to continue to support the Autonomous Region in Muslim Mindanao (ARMM), the transition and adoption of the Bangsamoro Basic law (BBL) in whatever format. UNDP's role in the implementation of the new Mindanao Peace and Development Financing Facility (seen in draft format) reflects this.

Many of the ongoing programmes outlined above are soon to come to an end and, while funding options are becoming more constrained, UNDP has looked to continue its support to the peace process and the adoption of the Bangsamoro Basic Law and the strengthening of institutions and communities during the transition. The establishment of the Mindanao Peace and Development Financing Facility offers a financial platform for continued support for the transition to the Bangsamoro Basic Law as well as broader development needs in Mindanao.

A similar multi-donor facility for Mindanao reconstruction and development managed by the World Bank is approaching completion. UNDP will support the secretariat of the facility while the UN Multi Partner Trust Fund (UN MPTF) will act as administrative agent. Given UNDP's strong experience in supporting peace and reconstruction in Mindanao and working with LGUs, CSOs and communities it is well placed to support the new facility as well as be a recipient of funds for development work in the area.

3 Quality of UNDP's Contribution - Relevance, Efficiency and Sustainability

3.1 Relevance of the UNDP contribution

Finding 14: UNDP continues to align itself closely with the Philippine Development Plan (PDP), initially with the 2011 to 2016 plan and more recently with the 2017 to 2022 plan, and places its partnerships with the Government and alignment within the Governments development focus as central. The Country office has also strongly supported the Government of the Philippines in addressing its global commitments and treaty ratifications.

UNDP has been quick to support the Philippines in its most difficult time when typhoon Yolanda caused considerable devastation. While it is quick to respond UNDP also ensures that its support has a longer term vision and in the case of response to typhoon Yolanda UNDP ensured that response moved quickly to recovery.

UNDP's support to DRM and also its environment support through the GEF programmes is also illustrative of the office's continued relevance to the Philippines as the country faces numerous climate change and natural disaster threats.

UNDP Philippines has also been quick to identify new needs and opportunities reflected through the multi-donor trust fund to support the peace process as well as the national acceleration modality for service delivery where the country office has aligned its own comparative strength and value added with the needs of the Philippine government as well as vulnerable groups.

3.2 Efficiency of the UNDP contribution

Finding 15: The Philippines country office and has made a number of changes to address previous ADR recommendations as well as those of the Office of Audit and Investigation (OAI) that have identified previous inefficiencies in the country office programme portfolio where the country office was seen as operating too many small and medium sized programmes with high implementation and operational costs.

The Country office has actively taken measures to reduce the number of small projects under annual operation and financing, and is in the process of developing a longer view strategy with more of a portfolio approach, especially in governance. This needs to be further embed into the new CPD approach. Such an approach would also be helped by a longer financial funding window for core-funds by UNDP itself, beyond an annual core-funding cycle.

Disbursement rates have been high over the period for all outcome areas, averaging around 84 per cent through reaching disbursement rates as high as 95 per cent in some years, which is especially encouraging

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given that the country office has implemented a number of time sensitive disaster response and recovery programmes as well as the new NAM approach.

It should also be noted that the period has seen considerable management upheaval within the UNDP country office with four Country directors between 2012 and 2015 and four UN resident representatives between 2012 and 2017.

Finding 16: The country office has shown strong commitment to M&E and has ensured in recent years that a dedicated M&E focal point is in place. Implementation of the evaluation plan for the period reflects mostly mandatory evaluations (GEF) over other evaluations meaning much of the work under the CPD periods has not been evaluated and little evaluation evidence is available to support the ICPE and the new CPD.

The current evaluation plan favors mandatory evaluations over all other types with seven GEF terminal and mid-term evaluations, with just four non- GEF evaluations, and three outcome evaluations that will no longer be carried out. Donors have also have implemented evaluations of their own of UNDP's work. Any future evaluation plan would benefit from a structure that is more reflective of the proposed programme portfolio enabling all aspects of the country office work to show some level of evaluation evidence to inform their work. At the same time evaluation and evaluation budgets need to be built into programme structures and agreements to ensure they are have funds to be carried out. This is especially the case with large programmes such as disaster response programmes and the new NAM approaches.

Finding 17: At the time of the evaluation the Country office was restructuring its programme areas, bringing the DRM teams in ISD and RPB together to increase coordination and improve use of resources and strengthen and encourage greater synergies across the office's work.

The country office could have increased its efficiency gains during the last CPD period by bringing the two disparate DRM teams together sooner, combining the experience of the DRM team, that operated preparedness work under the ISD umbrella, together with the recovery and response work undertaken, through RPB team and programmes who responding to Yolanda and other typhoons and disasters. This was an opportunity lost.

However, the country office is making some adjustments to its organizational structure to address this at the time of the evaluation and transitioning into the new CPD period.

Finding 18: The Country office's move to a large procurement and service delivery programme portfolio for the Philippine Government, which could dwarf the existing programme portfolio financially, has understandably been a challenge, though the level of challenge has varied by NAM project. The new approach was adopted and implemented within the existing office structure and democratic

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governance outcome area, putting strain on existing human resources, though additional resources were forthcoming to support the outcome team in implementation.

The process of designing the current NAM programmes, the signing of programme documents and initial implementation moved very quickly, to the degree that many programme prerequisites, levels of analysis and clear agreements with the government as well as detailed risk assessments were not put in place.³³ This has impacted the efficiency of the programmes implementation as well as increasing insecurity and risk in implementation and could lead to damage to partnerships with government, institutional reputation and could have had financial implications for UNDP if not managed.

At the same time existing programme and operational staff took on the new modality in new areas and at a scale not yet undertaken, placing them under increased pressure and which required a need for greater support and human resources capacity development, which was forthcoming to a degree. However, issues and capacity gaps, especially in the BUB project have not been addressed well. The project management team of the BUB project, the Programme management staff of democratic governance unit as well as the UNDP operations team have room to improve their level of coordination with weaknesses in coordination in the country office impacting the overall management of the project.

In the design of new NAM projects the country office has addressed the need for thematic knowledge through the leveraging of expertise from elsewhere in UNDP and has also ensured more detailed planning and risk assessments. As more NAM programmes are undertaken a cohort of dedicated staff with the appropriate skills should be put in place as well as detailed standard operating procedures for NAM programmes that cover design, programme document content, communication with partners, implementation and financial reporting and a varied risk analysis covering financial, implementation and reputational risk for UNDP.³⁴

As a service provider and development partner UNDP should not incur costs on projects it has not helped design, budget or plan, especially due to issues in the design of those projects and programmes. Agreements with the Government of the Philippines need to be clear on this and time spent and cost recovery clearly explained, detailed, reported and understood by Government partners. These may need to be simplified as at present the number of costs incurred is causing confusion and concern.

Where UNDP introduces a new approach, such as the TPM system for the DepEd project, and makes a financial commitment against this approach, monitoring and evaluation should be built in in order to show the government partners the cost and benefits of the approach.

³³ Project documents for draft NAM projects under discussion detail a more comprehensive planning and risk assessment approach

³⁴ Joint Assessment of the Institutional Effectiveness of UNDP, OAI & IEO/ UNDP, 40:2017 “When UNDP relies heavily on government cost sharing, there could be some reputational risk, since there is additional pressure on staff to mobilize resources and they may feel compelled to negotiate projects that do not align with UNDP priorities.”

3.3 Sustainability of the UNDP contribution

Finding 19: There is an expectation that NAM projects currently being implemented and developed will have a strong technical assistance component that will strengthen procurement systems as well as monitoring systems, so that in the future the government of the Philippines will not have to rely on UN systems for procurement and service delivery.

While the NAM programme documents stress a capacity building and system strengthening focus financed from funds allocated through a two per cent technical assistance fund, at the time of the evaluation it is unclear what these technical services will look like, whether funding is adequate to meet all or some of the needs or whether they will be implemented before the end of the current NAM projects. The experience of the DepEd project illustrates that technical assistance funding availability is only known somewhat through project implementation (once final bids are known and contracts assigned) from which point budgets are known and therefore a capacity building plan can be developed and implemented. Delays in the BUB project illustrate the possibility that implementation delays could eat away at funds that could and should be used for capacity building meaning no real improvement in the system.

The funding and structure of technical capacity services needs to be given greater focus and planning in future NAM programmes.³⁵ Programme documents, work plans and reports detail the two per cent technical assistance fund but have yet to identify how these funds will be used.

Finding 20: Several areas of UNDPs work have been viewed very positively by the Philippine government and are being integrated into larger programmes or as parts of existing government programmes.

A number of Philippine Government partners have recognised positive aspects of UNDP's work and are considering the implementation of some of these approaches into larger government programmes. This includes the weather-index based insurance system (WIBI) developed and piloted by UNDP with GEF financing, which the Philippines Corp Insurance Corporation is strongly considering introducing nationally and for a wider range of crops.

The Department for the Interior and Local Government (DILG) is planning to adopt the approaches undertaken by UNDP in the development of integrated water and sanitation service provision approaches including the adoption of the regional hub development approach in its SALINTUBIG water provision programme. Equally UNDP's comprehensive disaster preparedness planning and integration work with LGUs and communities across the Philippines has established a number of tools for continued use and integration of DRM issues into LGU plans in the foreseeable future.

³⁵ A new draft NAM project in the pipeline states that "additional technical support, systems reform and capacity development" will be financed from a 12 per cent VAT savings due to UNDP's VAT exemption.

4 Strategic Positioning and Cross-cutting Issues

4.1 Gender Equality and Women's Empowerment

Finding 21: UNDP Philippines has not placed a priority on gender mainstreaming in the office during the CPD period. There is no gender equality strategy in place, and the “gender focal point” responsibility in the office has always been a part-time role undertaken by one of the programme officers, who has other responsibilities.

The current gender focal point took up the role only recently (beginning 2017) and has received little to no training for the role. In terms of the distribution of staff, females (57.59%) significantly outnumber males (42.41%). However, the gender distribution by grade reflects more females in the junior national officer and service contract holder categories than males, whereas senior management positions are still dominated by males.

The gender marker, a tool launched in 2009, requires all UNDP-supported projects to be rated (at design) against a four-point scale, indicating its contribution towards the achievement of gender equality. Data on gender markers show that only 17% of expenditures in the current programme cycle has had a significant focus on gender programming (projects rated as GEN2 or GEN3), and a large proportion of programme expenditure (83%) has been concentrated in the GEN0 and GEN1 categories, which indicate respectively that projects are not contributing to gender equality or are contributing in a limited way but not significantly to gender equality. When analyzing the GEN breakdown by different programme areas, the highest proportion of GEN3 and GEN2 within a programme area was in the inclusive sustainable development portfolio. In the resilience and peace building portfolio, most of the projects are GEN1 and in the democratic governance portfolio most of the projects are GEN0.

One of the reasons for the relatively weak gender marker ratings is because there is no established process in the office for the review of draft project documents to ensure the incorporation of gender-related concerns in the design of projects. There are many entry points to make UNDP projects more gender-focused, and if a thorough process is put in place, there is potential for UNDP to improve its gender marker ratings.

Every year, the office is required to submit a report on Gender Responsiveness of its projects to the National Economic and Development Authority. The report discusses the gender issues identified in the projects during the reporting period, how the projects address these issues, and the gender equality and women's empowerment results. It also provides ratings for each project by year, and for the projects which the ratings have changed, discuss the reasons for the improved/lower ratings.

The office has not gone through the Gender Seal Certification process. Though this is not mandatory, such a process will help to establish a supportive environment for gender equality, and verify the investment the office has made in the gender area. The Country office reported that efforts to strengthen gender

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were underway following the evaluation, including the establishment of a Gender team and country office wide gender training.

4.2 Partnerships and Coordination

Finding 22: The United Nations in the Philippines has some way to go in coordinating its activities, working jointly as requested by the Philippine government in the past and has made little progress towards becoming a delivering-as-one country (DAO).

Though the UNDAF (2012-2018) gives a commitment to delivering-as-one the evaluation found little evidence of a greater commitment to this with few joint programmes across the UN system involving UNDP. This is supported by findings in the 2017 evaluation of the UNDAF, 2012-2018 that states joint programming has reduced and may have “taken a step backwards” during the UNDAF period.³⁶ There have been some good joint programmes over the UNDAF and CPD periods though these have been the exception. UNDP and UNICEF worked closely with other UN agencies and Government partners together in the delivery of the iWASH programme and UNICEF also financed some of the response work during typhoon Yolanda. UN agencies have been involved in the Bangsamoro Peace process and are joint implementers of the Increasing Public Confidence and Participation in support of the Implementation of the Comprehensive Agreement on the Bangsamoro.

During the initial response to typhoon Yolanda an IASC inter-agency Humanitarian evaluation³⁷ found that coordination between international agencies was established quickly and worked well. However, within the UN system a separate evaluation found that there was competition and jockeying for position between UN agencies, which hampered effective coordination.³⁸ This issue was also raised during the evaluation by a number of stakeholders involved at the time of the response and recovery to the typhoon.

Finding 23: UNDP has been more successful in working closely with other donors in the Philippines who have recognized their value added and comparative strengths in many areas including peace and resilience and governance.

Donors have long been supportive of UNDP and have recognized the organization and the Philippine Country office as a key development partner. This is illustrated by the high number of jointly funded programmes implemented during the CPD period across UNDPs Peace and Resilience work including support to the peace process and the Bangsamoro Basic Law as well as support to disasters. The response to Yolanda was supported financially by Japan, New Zealand, Australia, Korea and the EU. Australia and New Zealand have also been strong supporters of UNDP’s work in disaster preparedness work.

³⁶ Philippines UNDAF evaluation, 36: 2017

³⁷ Hanley, Binas, Murray, Tribunalo, 52 (2014), IASC Inter-agency Humanitarian Evaluation of Typhoon Haiyan Response

³⁸ Ohiorhenuan and Mahapatra, 29 (2014), After Action Review for Philippines Haiyan Typhoon

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The peace process and the transition to the Bangsamoro Basic law saw considerable partnership with the EU amongst others in recent years. With the establishment of the Mindanao Peace and Development Financing Facility it is likely that more donors will finance the peace and development process and more CSOs, NGOs and communities will be involved in development activities.

Finding 24: Considerable work has occurred during the period to ensure that Civil Society Organisations and academia are included in programme interventions.

The regional hub mechanism used for integrated water and sanitation supply has been built on ensuring that academic institutions and CSOs partner with local governments to ensure an integrated approach providing water and sanitation for communities. The benefits of such partnerships have been recognized by the Government.

Third party monitoring approaches, for the peace process in ARMM as well as the delivery of ICT equipment under the DepEd program rely heavily on CSOs and UNDP has worked closely with a large number of CSOs (420 in the case of DepEd) to build their TPM techniques and collaboration and partnership with communities to ensure the TPM model is successful.

4.3 South-South Cooperation

Finding 25: South-South Cooperation (SSC) support from the Country office has been consistent over the CPD period but has been somewhat ad hoc with little strategic approach or focus.

The Country office supported a number of South-South and triangulation cooperation activities over the CPD period, including hosting conferences and visits to the Philippines from other countries on a wide variety of issues as well as exploring and learning from other countries regionally and globally through study tour participation. Areas of support were broad and to a degree very ad hoc and one off, though in some areas were creative in their exploration of the opportunity for south-south cooperation.

A key area of cooperation has been in DRM and Climate Change where UNDP supported visits to the Philippines from Bhutan and Afghanistan (2012) to learn from the Philippines experience in DRM as well as supporting a visit from the Zanzibar government to look at the comprehensive strategic and policy framework for climate change. Following the Yolanda Typhoon, UNDP facilitated a high level south-south cooperation initiative between senior leaders in Indonesia who had led the reconstruction in Aceh following the 2004 tsunami and Philippine leaders leading the response and recovery efforts following Typhoon Yolanda.

A number of learning visits to and from Indonesia were also supported with Government and CSOs participants including a visit from Indonesian government officials to learn from community conserved territories and areas (2013) and a visit to Indonesia by women from Bangsamoro to learn from best practices in mainstreaming gender concerns within the transition process. Overall the support to South-

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South Cooperation was sporadic and with little ongoing focus and was not seen in areas where strong regional cooperation might be seen such as in environment or disaster management.

4.4 Support to the SDGs and poverty reduction

Finding 26: UNDP has given strong support throughout its programmes to addressing poverty reduction as well as supporting the SDGs and the Philippine Government's adoption of the SDGs.

As discussed previously the Country office has ensured that marginalized groups have been central to projects and programmes across the CPD period in all outcome areas. Within Democratic Governance UNDP has worked on direct service delivery and sanitation and ensuring the poor have access to improved services. At the same time, work in human rights and justice has worked closely with poor communities to enable the reporting of rights abuses. Across the Inclusive Sustainable Development cluster UNDP has ensured its work on DRM targets a wide range of marginalised groups including the poor who are highly vulnerable to disasters. Finally, in the resilience and peace building outcome area UNDP continues to work closely with and targets the poor and other vulnerable groups when working with communities effected by disasters, such as their work following Typhoon Yolanda.

At the same time the Country office has supported the transition of the MDGs to the SDGs and continues to support the Government of the Philippines in developing targets and approaches to meet the SDGs. This has included the adoption and reflection of the SDGs within the latest Philippine Development Plan, 2017 to 2022.³⁹

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https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=9&cad=rja&uact=8&ved=0ahUKEwiCwaeWkJvXAhVK7CYKHcbqAvMQFghZMAg&url=http%3A%2F%2Fpsa.gov.ph%2Fsites%2Fdefault%2Ffiles%2F2.%25201-PSA-05Oct2016_PH%2520SDG%2520implementation_slides_NEDA_Asuncion.pptx&usg=AOvVaw3eOWKQutdb1g6MjwspIw6A

5 Conclusions, Recommendations and Management Response

5.1 Conclusions

Conclusion 1: UNDP activities and interventions have been strongly aligned with the Philippine Government's priorities and development plans over the CPD period. UNDP has also ensured that these government priorities as well as the goals of UNDP have been strengthened at decentralized levels and within communities.

UNDP has ensured there has been continued strong coordination with the government of the Philippines in choices of interventions and meeting the demands from the government and its goals under the Philippine Development Plan (2011 to 2016) and ensuring alignment with the plan. This is in no small part due to the strong oversight of ODA given by the government through the National Economic and Development Authority (NEDA) and the partnership UNDP has with NEDA in coordinating areas of development support.

UNDP has been highly responsive to many of the disaster challenges that have hit the Philippines in recent years and while responding has also ensured that it has not been sidetracked by these larger events, such as Typhoon Pablo and Yolanda, and has maintained an active portfolio of programmes across all outcome areas.

UNDP has worked closely with LGUs and communities across a range of areas, including DRM planning and integrated water and sanitation, to ensure that systems are strengthened and planning approaches improved, in line with the goals at the national level.

At the same time UNDP has been proactive in identifying new areas of development need and pursuing new interventions and approaches. The Government of the Philippines continues to see UNDP as a strong partner and is willing to adopt many proven approaches piloted by UNDP in the Philippines.

Considerable support has been given to key areas of democratic governance during the CPD cycle including human rights, anti-corruption, access to justice and the strengthening of democracy. Though activities and financial support to these areas has been considerable and numerous it has not been strategic and more could be done to support agencies in these key areas that are central to UNDP's mandate and strategy.

Conclusion 2: Typhoon Yolanda and several preceding typhoons and disasters illustrated UNDP's positioning as a key partner for disaster response and recovery within the Philippines. Coordination across UN agencies could be strengthened in disaster response efforts. At the same time UNDP could do more to coordinate its response and recovery DRM planning activities to existing DRM preparedness support.

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While the scale of the response to Yolanda was considerable for all parties, UNDP was able to coordinate its response in line with the government, LGU and community needs, though weaknesses were found in coordination amongst UN agencies. The sheer scale of the response to Typhoon Yolanda meant that challenges were faced by all and UNDP managed the initial response and the transition from response to recovery well with a number of activities that strongly supported communities and LGUs in rebuilding their lives and developing stronger response and preparedness institutions and communities.

However, as UNDP moved to recovery mode and programme implementation that included a strong DRM planning component more should have done more to link support with existing DRM planning experience under the inclusive sustainable development cluster, which has been considerable.

Conclusion 3: The Philippines will continue to bear the brunt of climate change impact and has built strong central institutional capacity, coordination mechanisms and structures to address disaster risk management issues and challenges. However, there is still opportunity for UNDP to support and strengthen this area, bringing international and national experience in DRM.

UNDP is well positioned to support the Government of the Philippines in gathering lessons learned from response and recovery work under Typhoon Yolanda as well as other disasters to develop and support future strategies and approaches including drawing on lessons from UNDP's extensive preparedness portfolio. However, despite the country being hit regularly by typhoons and storms and the accepted major impact that climate change will bring to the Philippines, coordination and available ODA funding for DRM preparedness is declining posing challenges for UNDP.

Support to the environment and natural resources as well as climate change has been a major financial and programmatic component of the CPD period and will likely continue to be and has so far been strongly aligned to the government's priorities, though mostly biodiversity focused.

Conclusion 4: UNDP has pursued, agreed and entered into initial NAM projects quickly which is to their credit. The haste to which agreements were entered, the lack of detailed understanding of the projects to be implemented and the newness of the NAM approach meant that many project prerequisites were not in place and a more detailed risk analysis or assessment was not undertaken, which has been highlighted by delays and issues once projects were implemented.

UNDP has identified a considerable opportunity and need in its support to the Government of the Philippines in the accelerated delivery of a range of government services through the national acceleration modality and did well to secure the opportunity. However, these projects were initially pursued under pressure and with a desire to agree and sign programme documents quickly. Project documents and agreements failed to identify or take into consideration a number of minor and major issues and several assumptions prior to implementation proved incorrect. Several of these issues proved critical and as a result delays were seen in implementation, primarily in the BUB project. The DepEd project has been more successful and has navigated initial challenges well.

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At the same time these new and complicated projects were managed within an existing democratic governance team who struggled to maintain the levels of reporting (implementation and financial), project management coordination and communication with partners that should have been expected for such large projects and that UNDP would expect of implementers of its own programmes and projects. The appointment of a new government administration following elections in May 2016, meant that NAM projects and modalities had to be further explained, discussed and agreed with new department leaders. Financial and implementation reporting and project board meetings did not happen on a regular basis and to a level of detail that should be expected for projects of such a short time frame and high financial value. This led to further misunderstandings between UNDP and the Government of the Philippines and additional delays.

Central to all NAM project documents and agreements is an understanding that support will be given to government agencies to strengthen their capacity to deliver services in time and within budget. At the same time project documents also recognise a need to support changes within the government procurement system to ensure that UNDP is no longer needed in the future as a service provider. Though the projects have been setting aside funds for such technical support the focus and areas for support is not yet clear.

UNDP should ensure that while it is supporting the Government of the Philippines in meeting its service delivery commitments, UNDP's own core and crosscutting principles are integrated, addressed and reflected through these NAM interventions and support. At the same time it should ensure that UNDP's staff are given with the necessary skills to implement the approaches and ensure the goals of the UNDP are reflected in the programmes.

Conclusion 5: Areas of crosscutting and strategic focus of UNDP have not been adequately addressed during the CPD period. However, UNDP has strengthened many external partnerships especially with CSOs and academia across a range of programmatic areas.

South-South cooperation has been ad hoc in its implementation and has not been strategically focused in supporting the Philippines for learning from experience in the region or globally. Equally the Philippines offers numerous lessons for other countries in disaster preparedness and response and recovery as well as climate change and environment and natural resource management which are valuable for others in the region and globally. A small number of programme based South-South learning exchanges were seen during the CPD period.

The country office portfolio of programmes has not given strategic priority to gender equality and has not supported the gender focal point or programme officers in ensuring that programmes are gender responsive and transformative but have focused on gender inclusion, to some degree.

Completed evaluations during the period have been primarily focused on mandatory evaluations for environmental and natural resource management projects (GEF mid-term and terminal evaluations). Governance and peace building activities are not covered in the evaluation plan, though a number of recovery activities have been.

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Though coordination within the UN system still needs strengthening, UNDP Philippines is a strong partner for both the government and also other donors, reflected in the continued financial support and programmatic development from several active donors in the country. At the same time UNDP has an impressive range of activities with Filipino organisations including academia and civil society organisations across a range of programmatic interventions.

5.2 Recommendations

Recommendation 1: National acceleration modality approaches need to be planned, entered into and implemented within an agreed memorandum of understanding between UNDP and the Government of the Philippines. This should include a clear strategic understanding of technical assistance needs and focus with a strategic vision for UNDP moving out as a service delivery agent and the government acting as primary delivery agent in the future.

UNDP and the Government of the Philippines need a clear understanding and updated and improved general agreement on the NAM approach including project design, roles and responsibilities, implementation and financial reporting schedules, management oversight responsibilities and should not rely on historic agreements between the government and the UN as the basis for NAM implementation. This should also include from the outset of projects a clear and agreed understanding of all project and technical support costs.

UNDP should also undertake very detailed risk analysis prior to all NAM approaches that details implementation, financial and reputation risk and this should be monitored throughout implementation.

An understanding and agreement should also be reached on the role of NEDA in the oversight of this new form of support in their position as overseer of inward ODA and donor activities within the country.

At the same time UNDP as a whole, globally and regionally, as it increasingly pursues Government cost sharing agreements (GCS) needs to develop guidelines and approaches for Country offices that outlines how to address design, contractual, implementation, financial and reputational risk aspects of the service delivery modality and also allows and recognize the need for country level flexibility in design. This is especially needed if regional and country office annual targets for CSA are going to continue to be set and increased (the target is currently 15 per cent for public and private co-financing for the region).⁴⁰ The experience of NAM in the Philippines provides strong support to this process.

UNDP in the Philippines needs to develop a technical capacity support strategy for the NAM modality as a whole and for individual projects and its support to key service delivery areas, especially in procurement. This should include a detailed assessment of constraints within the Philippine Government's procurement and service delivery systems and a clear plan of support to address these challenges as well as an action plan for regulatory and policy changes that will ensure strengthened government procurement systems

⁴⁰ <http://www.asia-pacific.undp.org/content/rbap/en/home/presscenter/speeches/2017/02/16/haoliang-xu-speech-on-the-changing-role-of-undp-in-asia-pacific-at-columbia-university-s-school-of-international-and-public-affairs.html>

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and service delivery. UNDP should continue to ensure that it moves towards improvements in the Government system itself and provides capacity and technical support to strengthen service delivery by the responsible government agencies ensuring that future use of parallel systems is avoided and a clear exit strategy for UNDP is developed. As part of this, UNDP and the Government of the Philippines need to clarify roles and come to an agreement on how and for what accrued technical assistance funds can be used.

Recommendation 2: Experience from the response to and recovery from Typhoon Yolanda and other disasters over the period, needs to be consolidated and documented and UNDP Philippines could ensure that this strengthens its own response plan and its coordination role for future disasters as well as feeds into existing and developing Government response, recovery and preparedness work.

During this period UNDP has been highly responsive to a range of disasters across the country, including flooding, typhoons and storms, earthquakes and conflict. It holds a strong partnership with the government in response and recovery as well as disaster preparedness. However, challenges remain and UNDP should support a review of DRM to clearly identify weaknesses and future areas that may need to be strengthened when responding to disasters and moving to recovery work. This could include a review of access to the many government systems and funds in place to support impacted LGUs and communities but which were reported by some to be difficult to access and slow to disburse.⁴¹ This would be in line with proposed PFM reviews under NAM programmes.

The EU/ UNDP programme was implemented in a highly professional way, with a focus on quality and smart demonstration. The UNDP/ EU programme provided model demonstrations with observed capacity strengthened and targeted implementation of solution oriented projects, including resilient infrastructure and sustainable livelihoods and was highly illustrative of the technical implementation links between environment/climate change and risk reduction.

A key finding based of the evaluation of the UNDP/EU recovery activities was the need for reconstruction to a medium standard. While it was positive that UNDP supported high standards for building and construction, a major finding was the need for a minimum standard and support for a low standard which is safe and secure and is also financially accessible by the Government, LGUs and communities.

At the same time a high number of shelters have been constructed or are under construction, supported by a range of donors including the Government, international donors as well as CSOs and individual citizen donations. In turn there are a large number and variety of construction styles and levels. UNDP could

⁴¹ Some of the larger disaster funds include the Local disaster risk reduction and management fund (LDRRMF), National disaster risk reduction and management fund (NDRRMF) and the People's Survival Fund

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consider a broad review of permanent shelter construction with the government of the Philippines to help implement policy and standards for future disaster support.

Recommendation 3: UNDP needs to give greater strategic focus to areas of crosscutting concern to UNDP as a whole including gender, south-south cooperation as well its evaluation of programmes and projects.

While a gender focal point is in place, it is important that adequate training is given to the focal point in order for them to give support to projects and staff. At the same time project staff in general need to also ensure that gender is integrated within all programme and project designs. Management should also develop a gender strategy, prioritizing gender mainstreaming in the next country programme and implement a strategy for achievement of the gender seal.

The country office should also identify areas where south-south cooperation could benefit the development needs of the country and also where the experience and knowledge of the Philippines could be shared to aid the development of other countries. The countries experience in disaster response and preparedness is one such area.

UNDP should continue to support the Government of the Philippines in its localization of the SDGs across its plans and strategies as well as ensuring that the SDG goals and targets are addressed within their own work.

The evaluation plan for the next CPD cycle should ensure a well balanced approach enabling all outcomes and large or strategic programmes opportunity for evaluation to ensure lessons are learnt and UNDP Philippines is accountable to the government. This will also allow for course correction if needed. At the same time new modalities such as NAM, though funded by the Government of the Philippines should also be evaluated to capture their impact and identify future programmatic adjustments that may be needed.

Recommendation 4: UNDP in the Philippines needs to develop a more strategic approach in some areas of intervention, especially aspects of its governance work including human rights issues and support to responsible Philippine institutions, in order to ensure support is optimal and targeted and allows UNDP and Philippine partners to address challenges strategically and sustainably.

Current interventions in key democratic governance programmatic areas including support to human rights, anti-corruption, access to justice and the deepening of democracy are not strategically focused and do not strategically address existing and emerging needs of the country in these areas. To a degree this is due to the declining funding available for support.

UNDP's strong role and history of support and partnership in areas many others might consider sensitive or struggle to find opportunities for support, such as human rights, places UNDP in a strong position to seek further external funding for support. UNDP Philippines in coordination with partner agencies for human rights, access to justice, anti-corruption and support to democracy should develop a strategic

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framework for support beyond the previous programmatic structure which allowed for loose interventions. A greater strategic focus going forward would recognise and address key issues within the government system and areas and would also support the leveraging of additional support from other donors.

UNDP should consider the continuation of support to the Regional Human Rights Commission in ARMM and should encourage support for the RHRC from the ARMM administration as well as through the newly developing Mindanao Peace and Development Financing Facility Trust fund.

Recommendation 5: UNDP with the Government of the Philippines should review its current and past interventions and support to the environment, natural resources and climate change, especially those financed through GEF, to ensure that the support is addressing the main needs and priorities of current and future policy and strategy priorities to ensure that interventions are meeting key needs and gaps in support are not developing.

UNDP in partnership with the Government of the Philippines should review GEF programmes and their alignment with the Government's range of strategies and policies for environment, natural resources and climate change to ensure that interventions are aligned with current Philippine legislation for the environment and climate change, identify gaps in support and weakness in legislation and to ensure that future support and programme implementation is aligned with both the demands of the Philippine government and at the policy level as well as at the grassroots level.

This analysis should then inform a longer term strategy of support for use of the GEF funds and programmatic support that has a broader strategic framework ensuring coordination and harmonization across programmes and avoiding individual programme focused interventions.

5.3 Management Response

Annex 1. Evaluation terms of Reference

INDEPENDENT COUNTRY PROGRAMME EVALUATION (ICPE)

THE REPUBLIC OF THE PHILIPPINES

TERMS OF REFERENCE



1. INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Program (UNDP) conducts country evaluations called Independent Country Programme Evaluation (ICPE)⁴², to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategy in facilitating and leveraging national effort for achieving development results. The purpose of the ICPE is to:

- Support the development of the next UNDP Country Programme Document.
- Strengthen accountability of UNDP to national stakeholders.
- Strengthen accountability of UNDP to the Executive Board.

ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.⁴³ The IEO is independent of UNDP management and is headed by a Director who reports to the UNDP Executive Board. The responsibility of the IEO is two-fold: (a) provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement; and (b) enhance the independence, credibility and utility of the evaluation function, and its coherence, harmonization and alignment in support of United Nations reform and national ownership.

An ICPE will be conducted in the Philippines in 2017, as its country programme will end in 2018⁴⁴. Results of the ICPE will feed into the development of the new country programme being developed in 2017. The ICPE will be conducted in close collaboration with the Government of the Philippines, UNDP Philippines country office, and UNDP Regional Bureau for Asia and the Pacific (RBAP).

⁴² Formally the Assessments of Development Results (ADRs)

⁴³ UNDP Evaluation Policy: www.undp.org/eo/documents/Evaluation-Policy.pdf. The ICPE will also be conducted in adherence to the Norms and the Standards and the ethical Code of Conduct established by the United Nations Evaluation Group (www.uneval.org).

⁴⁴ Extended from the original CPD, which was due to end in 2016.

2. NATIONAL CONTEXT

Poverty and Inequality

The Philippines economy has recently seen several years of robust growth with average annual GDP growth of over 6 per cent in recent years. Increasing growth and a broadening revenue base has also seen increase financial resources for government and public spending. However, despite robust growth poverty has fallen slowly with 21.6 per cent (21.9 million) of Philippine citizens were considered as under the Philippine Government's poverty line of US\$1.25 income per day while and 8.2 million being classed as extremely poor.⁴⁵ In the conflict and mostly rural Autonomous Region in Muslim Mindanao (ARMM) poverty levels are significantly higher and have been increasing with poverty levels reaching 53.7 per cent.⁴⁶

The Philippines is also marked by one of the highest levels of inequality in South East Asia with a Gini Coefficient measuring inequality of 0.4439 in 2015⁴⁷

The Philippines and the MDGs/ SDGs

As the measuring of the MDGs came to an end in 2015 and the transition to the SDGs started the Philippines had made achievement in several areas and achievement of goals especially in equal access to education, reduced infant mortality rates, access to safe water and reversing the prevalence of major diseases, but had not achieved its goals in reducing poverty or the spread of HIV/ Aids.

Table 1. Philippines' pace of progress in terms of attaining the MDG targets⁴⁸

MDG goals, targets and indicators	Probability of attaining the target
Goal 1: Eradicate extreme poverty and hunger	
Target 1.A: Halve, between 1990 and 2015, the proportion of people whose income is less than the poverty threshold	
Proportion of population below poverty threshold	MEDIUM
Proportion of population below food threshold	MEDIUM
Target 1.C: Halve, between 1990 and 2015, the proportion of people who suffer from hunger	
Prevalence of underweight children under- years of age	MEDIUM
Proportion of households with per capita intake below 100% dietary energy requirement	MEDIUM
Goal 2: Achieve universal primary education	

⁴⁵ The Philippine Statistics Authority (PSA), 2016, <https://psa.gov.ph/poverty-press-releases>

⁴⁶ The Philippine Statistics Authority (PSA), <http://psa.gov.ph/poverty-press-releases/data>

⁴⁷ The Philippines Statistics Authority (PSA), <https://psa.gov.ph/content/average-family-income-2015-estimated-22-thousand-pesos-monthly-results-2015-family-income>

⁴⁸ NEDA, 2014: 5th Progress Report for the MDGs, <http://www.neda.gov.ph/wp-content/uploads/2014/08/MDG-Progress-Report-5-Final.pdf>

Target 2.A: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	
Elementary education net enrolment rate	HIGH
Elementary education cohort survival rate	MEDIUM
Elementary education completion rate	LOW
Goal 3: Promote gender equality and empower women	
Target 3.A: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015*	
Ratio of girls to boys in elementary education participation rate	HIGH
Ratio of girls to boys in secondary education participation rate	HIGH
Ratio of girls to boys in elementary education cohort survival rate	HIGH
Ratio of girls to boys in secondary education cohort survival rate	HIGH
Ratio of girls to boys in elementary education completion rate	HIGH
Ratio of girls to boys in secondary education completion rate	HIGH
Proportion of elective seats held by women	LOW
Goal 4: Reduce child mortality	
Target 4.A: Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate	
Infant mortality rate	HIGH
Under- five mortality rate	HIGH
Goal 5: Improve maternal health	
Target 5.A: Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio	
Maternal mortality ratio	LOW
Target 5.B: Achieve, by 2015, universal access to reproductive health	
Contraceptive prevalence rate	LOW
Goal 6: Combat HIV/AIDS, malaria and other diseases	
Target 6.A: Have halted by 2015 and begun to reverse the spread of HIV/AIDS	
Number of new HIV/AIDS reported cases	LOW
Number of population aged 15-24 with HIV	MEDIUM
HIV prevalence among population aged 15-49	LOW
HIV prevalence among MARPs	LOW
Proportion of population aged 15-24 with comprehensive correct knowledge of HIV/AIDS	LOW
Proportion of population with advanced HIV infection with access to anti-retroviral drugs	MEDIUM
Target 6.C: Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases	
Malaria morbidity rate	HIGH
Malaria mortality rate	HIGH
Tuberculosis treatment success rate	HIGH
Goal 7: Ensure environmental sustainability	
Target 7.C: Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation	
Proportion of population with access to safe water	HIGH
Proportion of population with access to sanitary toilet facilities	HIGH

The Philippines is committed to adopting and integrating the SDGs into their planning process and a number are already included in the new Philippine Development Plan 2017 to 2022⁴⁹.

The Bangsamoro Peace Process

Mindanao remains in a transition phase from prolonged conflict between the Government of the Philippines and armed Bangsamoro groups seeking self-determination and independence. The Peace process has periodically stalled in recent years as conflict has sporadically arisen forcing a halt in the peace process. While Moro independence groups have been party to the peace agreement, communist forces have not.

A Comprehensive Agreement on the Bangsamoro was signed in March 2014 between the Government of the Philippines and the Moro Islamic Liberation Front for the establishment of an autonomous Bangsamoro region. A draft proposed Bangsamoro Basic Law lays out the legal framework for this new autonomous region. However, the proposed law was not passed under the previous government and the new government has also delayed its approval, though they state publicly they are committed to the Peace agreement.

Humanitarian crisis

The Philippines remains one of the most at risk countries in the world to Climate Change and natural disasters and hazards especially earthquakes, volcanic hazards, floods, and typhoons. 20+ typhoons a year enter the Philippines with 7+ a year reaching land and causing considerable destruction. The number and increased intensity of typhoons coupled with high poverty rates, especially in rural and coastal areas means populations are often devastated by typhoons.

In November 2013, super typhoon Haiyan (Yolanda) the strongest typhoon in recorded history hit the Philippines. The typhoon and the impending storm surge affected 15 million people, caused damage worth US\$2 billion and killed over 6,000 people. While the response from the Government and international community was immediate and strong, many people remain displaced three years later with many communities remaining highly vulnerable to further natural hazards and storms.

Politics

Since 1986 the Philippines has had a robust democratic system. 2016 Elections saw the election to President of the Mayor of Davao City, Rodrigo Duterte. President Duterte outlined new country priorities under his 10 Point Socioeconomic Agenda⁵⁰, when he was appointed but also stated his government was committed to build on the gains of the Aquino Administration. These goals have now been integrated into

⁴⁹ National Economic and Development Authority, 2017, <http://www.neda.gov.ph/2017/02/21/neda-board-approves-philippine-development-plan-2017-2022/>

⁵⁰ <http://www.doh.gov.ph/node/6750>

the new Philippine Development Plan 2017 to 2022⁵¹.

The President has also committed to move the Philippines from a Unitary to Federal State and bills for a Constituent Assembly or a Constitutional Convention to shape the change to the Constitution have been tabled. The President's considerable political capital has provided significant momentum to both the peace processes and the transition to Federalism but whether that capital will be sufficient to manage an often fractious legislature will become more evident in 2017.

A major priority of the Duterte Government has been a war against the illegal drugs trade and drug use. The high level of associated extrajudicial killings linked to the policy has led to criticism from many experts, external and internal, of the approach and the number of extrajudicial killings in the country, which mostly target the poorest populations.

3. UNDP PROGRAMME STRATEGY IN THE PHILIPPINES

UNDP's strategy in the Philippines is guided by the Country Programme Document, 2012 to 2016 (extended to 2018)⁵² and is integrated into the UN Development Assistance Framework for the Philippines, 2012 to 2018.⁵³

However, since the adoption of the CPD and the UNDAF the UNDP CO has seen some adjustment to its focus as needs and priorities of the Philippines have changed and due to the adoption of a new Strategic Plan for UNDP in 2014 (to 2017).⁵⁴

The UNDP Country Office in the Philippines has always been able and ready to support both DRR and recovery in times of crisis in the Philippines and played a central role in the response and recovery effort following Typhoon Haiyan (Yolanda), which also saw a number of long term recovery programmes being integrated into the country programme. These are coming to an end in 2017.

Funding reductions from UNDP as well as from other donors have meant UNDP Philippines has had to seek alternative and more innovative funding approaches which recently has seen UNDP support the Education sector, though a large IT procurement programme as well as supporting local infrastructure development and service and goods delivery in its support and monitoring of a "bottom up budgeting" programme.

⁵¹ National Economic and Development Authority, 2017, <http://www.neda.gov.ph/2017/02/21/neda-board-approves-philippine-development-plan-2017-2022/>

⁵² UNDP Philippines CPD 2012 to 2016, <http://www.ph.undp.org/content/dam/philippines/docs/legalframeworks/Philippine%20Country%20Programme%20Document%202012-2016-final.pdf>

⁵³ UNDAF 2012 to 2018, https://www.unfpa.org/sites/default/files/portal-document/Philippines_UNDAF%202012-2018.pdf.pdf

⁵⁴

http://www.undp.org/content/undp/en/home/librarypage/corporate/Changing_with_the_World_UNDP_Strategic_Plan_2014_17.html

Table 1. UN Development Assistance Framework and UNDP Country Programme Document programmes, 2012 to 2016

UNDAF Outcomes 2012 to 2018	All UN resources US\$	Other Sources US\$	UNDP CPD 2012 to 2016 (2018)
Outcome Group 1: Universal Access to Quality Social Services, with Focus on the MDGs (6 sub outcomes)	29,125,000	118,068,896	Provide Policy advice and capacity- building through consultation, dialogues and training for stakeholders on MDG Mainstreaming, poverty reduction and social protection. Contribute to policy analysis and foster inclusive processes to increase resources for local development. Strengthen capacities and promote multi-sector dialogues to improve local response to HIV
Outcome Group 2: Decent and Productive Employment for Sustained, Greener Growth (2 sub outcomes)	7,176,782	39,305,276	
Outcome Group 3: Democratic Governance and peace (6 sub outcomes)	37,485,454	29,745,000	Support for training, mentoring and technical assistance, for human rights, gender equality and democratic governance. Provide policy advice and capacity development and support identification and implementation of tools and mechanisms to increase transparency and integrity in delivery of public services. Support the development and implementation of peace-promoting policies, programmes and plans

			<p>through dialogues and capacity development.</p> <p>Provide technical assistance to recovery, rehabilitation and development of disaster/ conflict-affected areas.</p>
<p>Outcome Group 4: Resilience towards Disasters and Climate Change (3 sub outcomes)</p>	5,556,500	109,250,000	<p>Support for Policy development, planning and programming to address residual conflicts and gaps and eliminate overlaps through technical assistance.</p> <p>Contribute to strengthening consultative mechanisms, enhancement of models and strategic plans for energy and environmental management and implementation of the National Frameworks for Climate Change Adaptation and DRM.</p>

Source: UNDAF and CPD.

4. SCOPE OF THE EVALUATION

The ICPE will examine the outgoing country programme (2012-2018) and will provide a set of forward-looking recommendations as the country office prepares its next country programme document starting in 2019 (to 2023). Close attention will be given to the current CPD, 2012 to 2017 and the current programmatic structure and strategy under the country Offices three thematic clusters areas i) Inclusive Sustainable Development ii) Democratic Governance and iii) Resilience and Peace Building to assess the results obtained thus far as well as constraints within the current structure.

The ICPE covers the entirety of UNDP’s activities in the country and therefore includes interventions funded by all sources of finance, core UNDP resources, donor funds and government funds.

Table 2. UNDP Programme Outcomes by Country Office Cluster

Country Programme Outcomes by Thematic Area, 2012-2016
UNDAF/UNDP
Area 1: Good Governance and Peace
53 - Capacities of claimholders and duty-bearers are strengthen to promote human rights, inclusively, integrity and accountability.

Strategic Plan focus areas: Democratic governance, crisis recovery and prevention
Area 2: Social development
52 - The poor and vulnerable will have improved access to and utilization of quality social services, with focus on MDGs least likely to be achieved.
Strategic Plan focus areas: Poverty reduction, HIV/AIDS, environment, crisis prevention and recovery
Area 3: Environment and Natural Resources
54 - Adaptive capacities of vulnerable communities and ecosystems are strengthened to be resilient to threats, shocks, disasters, and climate change.
Strategic Plan focus areas: Disaster Preparedness and Recovery

In line with UNDP's gender mainstreaming strategy the ICPE will review the level of gender mainstreaming across all of its programmes and operations. All participating experts and the EM and AEM will review the integration of gender issues across the UNDP Philippine outcomes and portfolio of programmes and projects. Gender disaggregated data will be collected, where available for each outcome area.

5. METHODOLOGY

The evaluation methodology comprises two components: (i) assessment of UNDP's contribution by thematic/programme area, and (ii) assessment of the quality of this contribution. The ICPE will present its findings and assessment according to the set criteria provided below including a focus on the Country Office intervention relevance, effectiveness, efficiency and sustainability based on an analysis of the country programme outcome areas. The ICPE will generate findings, conclusions and recommendations for future action.

- **UNDP's contribution to development results- effectiveness.** The ICPE will assess the effectiveness of UNDP in contributing to development results of the Philippines through its programme activities. Particular attention is taken in reviewing the effectiveness of UNDPs contribution to reductions in poverty, inequalities such as gender equality and women's empowerment, as well as the contribution of UNV/ UNCDF to development results (where applicable). Specific attention will be paid to UNDP's contribution supporting the country achievements in i) Disaster Risk Reduction, preparedness and recovery activities as well as environmental interventions ii) Support to Governance iii) Role in the Peace Process and iv) finally the development of new programmatic and approaches and financing.
- **The Quality of UNDP's contribution.** The ICPE will assess the quality of UNDP's contribution based on the following criteria:
 - Relevance of UNDP's projects and outcomes to the country's needs and national priorities;
 - Efficiency of UNDP's interventions in terms of use of human and financial resources; and
 - Sustainability of the results to which UNDP contributed.

The ICPE will also look at the degree to which UNDP has included and integrated gender equality and women's empowerment within its outcome areas and programmes and to what degree it has contributed to gender equality and women's empowerment within the Philippines⁵⁵ as well as the level of support and integration given to the MDGs and SDGs

Second, UNDP strategic positioning will be analysed from the perspective of the organisation's mandate and the agreed and emergent development needs and priorities in the country. This will entail systematic analysis of UNDP's position within the national development and policy space, as well as strategies used by UNDP to maximize its contribution. Finally, the ICPE will assess how managerial practices impacted achievement of programmatic goals.⁵⁶

6. DATA COLLECTION

Assessment of data collection constraints and existing data. An evaluability assessment was carried out prior to and during the preparatory mission, in order to understand potential data collection constraints and opportunities. This process informs development of evaluation plans. Some of the key issues identified are as follows:

- **Past Evaluations:** All evaluations conducted by the country office thus far have been uploaded in the Evaluation Resource Centre. The majority of these were GEF terminal evaluations with only a small number of evaluations from other programmes included in the evaluation plan.

The Evaluation plan for the country office had planned to undertake 3 outcome level evaluations in May 2017, prior to the ICPE. However, it was felt and agreed between the IEO and the CO that these may not be necessary with the ICPE evaluating the outcome areas and feeding into the CPD development process.

- **Programme/project information:** With the support of the country office, programme and project documents, progress reports and any other relevant programmatic information and data have been uploaded in the ICPE platform (SharePoint). This will continue throughout the evaluation phase.
- **Access to project sites:** Transportation to field sites is available either by land and/ or air. Once a final field visit plan has been agreed by the CO and the EM final security checks will be undertaken with UNDSS.

Data collection methods. A multiple method approach will be used as follows:

⁵⁵ Using inter alia the Gender Marker data and the Gender Seal parameters based on UNDP/UNEG methods.

⁵⁶ This information is extracted from analysis of the goals inputted in the Enhanced RBM platform, the financial results in the Executive Snapshot, the results in the UNDP Global Staff Survey, and interviews with management and operations staff at the country office.

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- **Desk reviews:** The IEO and the country office have identified an initial list of background and programme-related documents which is posted on the ICPE SharePoint website. The evaluation team will review those documents, which include: country programming documents; project/programme documents; UN-level strategies and frameworks, UNDP corporate material, e.g. strategic plan, multi-year funding frameworks, Global Staff Surveys, results-oriented annual reports (ROARs), and annual progress reviews, annual work plans (AWPs); past evaluation reports; and any relevant reports available from the Government and others about the country.
- **Interviews with stakeholders:** Face-to-face and/or telephone interviews will be conducted with relevant stakeholders, including central and local government representatives, civil society organizations, private sector, UN agencies and donors and other partners, and beneficiaries. Focus groups will be used to consult some groups of beneficiaries as appropriate.
- **Field visits:** The team will undertake field visits to select project sites to observe the projects and activities first-hand. Field visit sites will be chosen based on the programme linkage to CPD outcomes and programme to programme linkages, gender aspects and the gender marker⁵⁷, budget, overall scope of the programme and geographical considerations.

Validation. The evaluation will use triangulation of information collected from different sources and/or by different methods to ensure that the data is valid.

Stakeholder involvement: At the start of the evaluation, a stakeholder analysis will be conducted to identify all relevant UNDP partners, as well as those who may not work with UNDP but play a key role in the outcomes to which UNDP contributes.

7. MANAGEMENT ARRANGEMENTS

Independent Evaluation Office of UNDP: The UNDP IEO will conduct the ICPE in consultation with the UNDP Philippines country office, the RBAP and the Government of the Philippines. The IEO evaluation manager will lead the evaluation and coordinate the evaluation team. The IEO will meet all costs directly related to the conduct of the ICPE.

UNDP Country Office in the Philippines: The country office will support the evaluation by:

- i) Liaising with key national partners and other stakeholders;
- ii) Make available to the team all necessary information regarding UNDP's programmes, projects and activities in the country;

⁵⁷ The gender marker, a corporate UNDP tool, uses scores from 3 to 0. A score of 3 means the project has gender equality as the main objective ; a 2 indicates that the intended outputs that have gender equality as a significant objective. A 1 signifies outputs that will contribute in some way to gender equality, but not significantly and a 0 refers to outputs that are not expected to contribute noticeably to gender equality. The sample of projects will include projects receiving a score of 2 or a 3

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- iii) Provide logistical and administrative support required by the evaluation team during data collection (e.g. arranging meetings with project staff, stakeholders and beneficiaries; and assistance for the project site visits);
- iv) Review the draft ICPE report and providing factual verifications on a timely basis; and
- v) Facilitate the organization of a stakeholder workshop at the end of the evaluation.

National Reference Group: A participatory approach is important in the ICPE process. A national reference group will be established to ensure national ownership of evaluation results and process, representing key stakeholder groups (e.g. Government, civil society organizations, UN agencies, donors and other development partners, and the UNDP country office). The group will be responsible for reviewing the terms of reference and the draft ICPE report.

Philippine Government ministries and agencies, who work with UNDP as beneficiaries or coordinators, will facilitate the conduct of ICPE by:

- i) Providing necessary access to information sources within the government;
- ii) Safeguarding the independence of the evaluation;
- iii) Jointly organizing the final stakeholder meeting with the IEO when it is time to present findings and results of the evaluation; and
- iv) Ensuring appropriate use and dissemination of the ICPE report.

UNDP Regional Bureau for Asia and the Pacific: The RBAP will support the evaluation through information sharing, facilitation of the evaluation process, and participation in the stakeholder workshop. The Bureau will be responsible for monitoring follow-up actions, following the completion of the report.

Evaluation Team: The IEO will constitute an evaluation team to undertake the ICPE. The team includes the following members:

- **An Evaluation Manager (EM):** An IEO staff member with overall responsibility for conducting the ICPE and managing the evaluation team. Specific activities will include:
 - i) Preparatory activities (e.g. preparatory mission, development of the terms of reference, team selection and recruitment, and formulation of appropriate tools and templates for analyses);
 - ii) Team oversight and provision of methodological guidance;
 - iii) Reviews of draft outcome analyses;
 - iv) Synthesis process;
 - v) Drafting and finalization of the final report, including audit trails;
 - vi) Organization of a stakeholder workshop with support of the country office.
- **Associate Evaluation Manager (AEM):** An IEO staff member will support the EM in the development of the ICPE and will also evaluate one area of the country programme. The AEM will participate fully in the data collection mission and will deliver written contributions to the final ICPE report.

- **Research Assistant (RA):** A research assistant based in the IEO will provide background research and documentation, as well as any support required by the EM.
- **Consultants:** Two external specialists will be recruited to support the ICPE over the three outcome areas. One expert will be recruited to focus on Disaster Risk Reduction, preparedness and recovery as well as environmental interventions through GEF (in Climate change and biodiversity).

A second consultant expert will support the ICPE focusing on the peace process and national governance interventions.

Both experts will also review crosscutting issues across their specialist outcome areas including gender integration and mainstreaming within programmes, human rights and capacity building.

As a member of the evaluation team, each consultant will be responsible for fully participating in the preparatory desk reviews of material and field work in the Philippines, and preparing quality, written analytical papers for the assigned issue areas and outcomes in accordance with the format and instructions given by the EM. Clarification and supplemental analyses should be provided, upon request by the EM. These inputs will be used for the synthesis and preparation of a draft ICPE report. In forming the evaluation team, national expertise, with a gender balance, will be sought to the extent possible. The roles of the different members of the team is summarised in Table 3.

Table 3. Evaluation Team Responsibilities

Item	Responsibilities	Members
Preparatory activities	Uploading of reference material and documents; Drafting of background paper	RA
	Preparatory mission	EM
	Terms of reference	EM
	Evaluation instruments and templates	EM
Recruitment	Job announcement; Short-/long-list of candidates; Interviews	EM with support of IEO
Data collection and analysis	Chapter 1 Introduction	EM; RA
	Chapter 2 UNDP's contributions to development results – effectiveness	EM and team specialists
	Chapter 3 Quality of UNDP's contribution – relevance, efficiency and sustainability	EM and team specialists
	Chapter 4 UNDP's strategic position for advancing transformational change	EM and team specialists
	Chapter 5 Conclusions and Recommendations	EM
Synthesis, drafting of report	Initial write-up	EM
	Discussions	EM and Team specialists

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Finalization of report	Consolidation of all chapters	EM
	Preparation of audit trails; Revision and finalization of report	EM
Stakeholder workshop	Presentation of results in Manila and discussions	EM with IEO Director

8. EVALUATION PROCESS

The evaluation will be conducted according to the approved IEO process as outlined in the *ADR Method Manual (to be revised to ICPE method Manual)*. However due to the need for inputs into the CPD process the ICPE will be conducted during a compressed period to the norm. The following represents a summary of key elements of the process. Four major phases provide a framework conducting the evaluation.

Phase 1: Preparation (January 2017). The Evaluation Manager at the IEO prepares the terms of reference and evaluation design, following his preparatory mission to UNDP Philippines country office.

The preparatory mission and discussions with UNDP programme staff, include the following objectives:

- Ensure that key country office staff are familiar with the objectives of the ICPE and the ICPE process
- Gain a stronger understanding of the country programme, its origins, the country office strategies, etc.
- Assess the programme evaluability prior to developing the terms of reference.
- Identify areas where support can be provided for data collection endeavours, e.g. data maintained at the Resident Coordinator’s Office and JPGs.
- Initial expression of interest for national and international experts to support the ICPE.

Additional evaluation team members, comprising international and/or national development professionals, will be recruited once the terms of reference is complete.

Phase 2: Data collection and analysis (March/ April 2017). The phase will commence in March 2017. An evaluation matrix with detailed questions and means of data collection and verification will be developed to guide data collection. The following process will be undertaken:

- **Pre-mission activities (February/ March):** Evaluation team members conduct desk reviews of reference material, and prepare a summary of the context and other evaluative evidence, and identify the outcome theory of change, outcome-specific evaluation questions, gaps and issues that will require validation during the field-based phase of data collection. The IEO with support of the country office develops a field work plan with interview appointments and site visits.
- **Data collection mission (March/ April):** The evaluation team will undertake a mission to the Philippines to engage in data collection activities. The estimated duration of the mission is 3 weeks.

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Data will be collected according to the approach outlined in Section 6 with responsibilities outlined in Section 7.

- **Follow-up analyses:** The team conducts any post-mission follow-up data collection activities required and completes individual analyses.

Phase 3: Synthesis, report writing and review (May/June/ July). Based on the outcome reports, the EM will undertake a synthesis process. Due to the impending CPD development process in addition to the drafting process outlined below preliminary findings/ conclusions and recommendations will be shared with the country office in June in order to provide inputs into the CPD development process.

- **The first draft** of the ICPE report will be prepared and subjected to the quality control process of the IEO. Once cleared by the IEO, the first draft will be further circulated with the country office and the RBAP for factual corrections.
- **The second draft**, which takes into account factual corrections, will be shared with national stakeholders for review.
- **The final draft report** will be shared at stakeholder workshop where the results of the ICPE will be presented to key national stakeholders. The UNDP Philippines country office will discuss its management response to the recommendations from the ICPE. The workshop also discusses the ways forward with a view to creating greater ownership by national stakeholders in taking forward the lessons and recommendations from the report, and to strengthening accountability of UNDP to national stakeholders. The final evaluation report will be prepared by taking into account the discussion at the workshops. It will contain the official management response to the ICPE, developed by the country office under the oversight of RBAP.

Phase 4: Production, dissemination and follow-up. The ICPE report and brief will be widely distributed in both hard and electronic versions. The evaluation report will be made available to UNDP Executive Board by the time of approving a new Country Programme Document. It will be distributed by the IEO within UNDP as well as to the evaluation units of other international organisations, evaluation societies/networks and research institutions in the region. The Philippines country office and the Government of the Philippines will disseminate to stakeholders in the country. The report, including the management response, will be published on the UNDP website⁵⁸ as well as in the Evaluation Resource Centre. The RBAP will be responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre.⁵⁹

9. TIMEFRAME FOR THE ICPE PROCESS

The timeframe and responsibilities for the evaluation process are tentatively as follows:

⁵⁸ web.undp.org/evaluation

⁵⁹ erc.undp.org

Table 4. Timeframe for the ICPE process

Activity	Responsible party	Proposed timeframe 2017
Phase 1: Preparation		
Preparatory mission	IEO with support of country office	23 rd January to 3 rd February 2017
Finalization of Terms of Reference	IEO	Early February
Selection and recruitment of external evaluation team members	IEO with support of country office	February 2017
Phase 2: Data collection and analysis		
Preliminary analysis of available data and context analysis	Evaluation team	March
Data collection	Evaluation team	March/ April (3-4 weeks)
Analysis and finalization of findings	Evaluation team	June/ July
Phase 3: Synthesis and report writing		
Synthesis	IEO/Evaluation team	By June
Zero draft ICPE for clearance by IEO	IEO	By end June
First draft ICPE for CO/RB review	IEO	End of July/ August
Revision and second draft for national stakeholder review	IEO	By August
Draft management response	Country office	September
Stakeholder workshop	IEO/country office	September/ October
Phase 4: Production and Follow-up		
Editing and formatting	IEO	
Final report production and Evaluation Brief	IEO	
Report made available to the Executive Board	IEO	
Dissemination of the final report	IEO/ country office	

Annex 2. List of programmes and projects⁶⁰

Democratic Governance (DG) team

Project	Project Description	Output	Atlas Status	Start Year	End Year	Gender Attribute	Donor(s)	2012-16 Budget	Total	2012-16 Delivery	Total	2017 Budget
50712	Enhancing Access to & provision of water services	71783	Financially Closed	2009	2014	GEN2	MPTF(JPAA), UNDP	938,223.00		887,180.92		-
50712	Enhancing Access to & provision of water services	71737	Financially Closed	2009	2015	GEN1	MPTF(JPAA)	130,848.62		118,876.75		-
66185	Empowering Citizens to Deepen Democracy	82402	On Going	2012	2016	GEN1	UNDP	776,898.89		762,688.92		-
66186	Nurturing a Culture of Human Rights	82403	On Going	2012	2016	GEN1	UNDP, UNICEF	622,642.38		596,212.22		-
66186	Nurturing a Culture of Human Rights	87804	Financially Closed	2013	2016	GEN1	UNDP	50,000.00		44,967.13		-
66187	Protecting Indigenous Peoples Rights	82404	Operationally Closed	2012	2016	GEN1	UNDP, NZE	247,566.54		180,863.69		-
66323	Making Justice Work for the Marginalized	82518	On Going	2012	2016	GEN1	UNDP	388,500.00		350,912.07		-
66490	Scaling-up Effective & Sustained HIV & AIDS Response	82664	On Going	2012	2016	GEN2	UNDP, UNAID, SFOSI	513,077.81		388,937.98		-
67106	Developing a Corruption-Intolerant Society	85830	On Going	2013	2016	GEN1	UNDP	441,587.11		418,945.90		-
67106	Developing a Corruption-Intolerant Society	83021	Operationally Closed	2012	2015	GEN1	UNDP	221,330.00		203,503.99		-
74386	Local Governance and Decentralization	86817	On Going	2012	2016	GEN1	UNDP, UNAIDS	419,674.43		403,221.57		-
79145	Strengthening Bangsamoro Institutions for Peace and HR	89232	On Going	2013	2016	GEN1	UNDP, EUCOMM	1,811,041.42		1,739,364.06		-
79145	Strengthening Bangsamoro Institutions for Peace and HR	91972	Financially Closed	2014	2014	GEN3	UNDP	130,000.00		87,700.03		-
82882	Promoting Water and Sanitation Access	91581	On Going	2014	2017	GEN2	MDTFO SDGF	686,365.00		631,515.71		-
82882	Promoting Water and Sanitation Access	103332	On Going	2014	2016	GEN3	SIDA	18,151.85		16,605.35		-
94900	Accelerating the BUB through Inclusive and Effective Gov	98964	On Going	2016	2017	GEN0	PHI	667,943.59		668,206.03		9,739,828.83
95022	DSS 2016 K to 12 Basic Education Program	99082	On Going	2016	2017	GEN0	PHI	35,704,847.72		35,060,707.58		40,919,923.51
Total								43,768,698.36		42,560,409.90		50,659,752.34

⁶⁰ Provided by UNDP Philippines Country Office, last update June 2017

Inclusive Sustainable Development (ISD) team

Project	Project Description	Output	Atlas Status	Start Year	End Year	Gender Attribute	Donor(s)	2012-16 Total Budget	2012-16 Total Delivery	2017 Budget
14467	Samar Island Biodiversity Conservation	14467	Financially Closed	2000	2015	GEN1	GEFTrustee , UNDP	216,689.62	219,590.34	-
14499	Capacity Building to Remove Barriers to Renewable Energy	14499	Financially Closed	2002	2013	GEN1	GEFTrustee , UNDP	245,714.20	140,636.76	-
34897	Second National Communication on Climate Change	37339	Financially Closed	2004	2016	GEN1	UNDP	119,703.86	60,132.17	-
44511	Multi Hazard Mapping and Community Disaster Preparation	52397	Operationally Closed	2006	2015	GEN1	AUL	415,213.96	87,573.56	-
46269	Supporting PEMSEA Resource Facility Secretariat Services	54988	On Going	2007	2016	GEN1	CPR, JPN, ROK	1,891,730.23	1,663,669.38	125,000.00
47991	Sustainable Development Strategy for Seas of East Asia	57962	Financially Closed	2007	2016	GEN2	GEFTrustee	3,368,369.29	3,343,955.65	-
48411	Reducing Health-Care Waste Project	58544	Financially Closed	2007	2015	GEN1	GEFTrustee , PHI	714,702.15	535,730.69	-
57456	Integrating DRR & CCA in Local Devt Planning & Decision	70998	On Going	2009	2015	GEN1	NZE, AusAID	1,881,728.61	1,144,717.30	-
57877	Expanding & Diversifying the National System of Phil PAs	71662	On Going	2009	2016	GEN2	PHI, GEFTrustee	3,092,598.28	2,532,127.46	-
58166	Sulu Celebes Seas Sustainable Fisheries Management	72140	Financially Closed	2009	2016	GEN1	GEFTrustee	2,418,639.77	1,923,787.24	-
59793	Partnerships for Biodiversity Conservation	74945	On Going	2010	2016	GEN2	GEFTrustee , FAO	5,191,464.55	4,553,679.51	105,585.75
61036	Enhancing Greater Metro Manila's (GMMMA)Institutional Cap	77129	Operationally Closed	2011	2016	GEN1	AusAID	2,750,368.12	2,556,819.82	-
61448	Philippines Poverty Environment Initiative	77838	Financially Closed	2011	2013	GEN2	UNDP	122,716.79	106,751.52	-
61970	Philippines: Low Emission Capacity Building Project	79132	On Going	2011	2016	GEN1	AusAID, EU, EUCOMM, GER	1,231,724.03	954,142.18	347,563.06

65172	Enabling Regions X and XI to Cope with Climate Change	81792	On Going	2012	2016	GEN1	AusAID	5,235,703.11	4,681,970.29	1,000,000.00
65172	Enabling Regions X and XI to Cope with Climate Change	92074	Operationally Closed	2014	2015	GEN1	AusAID	260,121.10	165,516.99	-
66836	Scaling Up Risk Transfer Mechs for Farming Communities PHL	82867	Financially Closed	2012	2015	GEN1	UNDP	50,625.72	50,000.00	-
66837	5th Operational Phase of the GEF-SGP in the Philippines	82868	On Going	2013	2017	GEN1	NZE, GEFTTrustee	2,504,266.28	2,372,315.20	1,000,000.00
66838	Nat'l Biodiversity Planning to Support CBD 2011-2020Plan	82869	On Going	2012	2016	GEN2	GEFTTrustee	276,897.24	212,792.29	-
67038	Securing a Climate Resilient Philippines	82997	Operationally Closed	2012	2016	GEN1	UNDP	434,995.45	335,981.45	-
67570	Project ReBUILD: Resilience Capacity Building for Cities	83269	On Going	2012	2016	GEN1	NZE	1,427,615.93	1,251,054.70	425,080.20
68198	PPG Strengthening MPA System to Conserve MKBAs	83534	Operationally Closed	2012	2013	GEN1	GEFTTrustee	160,699.66	151,215.53	-
72153	Philippine Poverty Environment Initiative Phase 2	85332	Operationally Closed	2013	2016	GEN1	UNDP	154,313.08	130,574.50	-
74385	PPG: Sustainable Management Highly Migratory Fish Stocks	86814	Financially Closed	2013	2015	GEN1	UNDP	60,000.00	59,668.64	-
76225	Scaling Up Implementation of the Sustainable Development	87725	On Going	2013	2018	GEN1	GEFTTrustee	4,155,070.00	3,654,141.56	2,271,272.00
76666	WIBI Mindanao Project	87940	On Going	2014	2017	GEN2	GEFTTrustee	757,650.00	682,818.93	305,614.68
76699	Capacity Development for Managing Disaster Risks for Natural Hazards and CC	87951	Operationally Closed	2013	2016	GEN2	UNDP	614,254.32	496,798.70	-
76994	Strengthening the Marine Protected Area System to Conser	88065	On Going	2014	2020	GEN2	GEFTTrustee	3,082,336.41	2,843,428.51	1,880,931.00
77221	Sustainable Management of Highly Migratory Fish Stocks i	88145	On Going	2014	2017	GEN1	GEFTTrustee	1,192,463.00	1,010,681.47	1,131,515.29
77223	Dev't for RE Applications Mainstreaming & Market Sustainability	88146	On Going	2014	2016	GEN1	GEFTTrustee	148,457.07	95,289.45	4,000.00

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80973	Promotion of Low Carbon Urban Transport Systems	90455	On Going	2014	2016	GEN1	GEFTrustee	163,176.78	70,509.37	29,211.46
81058	Implementation of SLM Practices	90508	Operationally Closed	2014	2017	GEN1	GEFTrustee	31,291.34	(2,336.66)	-
81457	Indigenous Communities Conserved Areas	90718	Operationally Closed	2014	2016	GEN1	GEFTrustee	80,053.86	74,920.59	-
82243	Wealth from Nature	91253	On Going	2014	2016	GEN1	UNDP	256,171.07	184,187.52	-
89948	Sustainable Land Management	95966	On Going	2015	2018	GEN1	GEFTrustee	227,964.33	194,467.61	322,343.00
90663	National ICCA Project	96320	On Going	2015	2019	GEN2	GEFTrustee	100,000.00	88,103.75	590,296.00
94777	UNEP-UNDP-WRI Green Climate Fund Readiness Programme - P	98867	On Going	2016	2017	GEN1	GEFTrustee	46,886.00	23,274.38	1,288,294.00
Total								45,082,375.21	38,650,688.35	10,826,706.44

Management Support Unit (MSU) Team

Project	Project Description	Output	Atlas Status	Start Year	End Year	Gender Attribute	Donor(s)	2012-16 Total Budget	2012-16 Total Delivery	2017 Budget
60663	7th Philippine Human Development Report	76481	Financially Closed	2010	2016	GEN2	UNDP	154,316.58	145,461.26	-
60869	Overseas Filipinos Remittances for Development (OFs-RED)	76817	Operationally Closed	2010	2016	GEN2	FRST UNION	382,774.42	323,263.94	-
65258	Accelerating Progress on the Millennium Development Goal	81841	On Going	2012	2016	GEN2	UNDP, NET	807,742.23	717,282.86	-
65296	Localizing Poverty Reduction	81867	Financially Closed	2012	2016	GEN2	UNDP	217,172.18	213,379.90	-
65739	Managing Implementation for Results	82115	On Going	2012	2016	GEN1	UNDP	546,494.69	446,041.86	-
70335	Joint Migration and Development Initiative; Phase 2	87809	On Going	2013	2016	GEN2	EUCOMM, SDC	200,871.79	188,137.63	13,716.00
81416	MDI Western Visayas	90692	On Going	2014	2016	GEN2	SWI	281,329.00	226,628.02	13,500.00
88985	Philippine Human Development Report	95419	On Going	2015	2016	GEN1	UNDP, NZE	123,625.25	90,571.84	-
Total								2,714,326.14	2,350,767.31	27,216.00

Resilience and Peace Building (RPB) Team

Project	Project Description	Output	Atlas Status	Start Year	End Year	Gender Attribute	Donor(s)	2012-16 Budget	Total	2012-16 Delivery	Total	2017 Budget
40810	ACT for Peace	46336	Financially Closed	2005	2014	GEN2	AECI, AUL, NZE, SPA, UNDP	29,682.37		24,290.24		-
41076	Conflict Prevention and Peace Building Programme	46742	Financially Closed	2005	2011			49,583.84		38,182.05		-
59182	UNDP and UN Response to Early Recovery in Mindanao	73947	Financially Closed	2010	2010			360,000.00		264,593.13		-
61075	Community resilience and disaster risk reduction	77199	Financially Closed	2011	2013	GEN2	CIDA, UNDP	984,889.25		861,942.05		-
61655	Early Recovery and Rehabilitation for Mindanao	78216	Financially Closed	2011	2014	GEN1	EU, UNDP	3,653,803.86		3,213,777.63		-
62199	UNDP response to flooded areas in Central Mindanao	79567	Financially Closed	2011	2012			33,514.96		33,458.89		-
62935	UNDP response to early recovery in Albay	80255	Financially Closed	2011	2013	GEN1	UNDP	100,000.00		88,795.27		-
66350	Strengthening National Peace Infrastructures (SNPI)	82550	On Going	2012	2016	GEN1	UNDP	531,125.89		382,135.28		-
68292	Recovery and Resilience for Northern Mindanao	83565	Financially Closed	2012	2013	GEN1	GEFTrustee	244,501.00		197,654.94		-
71616	UNDP Response to Early Recovery in Mindanao TY Bopha	84975	On Going	2012	2014	GEN0	GEFTrustee	140,467.59		145,249.18		-
71618	Time-critical debris mgmt in areas affected by TY Bopha	84976	Financially Closed	2012	2015	GEN2	CERF	1,807,446.00		1,812,257.87		-
73428	Support to Framework Agreement on Bangsamoro (FAB)	86235	On Going	2013	2016	GEN1	UNDP, NZE, UKM, AusAID	3,965,902.07		2,580,698.56		-
76546	Support to protection leading to rebuilding in Mindanao	87869	Financially Closed	2013	2014	GEN1	UNDP	203,317.00		177,117.38		-
76548	Early recovery in Zamboanga after GPH-MNLF stand-off	87870	Financially Closed	2013	2014	GEN1	UNDP	64,719.08		59,999.88		-
76814	UNDP Early Recovery for Earthquake Affected Areas	87997	Financially Closed	2013	2014	GEN1	UNDP	111,858.37		73,428.95		-
77295	Early Recovery for Areas Affected by Ty Haiyan	88305	On Going	2013	2017	GEN1	UNDP, UNICEF, PRIVSECT, KOICA, DFAT, KSIMC,	19,259,935.40		14,752,517.47		864,696.11

							CNHI INTL, GWA KONNO, JPN			
77295	Early Recovery for Areas Affected by Ty Haiyan	91310	On Going	2014	2017	GEN1	EUCOMM	12,695,195.78	9,343,511.94	826,522.50
77295	Early Recovery for Areas Affected by Ty Haiyan	88169	Operationally Closed	2013	2014	GEN1	JPN, KWT, RUS, PRIVSECT, CERF, PDRF, ECU	8,525,196.04	6,624,470.59	-
77295	Early Recovery for Areas Affected by Ty Haiyan	88231	Financially Closed	2013	2014	GEN1	UNDP	100,000.00	99,860.76	-
77359	Debris management and livelihood for Bohol	88187	Financially Closed	2013	2014	GEN1	JPN	1,050,168.88	800,765.04	-
77463	Debris management and livelihood for Bohol - Australia	88218	Financially Closed	2013	2015	GEN1	DFAT	272,234.30	267,311.56	-
79145	Strengthening Bangsamoro Institutions for Peace and HR	89231	On Going	2014	2016	GEN1	EUCOMM	772,355.67	691,914.42	-
86233	Public confidence and participation Bangsamoro PBF	93532	On Going	2015	2016	GEN1	PBF	1,073,870.02	869,472.76	-
86366	Typhoon Hagupit Early Recovery	93654	On Going	2015	2016	GEN0	UNDP	255,396.59	167,127.72	-
87405	Support Peace- Bangsamoro	94421	On Going	2016	2017	GEN1	EUCOMM	864,101.25	653,414.54	447,374.16
90145	Sustaining Peace in the Bangsamoro	96046	On Going	2015	2017	GEN1	UNDP	358,892.70	148,215.89	-
Total								57,508,157.91	44,372,163.99	2,138,592.77

Annex 3. Country Programme Document Results Framework and Indicator Status

Outcome #52 The poor and vulnerable will have improved access to and utilization of quality social services, with focus on MDGs least likely to be achieved							
Indicator ⁶¹	Baseline	Target	Status/Progress				
			2012	2013	2014	2015	2016
Millennium Development Goals targets performance relative to baseline	2009: (MDG1) 10.8% of population living below the subsistence threshold; 2011: (MDG2) 90.9% participation rate; 72.5% cohort survival rate; 69.4% completion rate in primary education 2011: (MDG5) 221 maternal deaths per 100,000 live births	2016: (MDG1) 8.25% of population living below the subsistence threshold; 2016: (MDG2) 100% participation rate; 100% cohort survival rate; 100% completion rate in primary education; 2016: (MDG5) 52 maternal deaths per 100,000 live births	One Provincial Report completed; 10 new Local MDGs Progress Report initiated; One model of remittances for development pilot-tested; CCT as SP	10.4% of population are subsistence poor; 95.2% participation rate; 75.3% cohort survival; 73.7% completion; 221 maternal mortality	Type: Quantitative Data: 10.4 Comment: 10.4% subsistence incidence; 95.2% participation rate; 80.6% cohort survival rate; 78.5% completion rate in primary education; 211 maternal deaths per 100,000 live births	Type: Quantitative Data: 10.5 Comment: 10.5% subsistence incidence; 92.5% participation rate	Type: Quantitative Data: 10.4 Comment: 10.4% subsistence incidence; 92.6% participation rate; 85.1% cohort survival rate; 83.2% primary completion rate; 221 maternal deaths per 100,000 live births
			Some progress	Some progress	Some progress	Regression	Some progress
Percentage of coverage of most-at-risk and vulnerable population reached by HIV prevention services (disaggregated by population, sex and age)	Males who have Sex with Males (MSM) and Transgender (TG): <50% (2009) Sex Workers (SW): Female: 65% (2009); Male: No data; TG: No data People Who Inject Drugs (PWID): <20% (2009) Clients of Female SW: <20% (2007) People Living with HIV (PLHIV): <50% (2009) Partners of SW, MSM, PWID and	Males who have Sex with Males (MSM) and Transgender (TG): 80% Sex Workers (SW): 80% People Who Inject Drugs (PWID): 80% Clients of Female SW: 80% People Living with HIV (PLHIV): 60% Partners of SW, MSM, PWID and PLHIV: 60% Overseas Filipino Workers (OFWs): 60%	MSM & TG <50%; FSW 63%; MSW 90%; TG SW: ND; PWID <20%; Clients FSW <20% ('07); PLHIV 82%; Partners of SW, MSM, PWID & PLHIV <50% ('09); OFW <50% ('09)	MSM & TG <50%; FSW 63%; MSW 90%; TG SW: ND; PWID <20%; Clients FSW <20% ('07); PLHIV 82%; Partners of SW, MSM, PWID & PLHIV <50% ('09); OFW <50% ('09)	No data	No data	No data
			No change	No change			

⁶¹ “Indicators,” “Baseline,” “Target,” and “Status/Progress” info were extracted from the Cooperate Planning System and ROAR.

	PLHIV: <50% (2009) Overseas Filipino Workers (OFWs): <50% (2009)						
Percentage of coverage of the poor benefiting from social protection schemes (disaggregated by population, sex and age)	no reliable data of poor covered by social protection schemes (disaggregated according to urban poor, rural poor, men, women, etc)	100% of poor covered by social protection schemes (disaggregated according to urban poor, rural poor, men, women, etc)	No data	3,938,964 poorest families covered by the Conditional Cash Transfer Program out of 4.21M estimated number of poor families	Type: Quantitative Data: 74.95 Comment: 3,938,964 from the National Household Targeting System (NHTS)-identified poor households	Type: Quantitative Data: 84.42 Comment: 4,391,768 National Household Targeting System (NHTS)-identified poor households	Type: Quantitative Data: 95.45 Comment: 4.2 million households are active beneficiaries of the Pantawid Pamilyang Pilipino Program (4Ps) out of the 4.4 million identified poor households
				Significant progress	Some progress	Some progress	Significant progress
Outcome #53 Capacities of claimholders and duty-bearers are strengthened to promote human rights, inclusively, integrity, accountability							
Indicator	Baseline	Target	Status/Progress				
			2012	2013	2014	2015	2016
Number of policy reforms introduced and instituted in the political and electoral systems	1) No coherent/existing national policy/law on political parties, political dynasties and campaign financing 2) Weak implementation of the Party List System	At least 3 policy reforms/bills advocated on party-list system, political party reform, political dynasties and campaign finance advocated	Trained 16CSOs (10F,10M) to monitor red tape act & 2 provinces on public finance; Study on citizens' participation in public finance in 6 regions;	2 bills - "Strengthening the Political Party System in the Philippines" and "Citizens Participation on Budget Process", both pending in Congress.	Type: Qualitative Data: Validated Citizen-led Governance Assessment framework and tools to provide a baseline on democracy situation for programming and advocacy purposes, including 1. political party reform bill. 1x Freedom of Information Bill advocated and has been announced as a priority bill of the President Aquino administration.	Type: Qualitative Data: Operational framework to mainstream HRBA into governance developed to ensure that human rights principles and obligations are reflected in all government plans and processes.	Type: Qualitative Data: HRBA principles [Participation, Accountability, Non-discrimination, Transparency, Human Dignity, Rule of Law] mainstreamed in electoral management to enhance access of marginalized groups to suffrage, especially women, elderly, indigenous peoples and PWDs - Manual for election managers
			Some progress	No change	Some progress	Some progress	Some progress

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<p>Number of national agencies and local government units with development plans or programmes incorporating gender-sensitive peacebuilding and conflict prevention principles and processes</p>	<p>278 Peace and Development Communities with peace-based Barangay Development Plans (BDP)</p>	<p>At least 15 national and local government agencies/institutions with peace and conflict-sensitive perspectives integrated in their policies, programmes and plans</p>	<p>9 government agencies (24F;8M) trained in conflict-sensitive planning. 30 communities in Central Mindanao with recovery projects (community infra, livelihoods,etc.)</p>	<p>National Action Plan on Women, Peace and Security (NAP) Strategic Plans of Basilan, Sulu and Tawi-Tawi developed</p>	<p>Type: Qualitative Data: • Peace and security chapter integrated in the Philippine Development Plan • Framework Agreement on the Bangsamoro and Comprehensive Agreement on the Bangsamoro signed by the Government of the Philippines (GPH) and the Moro Islamic Liberation Front (MILF) Peace Panels • Proposed Bangsamoro Basic Law undergoing review and public consultations in Congress and the Senate.</p>	<p>Type: Qualitative Data: National Action Plan on Women, Peace and Security (NAP WPS) were mainstreamed in 17 provincial local government units through technical assistance in the refining and finalization of their women, peace, and security agenda, which were included in local gender and development plans and budgets. Moreover, 8 national agencies were likewise capacitated on WPS principles and have already started implementing WPS interventions.</p>	<p>Type: Qualitative Data: The National Action Plan on Women Peace and Security (NAPWPS) issues and interventions were integrated in the 2016 Gender and Development (GAD) plan of the regional government and all five (5) provincial governments in the Administrative Region of Muslim Mindanao (ARMM)</p>
<p>Number of policies, processes and mechanisms that promote access to justice by the poor; strengthen accountability and transparency in governance; and empower citizens participation</p>	<p>1) No multistakeholder mechanism to monitor compliance to the UN Convention Against Corruption (UNCAC) 2) Fragmented policies and coordination among justice pillars 3) Limited capacities of civil society organizations to engage in public finance processes especially in the areas of fiscal policy, audit and</p>	<p>1) 1 multisectoral mechanism to monitor compliance to the UNCAC established and strengthened 2) A coordination Framework among justice pillars formulated and advocated 3) 6 capacity development modules on participatory public finance (planning, budgeting, implementation/execution, audit, fiscal</p>	<p>Enhanced NCIP quasi-judicial functions; Formed local water governance structures in 36 towns; Study of political in ARMM; Voters Education in ARMM</p>	<p>1 UNCAC mechanism organized; Rules of Procedures on Environment developed; Capacity assessment of Ombudsman's Office conducted; Public Finance Institute created</p>	<p>Type: Qualitative Data: Outcome Data: • Corruption Perceptions Index of 38/200, 85th in the world, improving from a ranking of 94th in 2013. • LGU Disclosure Portal, which promotes the mandatory disclosure of key financial documents of LGUs, has a 93% compliance rate as of 2014 (same rate in 2013). • Voice and Accountability Index of</p>	<p>Type: Qualitative Data: A national framework adopted for agencies to work together to mitigate corruption. The results produced by this partnership has contributed to the Philippines high score in the Open Budget Survey, which now stands at 64 out of 100, the highest in ASEAN.</p>	<p>Type: Qualitative Data: - 9 Participatory Public Finance Institutes setup to provide continuous capacity building support to citizens, academe and LGUs in participatory public finance. - Supreme Court set up 48 family courts and is setting up 50 more family courts - Supreme Court issued 2 en banc resolutions providing guidelines in addressing issues affecting family courts</p>
			Some progress	Some progress	Significant progress	Significant progress	Some progress

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	<p>debt management 4) No rules and procedures on the implementation of the environmental Ombudsman 5) Inadequate capacities of government anti-corruption agencies 6)No platform/mechanisms to sustain capacity development needs of CSOs on participatory public finance</p>	<p>policy and debt management) developed 4) Rules of Procedures for the implementation of the functions of the environmental Ombudsman formulated and promoted 5) Capacity assessment of the Office of the Ombudsman conducted and support to the implementation of its capacity development plan provided 6) A national level Participatory Public Finance Institute that will sustain capacity building needs for CSOs established and strengthened.</p>			<p>-0.01, percentile rank of 47.87 (2013) UNDP Contribution: 1) 1x Multistakeholder mechanism for UNCAC Tripartite Review partially functioning. 2) Supreme Court have Increased appreciation of inter-justice pillar approaches to gender justice after gender justice workshops, thus paving way for closer collaboration in future. 3) Enhanced capacities of citizens to engage in Participatory Public Finance with 30 Participatory Public Finance Institute (PPFI) fellows trained; development of PPF capacity modules; strengthening of 5 citizen integrity water governance monitors. 4) Rules and procedures of Environmental Ombudsman clarified and enhanced with development of layman's guidebook. 5) Capacities of ombudsman personnel enhanced in investigation and prosecution of environmental cases, while scoping mission on anti-corruption initiatives of Ombudsman completed.</p>		<p>and clarifying requirements in handling adoption cases - Map of critical issues and concerns of local governments in the areas of health, agriculture, local budget processes, and urban dwelling in aid of policy reforms in local governance</p>
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					6) -Public Finance Institute established and functioning through a network of regional hubs, providing training to local citizens. Also, 1x online database platform strengthened to publish and disseminate information on public profiles, campaign finance and other public funds, elections and other governance-related statistics.		
			Some progress	Significant progress	Significant progress	Significant progress	Some progress
Number of mechanisms, policies and plans developed and formulated using the human rights based approach and gender equity	1) No tripartite mechanism that monitors compliance to the human rights treaty obligations and Universal Periodic Review (UPR) recommendations 2) No framework/capacity development modules on the mainstreaming of human rights in local planning and development; in public finance processes and environmental rights 3) Limited capacity of the national human rights institution to fulfill its mandate as independent	1) A tripartite UPR monitoring mechanism to ensure the country's compliance to its human rights treaty obligations established and strengthened 2) A Framework and capacity development modules to localize HRBA and mainstream HRBA in public finance and environment developed and promoted 3) Capacity assessment of the Commission on Human Rights undertaken and support the implementation of its capacity	Drafted 21 Point Agenda re UNCAC / Environmental Ombudsman Rules of Procedures; established UPR monitoring mechanism; Setup CHR Office in ARMM	Tripartite UPR mechanism organized; HRBA to Public Finance developed; capacity assessment actions prioritized; 3-year HRBA agenda developed	Type: Qualitative Data: Outcome Data: • Grassroots Participatory Budgeting: 99% compliance rate for 2014 budget preparation, up from 97% in 2013. • Increased in access to water supply by 10 % in Mindanao area thru the SALINTUBIG water supply program of the National Government. UNDP Contribution: 1) 1x UPR Tripartite Monitoring Mechanism established (2013) and strengthened (2014), with development of UPR Indicators. 2) Support and commitment for a	Type: Qualitative Data: Latest 2014 data (released April 2015) shows that 85.5% of Filipino families have access to safe drinking water (MDG target is 86.8%). / Philippines high score in the Open Budget Survey, which now stands at 64 out of 100, the highest in ASEAN.	Type: Qualitative Data: -HRBA framework and monitoring tool to be adopted by the Bureau of Jail Management and Penology. -HRBA principles of Participation, Accountability, Non-discrimination, Transparency, Human Dignity, Empowerment, and Rule of Law (PANTHER), including UN Guiding Principles of Business and Human Rights, as well as the UN Guiding Principles on Extreme Poverty framework mainstreamed/ harmonized into the Philippine Development Plan. - MOA was forged

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	national human rights institution 4) No rules and procedure in the implementation of CHR's role as Gender Ombud under the Magna Carta on Women.	development plan support 4) Rules and Procedures on the implementation of CHR's function as Gender Ombud formulated and promoted			nationalwide framework for HRBA mainstreaming in planning and other governance processes achieved from National Economic Development Authority and other government agencies / departments after conduct of HRBA training courses and development of draft 2015-2016 HRBA plan to be implemented this year. 3) Capacities of CHR personnel enhanced in knowledge and application of the UN Guiding Principles on Business and Human Rights, and capacities of RHRC built to investigate and report on human rights cases. 4) 10 Rights-Based sector plans developed, and 10-localized customer service codes developed, as a result of organization and capacitation of Water and Sanitation Councils.	among CSOs, Academe and Water Districts establishing the Regional WATSAN Hubs to implement integrated safe water, sanitation and hygiene (iWaSH) with LGUs that resulted in the issuance of policies for establishment of iWaSH councils and local water, sanitation and hygiene associations, formulation of iWaSH sector plans, allowing 757 women and 239 men to participate in iWaSH implementation and monitoring.	
			Some progress	Some progress	Some progress	Some progress	Some progress
Outcome #54 Adaptive capacities of vulnerable communities and ecosystems are strengthened to be resilient to threats, shocks, disasters, and climate change							
Indicator	Baseline	Target	Status/Progress				
			2012	2013	2014	2015	2016

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<p>Number of development plans incorporating and budgeting disaster risk reduction and climate change adaptation measures</p>	<p>34 provinces with multi-hazard risk maps; Presidential Administrative Order mandating mainstreaming of DRR/CCA in local development plans</p>	<p>81 provinces with risk based development plans; all cities/municipalities with risk based development plans</p>	<p>70 provinces (86% of total) with disaster risk assessment in varying stages (final, draft), pre-requisite for risk based plans</p>	<p>16 DRRCCA enhanced (PDPFPs, 4 DRRCCA enhanced CLUPs (Surigao del Norte) and 1 Regional Physical Framework Plan (Region X) produced</p>	<p>Type: Quantitative Data: 74 Comment: 74 provinces with Disaster Risk Reduction and Climate Change Adaptation-Enhanced Provincial Development and Physical Framework Plans; 1 DRR CCA-Enhanced Regional Development and Physical Framework Plan (Region X)</p>	<p>Type: Quantitative Data: 91 Comment: 74 provinces with Disaster Risk Reduction and Climate Change Adaptation-Enhanced Provincial Development and Physical Framework Plans; 1 DRR CCA-Enhanced Regional Development and Physical Framework Plan (Region X); DRRCCA-Enhanced CLUPs of Surigao City, and municipalities of Claver, Gigaquit, and Bacuag in Region 13; DRRCCA-Enhanced CLUPs of the Cities of Valencia, Cagayan de Oro and Iligan in Region X; DRRCCA enhanced CLUPs of 8 LGUs in GMMMA - Las Pinas, Caloocan, Malabon, Navotas, Muntinlupa, Pateros, Marikina and Paranaque; DRRCCA-enhanced CLUP of the Municipality of Opol in Misamis Oriental (Region X)</p>	<p>Type: Quantitative Data: 91 Comment: 74 provinces with Disaster Risk Reduction and Climate Change Adaptation-Enhanced Provincial Development and Physical Framework Plans; 1 DRR CCA-Enhanced Regional Development and Physical Framework Plan (Region X); DRRCCA-Enhanced CLUPs of Surigao City, and municipalities of Claver, Gigaquit, and Bacuag in Region 13; DRRCCA-Enhanced CLUPs of the Cities of Valencia, Cagayan de Oro and Iligan in Region X; DRRCCA enhanced CLUPs of 8 LGUs in GMMMA - Las Pinas, Caloocan, Malabon, Navotas, Muntinlupa, Pateros, Marikina and Paranaque; DRRCCA-enhanced CLUP of the Municipality of Opol in Misamis Oriental (Region X); Plans underway to prepare DRRCCA CLUPs in 12 municipalities in Tacloban and Cagayan and Jalaur river basins</p>
			Significant progress	Some progress	Significant progress	Significant progress	No change

<p>Percentage of mortalities, morbidities and economic losses from natural hazards</p>	<p>2000 ave. mortalities from actual disasters/event; 15 billion PhP/year; 0.5% of GDP (typhoons) in direct economic damage from natural disasters</p>	<p>90% decrease in average mortalities; 50% decrease in economic damage</p>	<p>Indicator provinces (e.g. Surigao del Norte, Albay) exhibiting zero, nil casualties during tropical cyclones for the past two (2011, 2012) years.</p>	<p>Typhoon Haiyan, strongest in history, led to record-breaking deaths (approx. 6,200). Bohol earthquake also caused considerable fatalities and damages</p>	<p>Type: Quantitative Data: 128 Comment: 128 deaths; PhP43.71B cost of damage (43,709,531,840.94) Typhoons Rammasun, Hagupit and Sinlaku caused considerable fatalities and damages</p>	<p>Type: Quantitative Data: 116 Comment: 116 deaths; PhP 18.2B cost of damage from 14 typhoons that hit the Philippines in 2015, namely Amang, Betty, Chedeng, Dodong, Egay, Falcon, Goring, Hanna, Ineng, Jenny, Kabayan, Lando, Nona and Onyok.</p>	<p>Type: Quantitative Data: 38 Comment: 38 deaths; PhP 8B cost of damage from 10 typhoons that hit the Philippines in 2016, namely Ambo, Butchoy, Habagat, Carina, Helen, Gener, Ferdie, Julian, Karen, and Lawin.</p>
<p>Percentage of terrestrial and marine areas important for biodiversity and ecosystem services are effectively managed through NIPAS or other area-based conservation measures</p>	<p>2.10% terrestrial PAs; 0.09% marine Pas</p>	<p>8.85% terrestrial areas and 0.62% marine PAs effectively managed through NIPAS or other conservation measures</p>	<p>No data</p>	<p>A total of 17,482 hectares has been established as ICCAs and LCAs which is 0.67% increase in terrestrial PAs; 0.58% marine PAs.</p>	<p>Type: Quantitative Data: 2324806.2 Comment: 3 new ICCAs declared (Hilong-hilong, Banao, and Iglit Baco) and 3 LCAs in Mt. Nug-as established with a total area of 50,948 hectares. In progress are Balatoc Tribe in Kalinga, Mt. Irid Angilo, Mt. Tapulao, and Mt. Nacolod. These areas are expected to recognize/ establish an additional of 73,856 hectares of conservation areas. This is in addition to the 2.20M hectares of terrestrial PAs.</p>	<p>Type: Quantitative Data: 3007009 Comment: 46 PAs/LCAs and ICCAs covering 400,724 hectares of KBAs have been added to the country's protected area system: 3 PAs covering 174,549 hectares, 26 LCAs from NewCAPP covering 80,163 hectares, 10 ICCAs from NewCAPP covering 68,179 hectares, 3 ICCAs registered at UNEP/WCMC, 1 LCA in BPP site (Mt. Hamiguitan) - 3,784 hectares, 5 ICCAs recognized through FPE, and PTFCE covering 73,002 hectares, and 1 ICCA registered at UNEP/WCMC from non NewCAPP sites</p>	<p>Type: Quantitative Data: 407285.22 Comment: An additional 60 protected areas/LCAs/ICCAs/MP As have been established/strengthened covering 6,561.22 hectares giving a cumulative area of 407,285.22 hectares that have been added to the country's PA system. Specifically, an additional 1 LCAs (1,050 hectares) were documented and established and at least 56 marine protected areas identified and reassessed covering 5,511.22 hectares. One MPA network established covering a total seascape area of 1.1M hectares with 71</p>
			<p>Significant progress</p>	<p>Regression</p>	<p>Regression</p>	<p>Some progress</p>	<p>Some progress</p>

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						covering 1,047 hectares	MPAs forming the network across 5 provinces (Batangas, Mindoro Oriental, Mindoro Occidental, Romblon and Marinduque). In addition, a total of 128,138 hectares of production landscapes is under sustainable management through application of BD-friendly agricultural practices (eg. Organic agriculture, application of soil and water management, etc.). Additional 3,558 Hectares of regional coastline, covering 7 countries having scaled up Integrated Coastal Management (ICM) plans.
				Some progress	Some progress	Some progress	Some progress
Percentage reduction in environmental degradation	Total forest cover of the Philippines is estimated at 7.168 million hectares or 24.27% of the country's total land area; 5% of coral reefs to be excellent condition, with over 75% coral cover (both hard and soft); 23% remaining mangrove forest out of 500,000 hectares	No net reduction in forest cover, coral reef areas in excellent condition and mangrove forests	No data	No data	Type: Qualitative Data: The Govt has reforested 1,005,013 hectares of forest from 2011-2014 under the National Greening Programme.	Type: Qualitative Data: The Govt has reforested 1,098,163 million hectares of forest from 2011-2015 under the National Greening Programme, thus increasing forest cover to 7.86 million hectares.	Type: Qualitative Data: The Government has planted forest tree species to additional areas of 200,270 hectares increasing the reforested areas to 1,298,433 hectares of forest from 2011-2016 under the National Greening Programme.
					No change	Some progress	Some progress

Annex 4. People Consulted

Government of Philippines

Abella, Isabel, Municipal Planning and Development Officer, Salcedo, Eastern Samar

Abuat, Alikhan, Commissioner, Regional Human Rights Commission, Philippines

Agner, William G., Jr., CBC/DRRM Field Coordinator of RAPID, Climate Change Commission, Philippines

Ahrdail Baldo, Maria, Mayor of Municipality of Camalig

Alamban, Roy Arthur, PCIC X Chief, Marketing & Sales, WIBI Mindanao Focal Person, Philippine Crop Insurance Corporation

Alegre, Leni, Chief, Post Disaster Evaluation and Management Division, (OCD), Philippines

Alessandra O. Payo, Desarina, CBC/DRRM Project Assistant of RAPID, Climate Change Commission, Philippines

Andot, Diosita T., Under secretary, Office of the Presidential Adviser on the Peace Process, Philippines

Andres, Armida, Chief, Biodiversity Policy and Knowledge Management Division, Biodiversity Management Bureau-DENR, Department of Environment and Natural Resources, Philippines

Angelita Meniado, Overall coordinator, Biodiversity Management Bureau, Foreign Assisted Projects, Department of Environment and Natural Resources, Philippines

Asir, Jedi Viah, Philippine Atmospheric Geophysical and Astronomical Services Administration

Asuncion, Rolly, Assistant Secretary, Office of the Presidential Adviser for the Peace Process, Philippines

Asuncion, Myrna, Director, Social Development Staff, National Economic and Development Authority, Philippines

Baldago, Dennis Russell, Director, Project Management Bureau, Office of the Ombudsman

Banluta, Fe Crisilla M., Programme Manager, Department of Interior and Local Government, Philippines

Bantasan, Dorothy, Agriculture, Agriculture Natural Resources and Environment Staff (ANRES), National Economic Development Authority, Philippines

Bayani, Thaddeus U. Barcenas, Program Assistant of RAPID, Climate Change Commission, Philippines

Belanigue, Ariel S., Barangay Councilor of Barangay Buenavista, Abuyog

Bernadas, Brando, City DRRMC Officer, Tacloban City

Bernade, Jovy C., President, Philippine Corp Insurance Corporation, Department of Agriculture, Philippines

Bulanhagui, Val, Office of the Executive Director, Office of the Presidential Adviser for the Peace Process, Philippines

Caballes, Kathleen, Chief Economic Development Specialist, Agriculture, Agriculture Natural Resources and Environment Staff (ANRES), National Economic Development Authority, Philippines

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Cabias, Rodulfo M., Municipal Project Development Coordinator of Municipality of Abuyog

Cagud, Ireneo, Barangay Council

Cajucum, Norman, Senior Vice President, Philippine Crop Insurance Corporation, Department of Agriculture, Philippines

Casimiro-Igtiben, Girlie, Chief Economic Development Specialist, Social Development Staff, National Economic and Development Authority, Philippines

Chua, Arvin, Director, Donor Coordination and Partnership Unit, Office of the Presidential Adviser for the Peace Process, Philippines

Costin, Letecia L., Barangay Councilor of Barangay Buenavista, Abuyog

Cristina Lacasa, DRRM Officer, Salcedo, Eastern Samar

Dada, Genilyn, National Convergence Technical Support Unit, Department of Social Welfare and Development, Philippines

De Leon, Ross, Regional Development Staff (RDS), National Economic Development Authority, Philippines

Delfin, Marites, Finance Officer, Department of Interior and Local Government, Philippines

Deloria, Christian, National Convergence Technical Support Unit, Department of Social Welfare and Development, Philippines

Domingo, Edwin, Director, Foreign Assisted and Special Projects Services, Department of Environment and Natural Resources, Philippines

Esmundo, Oliver, Regional Human Rights Commission

Esquivel, Vivien, Philippine Atmospheric Geophysical and Astronomical Services Administration

Falcon, Ramon Paul, Chief Economic Development Specialist, Social Development Staff, National Economic and Development Authority, Philippines

Fontanilla-Catiling, Alice H., Chief Judicial Reform Program Officer, Supreme Court of the Philippines

Gomez-Dumpit, Karen, Commissioner, Commission on Human Rights, Philippines

Gondra, Judith, OIC Division Chief, Governance Staff, National Economic and Development Authority, Philippines

Imperial, Dominic Xavier M., Acting Director of the United Nations and International Organizations, Department of Foreign Affairs, Philippines

Leones, Jonas, Undersecretary for International Affairs and Foreign Assisted Programs, Department of Environment and Natural Resources, Philippines

Lim Theresa Mundita, Director of Biodiversity Management Bureau-DENR, Department of Environment and Natural Resources, Philippines

Llanto, Diane Gail, OIC Assistant Director Agriculture, Agriculture Natural Resources and Environment Staff, National Economic and Development Authority, Philippines

Lozada, Norzaydee, Barangay Council

Magturo-Dela, Mary Jane, Agriculture, Supervising Economic Development Specialist, Agriculture Natural Resources and Environment Staff, National Economic and Development Authority, Philippines

Manado, Angelia, Coordinator, Foreign-Assisted Projects, the Department of Environment and Natural Resources, Biodiversity Management Bureau, Philippines

Manalo, Roberto G., Director of Office of the United Nations and International Organizations, Department of Foreign Affairs, Philippines

Manuel, Thelma, OIC Director, Governance Staff, National Economic and Development Authority, Philippines

Manandil, Josing, Advocacy Officer, Mindanao Tri-Peoples' Council

Marcos, John Mark, Senior Programme Assistant, Climate Change Commission, Philippines

Marilla, Cecilio, Municipal Project Development Coordinator of Municipality of Tolosa

Markus, John, Program Ass PCTP –RAPID, CCC Governance TE FOCAL, Climate Change Commission, Philippines

Mayuga, Renelie B., Deputy Clerk of Court and Judicial Reform Program Administrator, Supreme Court of the Philippines

Melgar, Melchor, Mayor of Salcedo, Eastern Samar

Meling, Haron, former head of the Bangsamoro Transition Commission

Morito Francisco, ANGeL, DRR focal point officer, Department of Foreign Affairs and Trade, Philippines

Nabora, Glezandra R., Administrative Aide of RAPID, Climate Change Commission, Philippines

Nalo, Gina O, Department of Agriculture's Bureau of Soils and Water Management (DA-BSWM), Philippines

Narag, John Adrian, Division Chief, International Finance Group, Department of Finance, Philippines

Pagad, Delia B., Administrative Assistant of RAPID, Climate Change Commission, Philippines

Pales, Bonifacio, PCIC XI Regional Manager & WIBI Mindanao Focal Person, Philippine Crop Insurance Corporation

Pallarco, Vanessa Vianca S., Executive Assistant, Office of the Presidential Adviser on the Peace Process, Philippines

Pascua, Alain Del, Undersecretary for Administration, Department of Education, Philippines

Quino, Sammy, Asst. Team Leader, Tacloban Response Unit

Ramilo, Jean Louise, Philippine Atmospheric Geophysical and Astronomical Services Administration

Relano, Michellene R., Barangay Secretary of Barangay Doña Brigida, Tolosa

Remedios, Endencia, Director, Regional Development Staff (RDS), National Economic Development Authority, Philippines

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Robedillo, Kim P., ClimEx.db Field Coordinator of RAPID, Climate Change Commission, Philippines

Rosa, Johann dela, Executive Director, Naga City Peoples' Council

Salvador, Amante, Director, Health, Public Safety and Environmental Protection Office, MMDA Philippines

Santiago, Ramon, OIC, Flood Control Information Center, MMDA Philippines

Sevilla, Annalyn, Undersecretary for Finance and Budget, Department of Education, Philippines

Sombilla, Mercedita, Assistant Secretary Agriculture, Agriculture Natural Resources and Environment Staff, National Economic and Development Authority, Philippines

Tadulan, Diese, Barangay Treasurer

Tungplan, Rolando G., Undersecretary, National Economic and Development Authority, Philippines

Uy, Jonathan L., Director IV, National Economic and Development Authority, Philippines

United Nations organizations, international partners and other donors

Farah, Muktar, Head of Sub Office Cotabato City, UN OCHA Philippines

Gallardo, Kate, Secretariat Coordinator, Partnerships in Environmental Management for the Seas of East Asia

Lumilan, Eden Grace, UN RCO Coordination Analyst, United Nations Philippines

Magtibay, Bonifacio B., Technical Officer, WHO Philippines

Manfredini, Edoardo, Programme Manager, Support to the Peace Process in Mindanao, Delegation of the European Union to the Philippines

Maningo, Caroline Z., Programme Manager, Operations Section, Delegation of the European Union to the Philippines

Orquiza, Anne, Portfolio Manager, Disaster Risk Reduction and Climate Change, Australian Embassy in Philippines

Penile, Kenneth, UNV, UNV Philippines

UNDP

Almgren, Ola, Resident and Humanitarian Coordinator, UNDP Philippines

Antonio, Jaime B., Jr (Bong), ProWater Project Manager, UNDP Philippines

Belisario, Carol, Project Manager, Social Accountability and PFM Capacity Building, UNDP Philippines

Buena, Harvey S., Programme Manager, Department of Social Welfare and Development Bottom Up Budgeting through Inclusive and Effective Governance, UNDP Philippines

Buendia, Emmanuel, Programme Team Leader, UNDP Philippines

Cabral, Fe, CO Gender Focal, UNDP Philippines

Capulong, Jesus, Operations Manager, UNDP Philippines

Capuno, Ethelind B., Procurement Team Leader, UNDP Philippines

Cruz, Israel dela, Project Manager, Programme Management Office, UNDP Philippines

Durban, Alton, Consultant, UNDP Philippines BIOFIN Team

Evangelista, Alma, RPB Former Team Leader, UNDP Philippines

Fuentes, Rosalinda, Regional Project Coordinator, UNDP DepEd BUB Regional Staff

Garde, EdenP., Project Manager, UNDP Philippines

Gaveglia, Enrico, Deputy Country Director, UNDP Philippines

Jolongbayan, Luisa, Head of the Management Support Unit, UNDP Philippines

Mitra, Titon, Country Director, UNDP Philippines

Neo, Angie, Programme Associate, DG Team NAM Projects, UNDP Philippines

Planitz, Angelika, Head of DRR, BPPS, UNDP Philippines

Plantilla, Anabelle, Project Manager, UNDP Philippines BIOFIN Team

Scheuer, Jo, Director/Chief of Profession Climate Change & Disaster Risk Reduction BPPS, UNDP Philippines

Civil society, research institutes, private sector and beneficiaries

Agting, Oting, Youth Officer, Kadtabanga Foundation for Peace and Development, Inc

Aligaen, Nelda, Barangay Health Worker

Amella, Samsodin, Executive Director, Mindanao Action for Peace and Development

Amos, Samra, Executive Director, Social Services for Grassroots Community Development, Inc

Arimado, Delia, PTA Member, Taisan National High School

Ayao, Datudido, Member, Kadtabanga Foundation for Peace and Development, Inc

Beato, Nicolas, TPM, Social Action Center, Legazpi

Calugas, Eugene, Treasurer, Agri Supply

Calugas, Josephine, President, Wet Market Association

Capistrano, Ailon, Senior Science Research Specialist, Philippine Rice Research Institute

Diocolano, Hadja Giobay, Executive Director, Kadtabanga Foundation for Peace and Development, Inc

Duma, Florentina, President, Yolanda Survivors and Construction Workers Association

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Faeldan, Ericson, National SGP DRR-Recovery project in Samar with Green Mindanao, SAWA, IBA, Palaypay Conservation Association (SIPCA) SAMAR Philippines

Four Students from the Taisan National High School

Hussein, Morsiding, Programme Manager, United Youth for Peace and Development (UNYPAD)

Iqbal, Mohagher, Chair of the MILF Implementation Panel

Jo Doloiras, TPM, Sorsogon

Kuna, Taib, Finance Officer, Kadtabanga Foundation for Peace and Development, Inc

Laureto, Bonar, Executive Director, Philippine Business for The Environment

Llana, Lourdes, Municipal Social Work and Development Officer, Camalig

Naz, Rigelio, Municipal Engineer

Ontok, Ashna, JNC Secretariat Staff, Mindanao Action for Peace and Development

Pir Allian, Fatima, Program Manager, Nissa Ul Haq Fi Bangsamoro, Inc.

Ramirez, Edgar, Director, ARMM Development Academy

Rojero, Jessica, Brgy. Captain, Brgy. Caridad

Romero, Jason John, ICT Coordinator, Taisan National High School

Saluwang, Anwar, Director, United Youth for Peace and Development (UNYPAD)

Sarilla, Jason, Third Party Monitor, Albay

Sarzuela, Eva Vanessa, Science Teacher, Taisan National High School

Six participants from the Nagkaraosa San Roque Farmers Association

Sychangco, Ness, National SGP DRR-Recovery project in Samar with Green Mindanao, SAWA, IBA, Palaypay Conservation Association (SIPCA) SAMAR Philippines

Twenty-eight participants from Yolanda Survivors and Construction Workers Association

Annex 5. Documents consulted

In addition to the documents named below, the evaluation reviewed available programme/project documents, annual work plans, briefs, and other material related to the programmes/projects under review. Many related organizations' websites were also searched, including those of UN organizations, Philippine governmental departments, project management offices and others.

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