Philippines United Nations Development Assistance Framework 2012-2018

Evaluation Report
October 2017

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Acknowledgements

Acronyms and Abbreviations

ADB	Asian Development Bank		GPH	Government of the Philippines
AIDS	Acquired Immunity Deficiency Syndrome		HACT	Harmonized Approach to Cash Transfers
APEC	Asia-Pacific Economic Cooperation		HCT	Humanitarian Country Team
ARRM	Autonomous Region in Muslim Mindanao		HDI	Human Development Index
			HoA	Head of Agency
ASEAN	Association of South East Asian Nations		HIV	Human Immuno-Deficiency Virus
			HLPF	High Level Policy Forum
CAB	Comprehensive Agreement of Bangsamoro		HRBA	Human Rights Based Approach
			IASC	Inter-Agency Standing Committee
CCA	Climate Change Adaptation		ICPD	International Conference on Population and Development
CCT	Conditional Crash Transfer			
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women		ICT	Information and Communications Technology
			ILO	International Labour Organisation
CHR	Commission on Human Rights		IMO	International Maritime Organisation
CSO	Civil Society Organisation		IOM	International Office of Migration
CPD	Country Program Document		IP	Indigenous Peoples
CRC	Convention on the Rights of the Child		JIP	Joint Implementation Plan
			JPMNH	Joint Programme on Maternal and Neonatal Health
CTFMR	Country Task Force for Monitoring and Reporting		KII	Key Informant Interview
DA	Department of Agriculture		KRA	Key Result Area
DAO	Delivering as One		LGU	Local Government Unit
DBM	Department of Budget and Management		MDG(s)	Millennium Development Goal(s)
			MEG	Monitoring and Evaluation Group
DENR	Department of Environment and Natural Resources		MIC	Middle Income Country
			MILF	Moro Islamic Liberation Front
DEPED	Department of Education		M&E	Monitoring and Evaluation
DFA	Department of Foreign Affairs		MPI	Multidimensional Poverty Index
DFAT	Department of Foreign Affairs and Trade (Australia)		MTR	Mid Term Review
			NAPC	National Anti-Poverty Commission
DILG	Department of Interior and Local Government		NCIP	National Commission on Indigenous Peoples
DOCO	Development Operations Coordination Office		NDRRMC	National Disaster Risk Reduction Management Council
DOLE	Department of Labour and Employment		NEDA	National Economic and Development Authority
DOH	Department of Health		NGO	Non-Government Organisation
DOST	Department of Science and Technology		NPA	New People's Army
			NSC	National Steering Committee
DRRM	Disaster Risk Reduction and Management		NYC	National Youth Commission
			NWRB	National Water Resource Board
DSWD	Department of Social Welfare		OECD	Organisation of Economic Cooperation and Development
ECCD	Early Childhood Care and Development		OG	Outcome Group
ERG	Evaluation Reference Group		OMT	Operations Management Team
EU	European Union		OHCHR	Office of the High Commission on Human Rights
FAO	Food and Agriculture Organisation			
FASTRAC	Facility for Advisory Support for Transition Capacities		OPAPP	Office of the Presidential Adviser on Peace Process
FGD	Focus Group Discussion		PCW	Philippine Commission for Women
GNI	Gross National Income			

PDF	Philippines Development Forum	UNDP	United Nations Development Programme
PDP	Philippine Development Plan		
PIS	Public Investment Staff	UDHR	Universal Declaration on Human Rights
PNAC	Philippine National Aids Council		
PLEP	Philippine Labour and Employment Plan	UNEG	United Nations Evaluation Group
		UNESCO	United Nations Education Science and Culture Organisations
PMC	Programme Management Committee	UNFPA	United Nations Population Fund
QCPR	Quadrennial Comprehensive Policy Review	UNIC	United Nations Information and Communication
RBM	Results-Based Management	UNICEF	United Nation Children Fund
RCO	Resident Coordinator's Office	UNIDO	United Nations Industrial Development Organisation
RPRH	Responsible Parenthood and Reproductive Health	UNHCR	United Nations High Commissioner for Refugees
SDG	Sustainable Development Goal		
SFA	Strategic Focus Area	UNMEG	United Nations Monitoring and Evaluation Group
SOG	Sub-Outcome Group		
SOP	Standard Operating Practice	UNOCHA	United Nations Office for Coordination of Humanitarian Affairs
SPF	Social Protection Floor		
SUN	Scaling Up Nutrition		
TWG	Technical Working Group	UNODC	United Nations Office on Drugs and Crime
TF	Task Force		
TOC	Theory of Change	UPR	Universal Periodic Review
TOR	Terms of Reference	UNRC	United Nations Resident Coordinator
UN	United Nations		
UNAIDS	Joint United Nations Programme on AIDS/ HIV	UNV	United Nations Volunteers
		UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNCAC	UN Convention Against Corruption		
UNCCG	UN Communications Group	USAID	United States Agency for International Development
UNCSAC	United Nations Civil Society Advisory Committee		
		WB	World Bank
UNCT	United Nations Country Team	WEF	World Economic Forum
UNDAF	United Nations Development Assistance Framework	WFP	World Food Programme
		WHO	World Health Organisation
UNDG	United Nations Development Group		

Executive Summary

The UNDAF 2012–2018 was developed through an inclusive and participatory process under the leadership of the Philippine Government in close consultation with civil society and development partners. It builds on previous UNDAFs that ran from 2001-2005 and 2005-2011. It was guided by a central theme: "*supporting inclusive, sustainable and resilient development*" and comprised 4 Outcome Areas:

1. Universal access to quality social services with focus on the MDGs;
2. Decent and productive employment for sustained, greener growth;
3. Democratic governance; and
4. Resilience toward disasters and climate change

The primary focus of the evaluation is on how [well] the UNDAF has brought the UN system together in support of national priorities. It is taken as a given that the work of individual agencies respond to specific national or sector needs in the Philippines and continues to be valuable and relevant. Thus, particular emphasis was given to examples of joint programming, operational efficiencies and other instances where the UN—defined as two or more agencies—demonstrated results over and above that which would have occurred in the absence of an UNDAF.

The critical inputs to the Evaluation included a desk review of, interviews with key UN and national informants and stakeholders and the administration of an online survey. The preliminary findings were shared in draft form prior to the finalization of the report.

Key Findings

Relevance

The specific interventions being supported by the UN in the Philippines remain relevant and appreciated, it is far less clear that the UNDAF itself remains a relevant document in the context of the partnership with the GPH the further one got from the design phase. In fact, it could be argued that the UN and GPH potentially erred in opting for a seven year UNDAF rather than the more conventional 4-5 year cycle that would have allowed the UN to respond to change in focus of the new administration and the new priorities of the PDP 2017-2022.
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Efficiency

Overall, the evaluation found limited evidence to suggest that the UNDAF process has improved efficiency either internally or externally. This can be traced in part to the fact that the role of the UN in the Philippines has evolved from that of a donor to one where the GPH is increasingly able to self-finance its development agenda and looks to the UN for highly specialized technical assistance that does not easily lend itself to a common framework. More important, the continued reliance on individual agency programming instruments, in particular individual work plans and reporting requirements—outside of a limited number of joint programmes—has meant that the UN system as a whole continues to demand far more time from national counterparts relative to the resources it brings to the table. UNDAF processes were not well integrated with national systems and this was noted at all levels of the GPH. At a minimum, the UN needs to significantly strengthen the use of joint programming modalities including a clear commitment to GPH department-level common work plans and reports and a more integrated approach to work with local partners including more joint trainings, research and action.

Effectiveness

The individual projects and programmes supported by UN agencies remain valued and effective in a number of sectors including Education, Maternal Health, Decent Work and Labour Standards, HIV / AIDS, Human Rights and DRRM. However, the overall effectiveness of the UNDAF as a tool for guiding and sharpening the depth and quality of support being provided by the UN to national development priorities is unclear. The lack of strong ownership of the UNDAF within the UN created a situation where the focus was on demonstrating that the UN was adhering to the basic requirements laid out in the UNDAF guidelines rather than actually making a difference over and above the individual contributions of the participating agencies.

Recommendations

- The UNCT and GPH should priorities those programmatic areas where UN agencies will work together using a variety of joint programming modalities in the next UNDAF.

- The UN should maximize its unique comparative advantage in the Philippines as an impartial convener to bring together sectors at the national, regional, and LGU levels in support of the SDG agenda

- The UN should develop a clearly articulated Theory of Change for the new UNDAF that is linked to a clear set of [intermediate] outcome indicators and robust monitoring framework that better capture the specific contribution of the UN system to national goals.

- The UN and NEDA should aim to subsume stand-alone UN reviews within the PDP review process over the course of the next UNDAF [including setting specific milestones for doing so within the UNDAF monitoring framework]

- The RCO needs to provide substantive guidance and leadership to UN reform efforts and take on a much more strategic role in managing the UNDAF process [working in conjunction with the PWG].

- The UN should rationalize its coordination mechanisms/management arrangements and minimize the number of working groups to avoid unnecessary duplication.

- In line with the Secretary General's report, the UN system should move to a more strategic engagement strategy to better reflect the Philippines' status as a MIC with significant internal resources and capacities with an emphasis on upstream work balanced by limited downstream work

- The UN and GPH should refocus its capacity development approach to meet the long-term vision and demands to achieve Ambisyon Natin 2040 and Agenda 2030

- The UN should consider adopting a UN-GPH partnership model that is grounded in the UN's normative mandate including a greater emphasis on advocacy.

Main Report

Background

1. The Philippines is an archipelago of over 7,000 islands in the northern Pacific Ocean made up 81 provinces and 1,489 municipalities spread over 18 administrative regions and 33 highly urbanised cities. The Philippines had a total population of 100,981,437 persons based on the 2015 Census of Population and now ranks as the 13th most populous country in the world.[1] After a period of economic stagnation, the country has enjoyed robust economic growth and is considered one of the fastest growing economies in Asia. Gross National Income (GNI) per capita grew by 6.1% in 2016 and has increased by about 111.9 percent since 1990.[2]

2. The performance of the Philippines in human development has also been respectable. It is classified as medium-Human Development Index (HDI) country and is ranked 116th out of 188 countries and territories. Between 1990 and 2015, the Philippines' HDI value increased from 0.586 to 0.682, an increase of 16.3 percent. However, it is below the average of 0.720 for countries in East Asia and the Pacific. Philippines' life expectancy at birth increased by 3.0 years, mean years of schooling increased by 2.7 years and expected years of schooling increased by 0.9 years during the same span.[3]

3. Despite its middle-income country status, there are wide disparities in income and quality of life across regions and sectors. The Philippines "loss of human development due to inequality" is about 18% compared to an average of 19% for the East Asia region. The number of people living below the poverty line is 25.2 per cent including 10 million women and the figures for underemployment (18.4 per cent in 2016) and working poor (21.9 per cent in 2015) remains high.[4] Urban poverty is rising, and expected to further increase as more people migrate to urban areas. Youth unemployment at 14.1 percent remains an area of concern especially given country's relatively young population.[5] The level of poverty in Mindanao continues to be much higher than the nationwide average. While the country is abundant in natural resources, environmental assets remain unavailable to poor groups owing to exclusion, insecure land tenure, lack of access to technologies; or the resources are degraded.[6]

4. The most recent survey data that were publically available for Philippines' Multidimensional Poverty Index (MPI) estimation suggest 6.3 percent of the population is multi-dimensionally poor while an additional 8.4 percent live near multidimensional poverty. The breadth of deprivation (intensity) in Philippines, which is the average deprivation score experienced by people in multidimensional poverty, is 51.9 percent. The MPI, which is the share of the population that is multi-dimensionally poor, adjusted by the intensity of the deprivations, is 0.033. Indonesia and Thailand have MPIs of 0.024 and 0.004 respectively.

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[1] Highlights of the Philippine Population 2015 Census of Population
[2] Philippines Country Briefing Note HDR 2016

[2] Philippines Country Briefing Note HDR 2016
[3] Ibid
[4] Philippine Decent Work Country Diagnostics
[5] Ibid
[6] World Development Indicators 2013 Washington, D.C.: World Bank.

5. Social inequities are rife and impact indigenous people, fisher folk, women and the informal sector the most. Indigenous people make up about 15 percent of the population and occupy an estimated 17 percent of total land area.[7] The Philippines has a Gender Inequality Index (GII) value of 0.436, ranking it 96 out of 159 countries in the 2015 index. Women hold 27.1 percent of parliamentary seats, 72.8 percent of adult women have reached at least a secondary level of education compared to 70.3 percent of their male counterparts. For every 100,000 live births, 114 women die from pregnancy related causes; and the adolescent birth rate is 61.7 births per 1,000 women of ages 15-19. Female participation in the labour market is 50.5 percent compared to 78.8 for men.[8]

6. The Philippines was able to meet a number of critical Millennium Development Goal (MDG) targets, including halving the proportion of people with no access to basic sanitation; providing universal access to primary education; delivering educational opportunities for girls; reducing infant and under-five mortality; reversing the incidence of malaria; boosting tuberculosis detection and cure rates; and increasing the proportion of households with access to safe water supply.[9] However, it failed to achieve the targets in the following areas: gender equality in terms of women's political participation, and boys' elementary and secondary education participation; prevalence of underweight preschool children; maternal mortality; access to reproductive health services; HIV/AIDS; incidence of income poverty; and elementary education in terms of cohort survival rate and primary completion rate.[10]

7. Despite significant investments in nutrition and health programmes, many children remain undernourished. In 2013, two out of 10 children aged 0-5 years were considered underweight, 3 out of 10 were short for their age and about 1 out of 10 was too thin for their height. In addition, these children generally lack access to water and sanitation, shelter, basic health and education services, information, and other basic public and social services. These vulnerabilities and marginalization also increase their risk of exposure to other forms of abuse and exploitation. Early Childhood Care and Development (ECCD) services for children between the ages of 3-5 years remain insufficient and poorly coordinated. School net enrolment rates have remained stuck at 90 percent in elementary and 63 percent in high school education, while completion rates have hovered around 73 percent.[11]

8. The Philippines is considered one of the most-at-risk countries for natural disasters and has been hit by three major tropical storms since 2011. Tropical Storm Washi (Sendong) made landfall on 17 December 2011 affecting 624,600 people, leaving over 1,900 people dead, displacing 430,500 and destroying 40,000 homes. Typhoon Bopha (Pablo) made landfall in the Philippines in December 2012. Over 216,000 houses were damaged or destroyed, 6.2 million people were affected, 835,934 people were displaced and 1,268 people were killed and caused USD1.04 billion in damages. Most recently, Typhoon Haiyan (Yolanda), considered one of the most powerful tropical storms on record, made landfall in November

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[7]   UNDP Philippines Country Office website
[8]   Philippines Country Briefing Note HDR 2016.
[9]   According to the Joint Monitoring Programme for WASH the Philippines met the MDG target for water supply, but DID NOT meet the MDG target for sanitation (2015 Update and MDG Progress Report).
[10] Voluntary National Review at the 2016 High-Level Political Forum On the Sustainable Development Goals (SDGs) PHILIPPINES pg. 1
[11] Draft UNICEF National Situation Analysis 2017

2013. Approximately 16 million people were affected with 6,300 deaths, 1.1 million houses damaged or destroyed and 4.1 million people displaced. 5.9 million workers lost income sources, with agriculture and fishing communities worst affected. 571 health facilities and 2500 schools were damaged or destroyed. The total damage was estimated at US$2.2 billion. According to the National Baseline Survey, 94.6 per cent of respondents had been affected by natural and man-made disasters in the last 2 years.

9. It is widely acknowledged that good governance and strong institutions are critical for further investment and growth in the Philippines. The World Bank defines governance as the set of traditions and institutions by which authority in a country is exercised. This includes (1) the process by which governments are selected, monitored and replaced, (2) the capacity of the government to effectively formulate and implement sound policies, and (3) the respect of citizens and the state for the institutions that govern economic and social interactions among them. The World Bank has developed six Indicators—Voice and Accountability; Political Stability and Absence of Violence/Terrorism; Government Effectiveness; Regulatory Quality; Rule of Law and Control of Corruption. Between 2005 and 2014, the Philippines improved its ranking in all six dimensions. However, in 2015 improvements stalled. Government effectiveness actually decreased in 2015, as did voice and accountability, rule of law and political stability. Regulatory quality maintained the level it achieved in 2014, while control of corruption rose in 2015 (though the figure is still below that achieved in 2013). There were no figures available at the time of writing for 2016
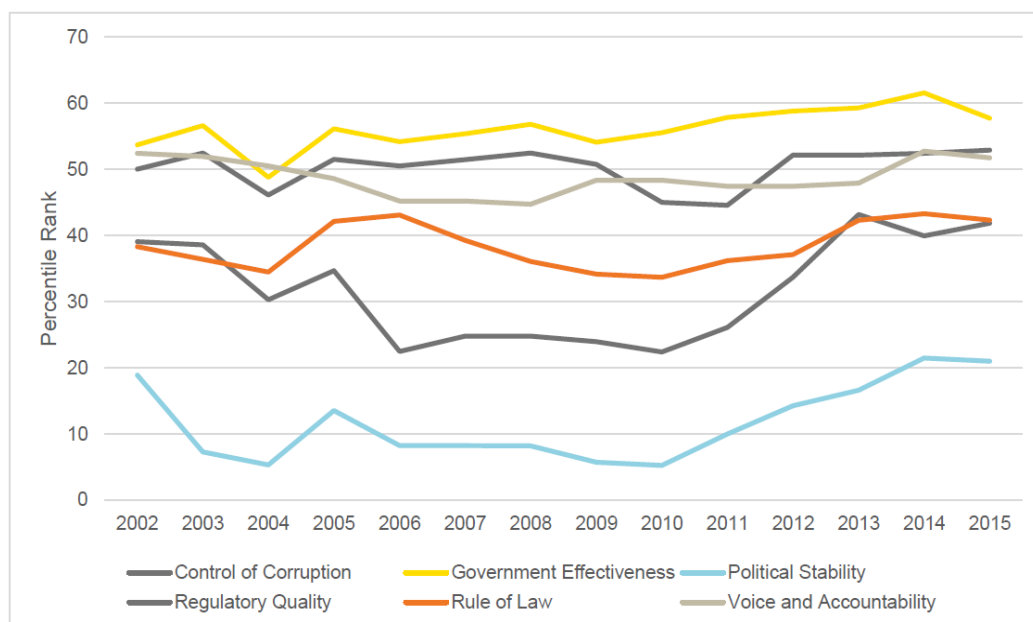
Figure 1: Philippines score in the World Bank Governance Indicators, 2002 – 2015

10. The Philippines has important policy frameworks and plans in place for sustainable human development, including the National Framework Strategy on Climate Change and the Disaster Risk Reduction Management Act, the National Human Rights Action Plan, and the Magna Carta of Women. The Volunteering Act enhances civil society development work through volunteerism. The Local Government Code, transferring governance functions to local governments and decentralizing social service delivery was enacted in 1991. However, implementation of these policies and plans is still hampered by gaps in capacities and local

procurement systems and procedures.

11. In May 2016, the Philippines elected Rodrigo Roa Duterte as President and the new administration has made a number of major changes in government agencies and shifted government priorities which has had a notable effect on the work of the United Nations in the Philippines. These included a shift to federalism and the re-imposition of the death penalty. On a positive note, one of the priorities listed in President's 0+10 point socio-economic agenda is the intensified implementation of the Responsible Parenthood and Reproductive Health (RPRH) Law. This has helped to create an enabling policy environment critical to advancing the agenda of the International Conference on Population and Development (ICPD) and the Sustainable Development Goals (SDGs).

The UN in the Philippines

12. The UN Country Team (UNCT) in the Philippines is composed of Resident Agencies, Funds and Programmes—FAO, ILO, IOM, UNDP, UNFPA, UNHCR, UNICEF, UNIDO, WFP and WHO and Project Offices—IFAD, UN Habitat, UN Women, UNAIDS, UNOPS, and UNV—and Secretariat Offices (OCHA and UNDSS). The ADB, IMF, and WB are members of the extended UNCT.

13. The United Nations Development Assistance Framework (UNDAF) 2012–2018 was developed through an inclusive and participatory process under the leadership of the Philippine Government in close consultation with civil society and development partners. It builds on previous UNDAFs that ran from 2001-2005 and 2005-2009 (subsequently extended until 2011) respectively and laid a platform for the current framework. The UNDAF was also synchronized with the national planning cycle and the Philippine Development Plan (PDP) 2011-2016. The new PDP 2017-2022 has recently been launched and the new UNDAF will build on this alignment.

14. The UNDAF embodies the support to be provided by the UN agencies to the government both collectively and individual.[12] It provides a common framework for implementing support of the UN agencies and its partners, and increases the focus on development results, using a Results Based Management (RBM) approach, in line with ongoing UN Reform as well as the Paris Declaration on Aid Effectiveness (2005), Accra Agenda for Action (2008), and the follow-up agreements of the High Level Forum on Aid Effectiveness in Busan (2011).

15. The UNDAF was anchored in core normative principles of human rights, gender equality, environmental sustainability, and culture and development with strategic emphases on equity, localization, institution building and governance. It was guided by a central theme: "*supporting inclusive, sustainable and resilient development*" and was made up of 4 Outcome Areas:

   1. Universal access to quality social services with focus on the MDGs;
   2. Decent and productive employment for sustained, greener growth;
   3. Democratic governance; and

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[12] Under the 2010 Guidelines, there is an expectation that the UNDAF would accommodate the bulk of UN interventions. This partially explains why the Philippines UNDAF has a very broad coverage rather than being more focused around a limited number of common areas of work.

4. Resilience toward disasters and climate change

16. These four pillars were translated into 4 UNDAF Outcomes each linked to national level indicators in the PDP. The four outcome statements were as follows:

- The poor and vulnerable will have improved access to and utilisation of quality social services, with focus on the MDGs least likely to be achieved.
- More men and women will have decent and productive employment for sustainable, inclusive and greener growth.
- Capacities of claimholders and duty bearers will have been strengthened to promote human rights, inclusivity, integrity, accountability and the rule of law in governance.
- Adaptive capacities of vulnerable communities and ecosystems will have been strengthened to be resilient toward threats, shocks, disasters, and climate change.

17. Each of the outcomes were further broken down into 17 different sub-outcome groups—(6) under OG1, (2) under OG2, (6) under OG3 and (3) under OG4—to make these more manageable given the breadth of the overall outcome statements. Each sub-outcome group had specific results and indicators linked to the PDP.[13]
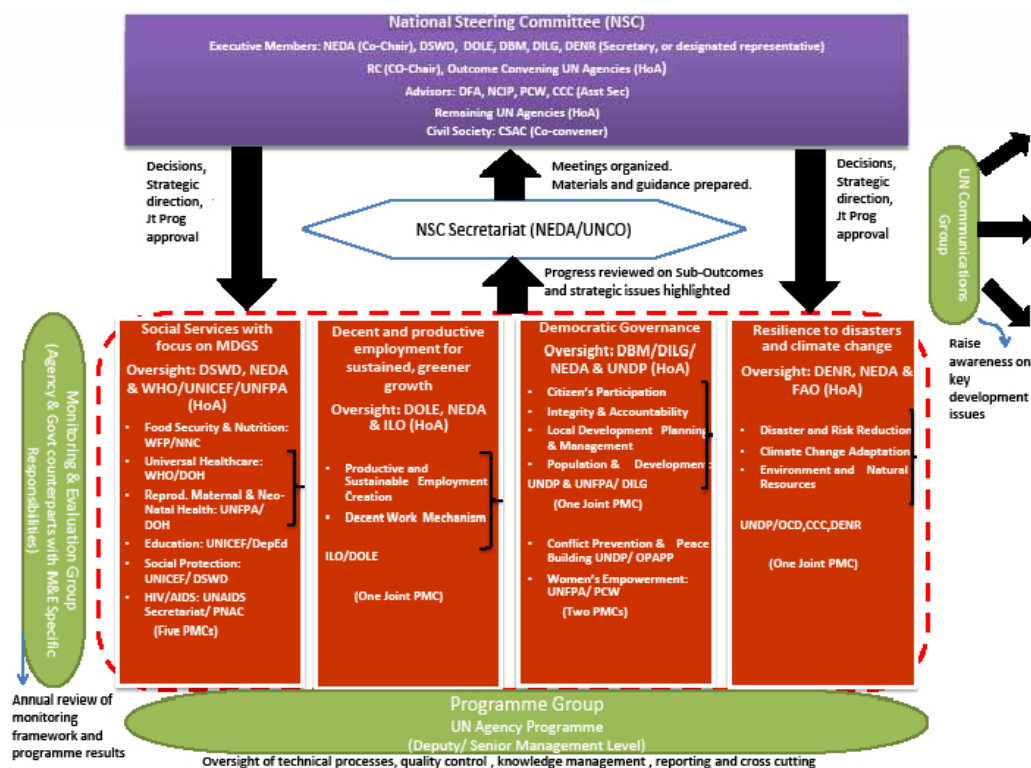
Figure 2: UNDAF Management Arrangements

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[13] The UNDAF Sub-Outcome Groups were as follows: SO1.1 Food and Nutrition Security; SO1.2 Universal Health Care; SO1.3 Reproductive, Maternal And Neonatal Health; SO1.4 Education; SO1.5 Social Protection; SO1.6 HIV And AIDS SO2.1 Productive Employment For Sustainable And Greener Growth; SO2.2 Decent Work Mechanisms SO3.1 Citizens' Participation And Oversight; SO3.2 Integrity And Accountability; SO3.3 Local Development Planning And Management; SO3.4 Conflict Prevention And Peace-Building; SO3.5 Population And Development; SO3.6 Women's Empowerment SO4.1 Disaster Risk Reduction And Management; SO4.2 Climate Change Adaptation; SO4.3 ENR Protection And Conservation

18. A National Steering Committee (NSC) jointly chaired by Government and the UN Resident Coordinator (RC) was convened to provide oversight and serve as the main coordination mechanism for the UNDAF. Four Outcome Groups (OGs), co-led by UN Heads of Agencies and the Government of the Philippines (GPH) was also set up to coordinate and monitor the progress of the UNDAF outcomes. A Programme Coordinating Committee and Monitoring and Evaluation Committee was created to provide support to the UNDAF Steering Committee and to coordinate the efforts of the OGs.[14]

Joint Implementation Plan

19. The Joint Implementation Plan (JIP) operationalized the UNDAF 2012–2018 and was signed in 2011. The JIP was supposed to underline the government's leadership in implementing the UNDAF, with an aim to simplify and harmonize the way the UN works at country level, ensuring that the UNDAF was fully aligned with, and in support of, national priorities, and that national systems and procedures were utilized for programme delivery, reducing transaction costs significantly.[15] The JIP was subsequently revised in 2015 but not formally signed by the NSC though reporting now takes place against the new monitoring framework so approval is de facto if not de jure.

Resource Requirements

20. The total resources required to support the UNDAF implementation over the 2012 to 2016 period was estimated at USD376 million, of which USD79 million or approximately 21% was anticipated to come from regular UN resources (i.e. was already funded). The USD296 million gap between required and anticipated amounts was supposed to be bridged through a combination of mobilization of resources from third parties including government cost-sharing modalities.[16] The UN system was able to deliver support in excess of US$2 billion but this figure is distorted due to the influx of humanitarian assistance during the period 2013-14. Tracking of UNDAF financing including was left to the discretion of the OGs and it appears that the UN has not made a systematic attempt to track financial performance of the UNDAF through the RCO or even on an agency basis [though in the case of the latter, it is possible to get a sense of total delivery based on individual agency reporting]. The absence of a consolidated annualized financial tracking format made it difficult to conduct an effective assessment of the financial performance and it is suggested that this data is tracked much more systematically.

2015 Strategic Re-Focusing Exercise

21. The UN and GPH undertook a strategic re-focusing of the UNDAF in June 2015 to take on board the mid-term update of the PDP and the need to realign development priorities in line with the SDGs. Other critical factors including the political transition following national elections and the ongoing impact of typhoons and other natural disasters.

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[14] The PMEC was subsequently split into the Programme Working Group and M&E Group in late 2016.

[15] The JIP is the functional equivalent to the UNDAF Action Plan and is supposed to replace the CPAP as the main legal basis for the expenditure of funds. An approved and signed JIP is therefore essential for the Ex Com agencies to enable them to programme.

[16] It should be noted that UNFPA alone appears to have programmed on the basis of resources available compared to most other agencies where the proposed budgets were mostly aspirational [and not obviously linked to previous resource mobilization efforts].

22. The NSC approved seven strategic priorities or Strategic Focus Area (SFAs) and also approved the extension of the UNDAF until 2018. The new strategic priorities consist of two crosscutting areas—i.e. mainstreaming democratic and effective governance and special focus on youth—and five outcome-based focus areas, namely: (i) support to the Government participation in Scaling Up Nutrition (SUN); (ii) a nationally-defined, context specific Social Protection Floor; (iii) pursuit of a cross-sectoral approach to addressing HIV-AIDS; (iv) capacity support in anticipation of the political transition from the Autonomous Region for Muslim Mindanao (ARMM) to Bangsamoro; and (v) strengthening capacities for the integration of the Disaster Risk Reduction and Management (DRRM) continuum.

Objectives and Deliverables

23. The evaluation aims to support greater learning about what works, what doesn't and why, in the context of the UNDAF in the Philippines. The evaluation was asked to provide important information for strengthening programming and results at the country level, specifically informing the planning, decision-making and improving the next programme cycle. The Evaluation was asked to cover two main dimensions: i) Thematic/Development Results/Outcomes; and ii) Management / Process Results with the following specific aims:

1. Assess and validate (Thematic/Development Results) namely the:
   a) Progress in achieving UNDAF Outcomes;
   b) UN's contribution, the effectiveness of its strategies and interventions used, to national development targets through results identified in the 2012 – 2018 UNDAF;
   c) Added value of UNDAF to cooperation among individual UN agencies;
   d) Lessons learnt from the experiences of the current programming cycle, and identify issues and opportunities emerging from the implementation of the current UNDAF;
   e) Factors that have affected the UN's contribution (the challenges and how they were overcome or why they were not overcome);
   f) Recommendations for improving the UN's contribution; and
   g) Design and focus of the UNDAF i.e. the quality of the formulation of results at different levels.

2. Assess the efficiency and effectiveness of the UNDAF planning, programming and implementation processes, highlighting achievements, major challenges and lessons learned across these following areas:

   a) Management Arrangements;   d) Communications;
   b) Funding/Resource Mobilization;   e) M&E; and
   c) Partnerships/Collaboration;   f) Operational Support

Specific Deliverables

The UNDAF Evaluation Team was asked to produce the following deliverables:

- Output 1. Inception including Evaluation Work Plan—this defines the specific evaluation design, tools and procedures, specific dates for key tasks, activities and deliverables; the Inception Report briefly describes the team's understanding of the issues under review including a review framework and detailed work plan. It refines the overall evaluation scope, approach, design and timeframe, provides a detailed outline of the evaluation methodology;
- Output 2. Preliminary findings and results. These are presented and shared with the UNCT
- Output 3. First Draft Report – this is circulated for identification of factual corrections from key stakeholders;
- Output 4. Second Draft Report – for circulation to the external advisory panel for quality assurance;
- Output 5. Final Evaluation Report and Presentation

24. A further set of key research questions that aimed to inform the programming of the next UNDAF cycle were also shared. These included: i) Whether service delivery and support functions are consistent with program design specifications or other appropriate standards; ii) the manner and extent in which UN has engaged with the government in the UNDAF implementation; iii) Whether the UNDAF is reaching the intended target population. It also aims to answer the who and how are these delivered?; and iv) It may also examine what resources are being or have been expended in the conduct of the program.

Scope of the Evaluation

25. Using the key questions as the starting point an evaluation matrix outlining proposed means of assessments and possible data sources was developed and shared with the UN Monitoring and Evaluation Group (MEG). The matrix "clustered" the key questions around the four main OCED evaluation criteria—Relevance, Efficiency, Effectiveness and Sustainability—using the following standard definitions:

Relevance: The extent to which the objectives of the UNDAF are consistent with country needs, national priorities and the country's international and regional commitments, including on human rights. This potentially encompasses both the design of the UNDAF and its ability to accommodate new and emerging challenges over its lifetime.

Efficiency: The extent to which the UNDAF has promoted greater synergies, reduced duplication between UN agencies and reduced transaction costs for the Government. This would aim to provide a measure of how economically resources / inputs—funds, expertise, time, etc.—are converted to results.

Effectiveness: The extent to which the UNDAF's objectives have been achieved, compared to the overall purpose. In evaluating effectiveness it is useful to consider: I) if the planning activities were coherent with the overall objectives and purpose; 2) the analysis of principal factors influencing the achievement or non-achievement of the objectives.

Sustainability: Sustainability is defined as the extent to which the benefits from a development intervention have continued or are likely to continue, after it has been completed.[17]

26. **It was agreed that the primary focus of the evaluation would be on how [well] the <u>UNDAF</u> brought the UN system together in support of national priorities. It is taken as a given that the work of individual agencies respond to specific national or sector needs in the Philippines and that for the large part, this support continues to be valuable and relevant. Thus, particular emphasis was given to examples of joint programming, operational efficiencies and other instances where the UN—defined as two or more agencies—demonstrated results over and above that which would have occurred in the absence of an UNDAF.**

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[17] None of the key questions in the TOR specifically addressed sustainability and was not assessed directly during the evaluation. Furthermore, the evaluation covered the period 2012-2018 and was conducted in the third quarter of 2017,which meant that data for the last quarter of 2017 and 2018 was not available for analysis.

Methodology and Approach

27. The Evaluation was conducted in compliance with United Nations Quadrennial Comprehensive Policy Review (QCPR) and UNDAF guidelines including the Standard Operating Procedures (SOPs) for Delivering as One (DaO) countries. The TOR for the Evaluation specified a period of 35 days for data collection, report writing and presentation of feedback to national stakeholders. The TOR further specified that the scope of the evaluation was national so no attempt was made to conduct research at the LGU or municipality level. In conducting the Evaluation, the following principles were followed:

- *Impartiality*: The same questions have been systematically asked to all stakeholders, both through questionnaires (for quantitative analysis) and in person interviews.

- *Independence*: The lead evaluator has never worked in the Philippines beyond acting as a resource person in 2010 and extensive prior experience working on UN reform issues within the region.

- *Confidentiality*: All information was collected with the understanding of complete confidentiality. The raw data from the survey and interviews was not shared beyond the evaluation team.

- *Inclusivity*: The evaluation reached out to all suggested stakeholders including civil society and international partners. Given the scope of the evaluation, this did not include direct beneficiaries of UN programmes in the Philippines.

28. The critical inputs to the Evaluation included a desk review of key reports, evaluations, studies and other programme monitoring information from UNCT members, interviews with key UN and national informants and stakeholders and the administration of an online survey to all relevant stakeholders. The preliminary findings were shared in draft form prior to the finalization of the report. A validation workshop was organized in late August to present the findings and recommendations of the evaluation to both UN and national stakeholders.[18] The following section will briefly expand on each of the three approaches.

Desk Review

29. The evaluation drew upon existing documentation and reports to build the evidence base for the review. This included reports such as the RC Report(s) that are submitted to DOCO on an annual basis along side the relevant agency level reports. To the extent possible, the evaluation also drew upon the findings of programme and project evaluations that were conducted during the life of the UNDAF. Particular attention was given to the documentation from the NSC, Programme Management Committees (PMCs) and Outcome Groups.

30. To assess the overall efficiency of UNDAF systems, the Evaluation looked at the combined effects of time and resources vis-à-vis timely delivery of tasks and use of resources with

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[18] The validation workshop was held on Aug 23, 2017 with around 75 participants from GPH and the UN. After a presentation of findings, the participants reviewed and broadly endorsed the nine main recommendations of the evaluation along with some additional feedback which has been reflected in the latest iteration of the report.

reference to the committed indicators. These are defined in the outcomes, sub-outcomes and strategic area focus in UNDAF M&E Plan as well as in the JIP. The information was gathered from meeting minutes from key UNDAF oversight bodies (NSC and UNCT), operational (outcome groups) bodies as well as inter-agency bodies such as the M&E Group and Gender Thematic Working Group.

Key Informant Interviews (KII) and Focus Group Discussions (FGD)

31. The evaluators proactively reached out to agencies through the RC Office for a list of key national counterparts that could speak knowledgably about the UNDAF and the work of the UN in the Philippines and identified the following categories of stakeholders to participate in KIIs and FGDs:

    1. Representatives from line ministries and CSOs that work directly with one or more UN agencies at an operational level. Priority was given to those partners who worked with multiple UN agencies.

    2. Senior government officials at the policy level who could speak to the "strategic" positioning of the UN in the Philippines and in particular the degree to which the UNDAF (and supporting programmes) was aligned and supportive of the PDP and the overall national development architecture under NEDA.

    3. Civil society and human rights (umbrella) organisations—in particular members of the UN Civil Society Advisory Committee (UNCSAC)—and bilateral and multilateral donors who might be able to similarly speak to the role of the UN in the Philippines.

32. Ultimately, 32 KIIs were conducted with the Resident Coordinator and UN Heads of Agencies (HOAs) and with senior GPH officials at the Under Secretary and Director level. Due to circumstances outside of the control of the Evaluation, however, it was not possible to meet with all relevant senior national stakeholders in NEDA and GPH Departments. The evaluators also held FDs with UN and non-UN technical and programme staff. In total 15 FGDs were conducted involving 72 persons. It should be noted, however, that the level of knowledge of the UNDAF among those who participated in FGDs from the GPH was often very low.[19] Those respondents that were unable to be reached directly were also approached to provide written submissions using the same semi-structured questions (see below) that were used to guide the KIIs.

    • How has the UNDAF helped to provide strategic focus to the work of the UN system in support of national priorities?
    • Do you feel that the UN is now working more effectively with Government and in coordination with other donors in the country?
    • Do you think that the UN system has aligned itself well against national priorities and can you point to examples of greater cooperation / partnership within the UN in support of these priorities?

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[19] This ranged from respondents who had never heard of the UNDAF or were unaware that it represented an effort to bring coherence to the work of the UN in the Philippines to those who were aware of its existence but had not been actively involved in UNDAF meetings or coordination structures. Very few participants could be considered to be "knowledgeable" about the UNDAF.

- To what extent has the UN system demonstrated a willingness to use national systems—including aid coordination mechanisms and national statistical systems—in their work?

	KIIs	FGDs (No. Of participants)	Total
UN	24	8 (40)	64
GPH	8	5 (26)	34
Civil Society	0	1 (3)	3
Development Partners	0	1 (3)	3
TOTAL	32	72	104

Table 1: Breakdown of Participants in KIIs and FGDs

Survey

33. In order to complement the desk reviews, KIIs, and FGDs, the Evaluation also administered a short online perception survey structured around the key evaluation questions. The same survey was circulated to all UN programme staff (including, where possible, UN staff who were involved in the design phase but were no longer present in the Philippines), key national counterparts at technical and director level, a cross-section of civil society organisations (including direct and indirect partners) and to key members of the donor community. The survey was launched on July 12 and respondents were given 3 weeks to complete their submission. Due to the slow response rate, the time to complete the survey was extended until August 14. In total, the survey received 120 responses–51 from the GPH, 53 from the UN, 16 from CSOs which comprises of a response rate of around 35% for all those who were approached to take the survey but closer to 53% when based on those who actually opened the survey. [20] **However, the results should be interpreted with caution due to the fact that this is not a statistically representative sample and thus, results cannot be generalized beyond the group of respondents.**

	Total	Opened	Responded	Response Rate Actual
GPH	168	120	51	41%
UN	120	75	53	70%
CSO	48	29	16	55%
	336	224	120	53.5%

Table 2: Survey Respondents by Category

Limitations

⇒ The evaluation was asked to operate on extremely tight timelines. The schedule did not allow for a proper inception phase and for all intents and purposes, this took place in parallel to the data collection period. [21]

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[20] A select number of development partners were also approached to take the survey; however, only one response was provided and has not been included in the final results.

[21] Unfortunately, the national consultant had to drop out less than midway through the exercise due to a family emergency. As a result, plans to follow up with key national stakeholders such as the PCW and NNC who were unavailable during the data gathering period was not possible and represent a significant gap in the evaluation.

⇒ Delays in providing the evaluator(s) with a full set of documents including all relevant minutes from meetings of the NSC, PMCs, PMEG and UNDAF OGs at the start of the assignment also hampered the inception phase.[22]

⇒ The delay in convening the Evaluation Reference Group (ERG) meant that the there was insufficient time for a detailed review of the key evaluation questions / matrix to reflect GPH concerns, which would have strengthened the overall ownership of the process and results to allow for a balanced assessment of the UNDAF.[23]

⇒ The high turnover of personnel and a general lack of familiarity with the UNDAF among current respondents (especially from the GPH) made it likely [some] feedback provided was closer to a snapshot in time rather than a more balanced perspective. This was exacerbated by the fact that requests for appointments with national stakeholders did not go out until after the international consultant arrival in the Philippines and as a result, a number of critical interviews with senior officials did not take place.

⇒ The evaluators often faced difficulties triangulating information from the KIIs and FGDs using other data sources especially in situations where there were varying understandings / interpretation of events. As a result, the evaluation has been more reliant on the survey findings to validate some of the findings than was initially anticipated.

⇒ A number of outcome and output indicators lack baselines or targets or were framed in ways that made meaningful assessment difficult. It should also be noted that due to the revisions to the results framework in 2015, the ability to track progress over the full UNDAF cycle will by default provide only be a limited picture (especially in the case of new indicators for which only 1+ years of data exists).

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[22] See OECD Guidelines for Project and Programme Evaluation page 28

[23] There was a high degree of overlap among the key questions in the original TOR and other questions were extremely ambiguous depending on whether one was talking about the planning or implementation phases. These points were raised in the initial discussion with the MEG and modifications proposed [and accepted primarily on a no-objection basis].

MAIN FINDINGS

34. This section of the report is structured around the three main OCED areas of assessment—Relevance, Efficiency and Effectiveness—and incorporates key questions (in bold italics) that were refined with the MEG during the inception phase. The various guiding questions and assessment criteria are included in the Annex. The in-person interviews were supplemented by a short online questionnaire that mirrored the structure of the evaluation matrix and the results are included to supplement the findings from the in-person interviews and review of documents. However, it should be noted that the survey results are not generalizable beyond the group of respondents because the sample was not statistically representative.

Relevance

The extent to which the objectives of the UNDAF are consistent with country needs, national priorities and the country's international and regional commitments, including on human rights.

35. The 2010 UNDAF Guidelines emphasize the following: "*The UN [is] required to ensure greater alignment with national priorities and country systems, harmonization among development actors, including shared analysis, simplification, transparency and accountability in aid management for development results. Supporting country capacities to manage development resources, including aid, and to deliver on development results remains one of the most important mandates of the UN system at country level. The UNCT [is] required to support national priorities and to advocate that those national priorities include governments' international/ global commitments to the MD/MDGs and internationally agreed development goals, and their obligations under international human rights, international norms and standards, and other instruments.*"

36. The recently released report Repositioning the UN development system to deliver on the 2030 Agenda – Ensuring a Better Future for All further notes that: UNDAFs [sh]ould be repositioned and strengthened as the single most-important UN planning tool in all countries, with tangible implications for guiding UN support and presence and progressively taking precedence over individual entity country programmes and plans. *Rather than a picture of all UN Country Teams' activities in a given country, UNDAFs must become a system-wide response to national priorities ... and this compact around results must be underpinned by a clear budget framework.*

37. Relevance is not a static concept especially in the context of national planning and by extension, the UNDAF. This section will attempt to assess the overall relevance of the UNDAF in two distinct time frames—the design phase and subsequently during the implementation phase. The section also tries to assess the extent to which the UNDAF has helped to highlight the normative principles and commitments to Human Rights and Gender Equality that are at core to the UNDAF. [24]

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[24] The MEG asked the evaluation to assess the extent to which the UNDAF was designed as a results-oriented, coherent and focused framework and inter alia, whether the expected outcomes were realistic given the UNDAF timeframe, resources and the planned Country Programmes, projects and programme strategies.

38. The original design of the UNDAF is recognized as being in line with the expectations laid out in the 2010 UNDAF Guidelines. The UN conducted a synthesis country analysis with a strong focus on the achievement of the MDGs and this is well reflected in the UNDAF. The document highlights the importance of equity with a focus on institutions and localization and convergence. This commitment was translated into four main "outcome" areas around achievement of the MDGs, Decent Work and Green Growth, Democratic Governance and Disaster Risk Reduction and Climate Change. [25] The UN should be praised for the comprehensive breakdown of MDG achievements and outlining the convergence / localization approaches to further focus the work of the UN during the cycle.

39. The most notable observation was that each outcome group—while ostensibly aligned to the individual chapters of the PDP—was essentially broken down to allow the various participating agencies to "locate" themselves and their work or what is colloquially known as the "Christmas tree model". This is particularly true for OG 1 where the six sub-groups are basically in line with the country programme priorities of the participating agencies rather than looking at a shared set of results that would cut across the various different [social] sectors and would build on the combined strength of the UN system as a whole.[26]

40. The scope of OG3 covers a range of interventions that would broadly be considered to fit under the rubric of 'Democratic Governance' but it is not very clear how the different sub-outcome groups support and reinforce one another. OG4 covers the related areas of DRRM, Climate Change and Environment and Natural Resource Protection but again, with no obvious sense of how the different interventions under each SOG are related (either thematically or spatially). In the case of OG4, the evaluator specifically explored this question in a follow up interview and it was explained that in terms of operationalizing the interventions under each SOG, much of the work, in particular under DRRM and CCA, was more integrated than appeared on paper. There was a proposal to merge DRR and CCA and the OG prepared a revised results matrix to capture this work but this did not materialize and reporting still takes place by SOG.

41. The observation that the UNDAF structure was primarily guided by individual agency mandates rather than on the basis of key national development priorities is further reinforced by the fact that in 2013, the NSC requested the UN to develop specific Theories of Change (TOC) to better illustrate how the respect OGs contributed to the achievement of the national priorities and the PDP. The TOCs were presented and approved at the March 2013 NSC meeting prior to the signing of the JIP. However, it is fair to say that analysis conducted by the respective OGs is closer to a mapping exercise rather than a genuine TOC

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[25] It should be noted that even though the UN system is supposed to go through a prioritization process that is unique to the country, the basic structure of the UNDAF in the Philippines is consistent with the norm for most UNDAFs and is a reflection of the individual mandates of the different UN agencies. The internal UN paper has already identified Acceleration of Improvements in Social and Economic Development and Addressing Inequities, Climate Change and Resilience and Peace and Development as the likely pillars for the new UNDAF which would further suggest that the prioritization process is still driven by agency priorities.

[26] It should be noted that several, though not all, SOGs and supporting outputs are broken down along to reflect the HRBA approach that is proposed above whereas other SOGs were structured more thematically to capture the specific areas of work / interventions rather than an integrated approach.

exercise that demonstrated how UN interventions and strategies addressed critical bottlenecks and barriers to the achievement of the goals in the PDP.

42. The UNDAF results were also generally pitched at too high a level to be able to meaningfully capture the contribution of the UN to the achievement of national goals and priorities.[27] Unfortunately, this weakness was replicated at the SOG level albeit in a more sectoral fashion. In both instances, the relevant indicators were taken from the PDP—e.g. national level changes in critical human development indicators—without a clear sense of the scope and coverage of the supporting UN interventions. In other words, absent a clear articulation of the supporting outputs, it is difficult to assess the contribution of the UN to the achievement of national targets in a rigorous and meaningful way.[28]

43. When one examines the individual components (outputs) of each SOG in the JIP, the link to individual priorities becomes even clearer. There is very little consistency in how outputs are framed reinforcing the perception of each SOG as a stand-alone example of UN-supported work rather than a collective effort that mutually reinforces results across the Outcome Group as a whole, if not the entire UNDAF itself. The supporting indicators also demonstrate a similar lack of consistency with some targets pitched in absolute numbers while others appear as percentages and a number of results areas lacked baselines and targets altogether. Furthermore, and in direct contradiction to the commitment to convergence, very few of the results matrices for the outputs in the JIP provide any form of geographic specificity thus making it impossible to tell if a critical mass of agencies are working in a particular location.[29] There are also notable differences in the approach to resource mobilization across the different OGs. Certain OGs budgets were clearly aspirational whereas others, e.g. OGs (3) had already mobilized 50% of the total budget at the time of the signing of the JIP.[30]

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[27]   The UNICEF CPD MTR noted this very point and proposed the creation of an intermediate set of results and indicators to better capture the actual contribution of UNICEF to national goals. However, there is no evidence to suggest that these changes were reflected in the revisions to the UNDAF that took place in 2015 nor does it appear to be the case that this insight was shared with other agencies for consideration

[28]   Developing an "Outcome Only" UNDAF (supported by an UNDAF Action Plan or JIP) was in line with corporate expectations of the time. However, as evidenced by a subsequent meta-evaluation conducted by the JIU in 2013, this resulted in a series of UNDAFs that were essentially un-evaluable and this respect, the Philippines is no different.

[29]   The one exception to this would be the work under the peace-building SOG but even here it is not very clear how the UN's intends to converge its interventions.

[30]   The humanitarian emergencies during the first half of the UNDAF had a distortionary effect on the overall size of the budget of a number of agencies and also took focus away from the delivery of development interventions.

To what extent do the planning design and implementation of initiatives take into account the local context? Are the strategies used in the UNDAF appropriate to respond to national priorities?

44. The UNDAF and JIP are clearly anchored in the key priorities and results mapped out in the PDP down to the use of national indicators in the monitoring framework. **All GPH stakeholders who were interviewed confirmed that the individual projects and programmes were closely aligned with both the sector priorities as well as the broader national priorities in the PDP.** The one exception being regional projects involving the Philippines where the link to national priorities was less clear.[31] This finding should not be surprising given the generally close working relationship between UN agencies and GPH departments and the continued view of the UN as a trusted and responsive partner.

45. The JIP also outlines a number of "strategies" including joint programming and geographic convergence though in reality, these are more accurately described as approaches. Even though these are not explicitly stated in the accompanying descriptions of the various sub-outcome groups, the UN interventions represent a mix of upstream policy advice drawing on international best practices and a strong emphasis on capacity development of duty-bearers usually in the form of trainings which is generally in line with the expected role of the UN in a MIC. The other notable feature of the UN-supported interventions was a number of "downstream" interventions with Local Government Units (LGUs) and municipalities including some elements of direct implementation [primarily focused on marginalized communities] which, while less in line with the expectations in an MIC, were relevant in terms of helping to address critical gaps in the national development plan and for piloting interventions that could latter be mainstreamed in departmental plans. In the case of the last of these, it should be noted that most development partners in the Philippines [with the possible exception of international NGOs] do not have a strong downstream presence and are much more focused on providing direct budget support and other national level interventions.

46. However, the extent to which this alignment could be considered "strategic" is more of an open question and varies considerably across SOGs. Thus, for example, the structure of results under Education (SOG 1.4) very clearly follow an HRBA approach and this is also true for some other SOGs. Similarly, the Joint Programme on Maternal and New-Born Health (JPMNH) under SOG 1.3 had a more integrated structure building on the comparative advantage of the participating agencies. However, in many instances, the supporting projects represent discrete short-term interventions whose impact / connection to the achievement of national level results was less clear. **Nonetheless, the overall assessment is that the original design of the UNDAF was relevant to the key national development challenges.** This finding is broadly confirmed by the survey results presented in Figure 2. Close to 70% of the UN and GPH respondents felt that the UN programmes were either fully or mostly aligned with national / sector plans and projects.

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[31] However, it is noteworthy that regional cooperation and exchange was cited as an important value added of the international system by a majority of GPH respondents and something that should be strengthened in the next UNDAF.
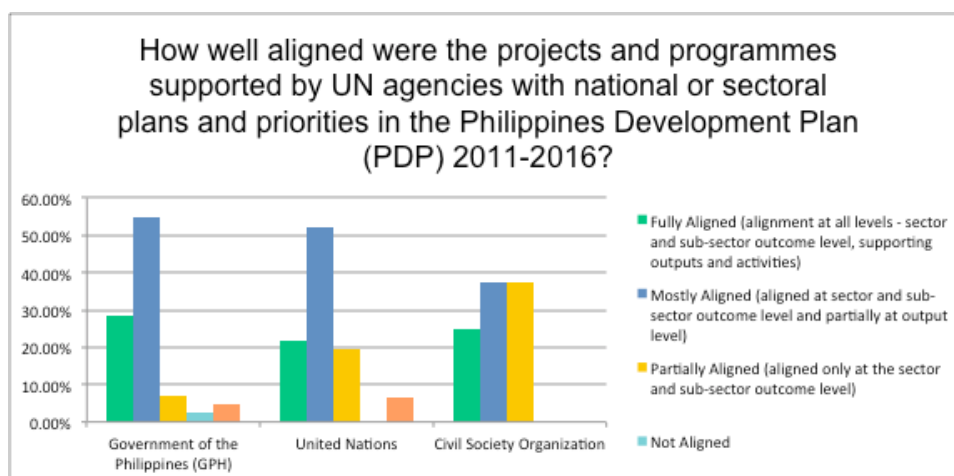
How well aligned were the projects and programmes supported by UN agencies with national or sectoral plans and priorities in the Philippines Development Plan (PDP) 2011-2016?

60.00%
50.00%
40.00%
30.00%
20.00%
10.00%
0.00%

Government of the Philippines (GPH)　United Nations　Civil Society Organization

- Fully Aligned (alignment at all levels - sector and sub-sector outcome level, supporting outputs and activities)
- Mostly Aligned (aligned at sector and sub-sector outcome level and partially at output level)
- Partially Aligned (aligned only at the sector and sub-sector outcome level)
- Not Aligned

Figure 3: UNDAF Alignment with PDP 2011-2016

47. The 2015 refocusing explicitly attempt to address the structural weakness noted above by identifying a common set of key results areas (KRAs): (i) development of policies and plans, (ii) establishment / strengthening of platforms and mechanisms, (iii) development of tools and guidelines, (iv) strengthening of capacities, (v) development of knowledge management products and (vi) enhancing or improving access to basic goods and services around which to cluster UN interventions and this shift is reflected in the 2016 reports to the NSC. However, the extent to which this has taken root remains open to question. Much of the reporting to the 2016 NSC still appears to capture discrete / single agency (supported) results under each SFA rather than attempt to demonstrate how these results were mutually supportive or reinforcing. Thus for example, there is very little attempt to illustrate how these interventions impact of a particular geographic area (with the notable exception of the work under SFA 4 and the JPMNH nor is it clear if capacity development efforts are focused on the same set of stakeholders or beneficiaries.

***How well are the int. agreed frameworks, commitments and standards that guide
UN Agencies (ex: UDHR, CRC CEDAW) aligned with the UNDAF Framework?***

48. The UNDAF is anchored in the international framework, commitments and standards to
which the Philippine is a party. However, while justifications for each result areas are
anchored in the relevant UN conventions and International Labour Standards, the UNDAF
makes very few references to specific Committee comments or observations that would
ordinarily help to define priority areas of work for the UN. In that respect, the MDGs feature
much more prominently as a guiding principle for the development of projects and
interventions. The UNDAF narrative also highlights particular groups with higher than
average poverty rates and / or falling behind in the achievement of MDG targets as a
particular focus in line with HRBA principles and this is reflected in the identification of
priority areas for geographic convergence. However, both the UNDAF and the JIP results
matrices do not systematically highlight data that looks at particular marginalized groups
that were identified in the narrative such as Indigenous Peoples.[32] Nonetheless, among
those who were surveyed, there is a solid recognition of the UN's normative mandate(s) as a
guiding principle for the UNDAF though the UN respondents appear less sanguine on this
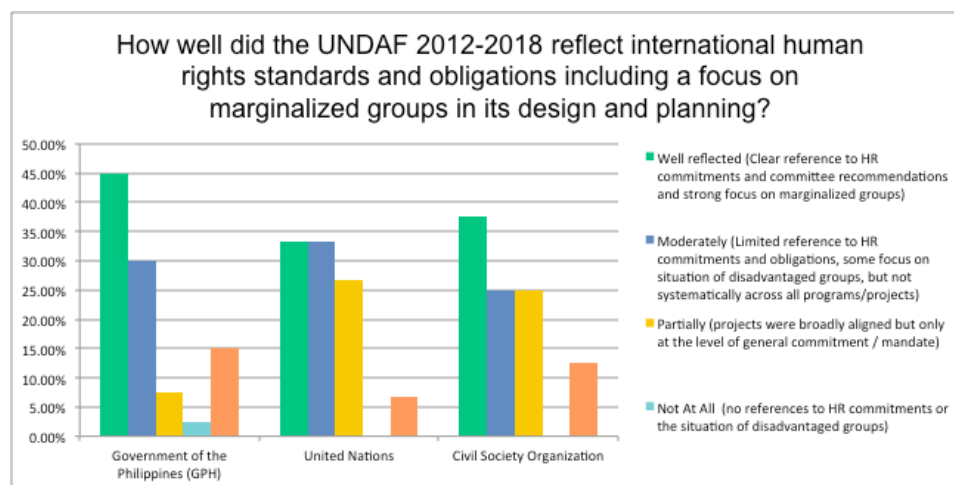point compared to the other respondents.

Figure 4: Reflection of International Human Rights Standards in the UNDAF

49. The UNDAF is also not particularly strong on gender beyond the work that is captured under
OG 3.6 that looks at the political participation of women. In the other result areas, there are
references to men and women—e.g. health and children-related interventions—that end up
having a gender impact. However, there appears to be no attempt to systematically include
gender specific results across all Outcome Groups and this is also true for indicative outputs
listed in the JIP. Similarly, there is no clear commitment to sex disaggregated data in the
original monitoring framework making it difficult to point to a specific differential impact on
women and girls.[33]

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[32] The lack of disaggregation in the formulation of indicators, baselines and targets represents one of
the major weaknesses of the JIP

[33] This assessment is confirmed by the Gender Scorecard Assessment that was conducted in February
2013 that noted that there was room for improvement (3) in the treatment of Gender in the UNDAF.

Has the UNDAF been able to accommodate new developments based on data?[34]

50. The Philippines experienced a series of natural disasters immediately following the launch of the UNDAF in 2012 culminating in Typhoon Haiyan (Yolanda) in November 2013.This saw a significant diversion of attention and resources on the part of the UN and the GPH to the humanitarian response. From relatively modest budgets, a number of UN agencies had to significantly adjust their programmes to respond to the emerging challenges.[35] The more long-term impact of the humanitarian emergencies—in particular for those agencies with both a development and humanitarian mandate—was the disruption to the normal flow of work and it was observed that as a result, the remainder of the UNDAF cycle saw a more reactive approach to programming than was originally anticipated.

51. At the end of 2014, the GPH and UN made the important decision to refine the UNDAF operational strategic priorities in line with the update of the PDP. It was noted that the PDP 2011-2016 mid-term update introduced a spatial dimension in its approach to inclusive growth, recognizing that "*… economic growth and good governance cannot by themselves reduce poverty, let alone provide immediate relief from it*". Specifically, it observed that geography matters and "*that 'business as usual'—the fragmented, vertical-silo, 'one-size-fits-all' approach to the planning, programming and delivery of critical public and social services—must be discarded.*"

52. The discussions also went on to note a number of other significant developments since the launch of the UNDAF—the signing of the Comprehensive Agreement on the Bangsamoro (CAB) in March 2014, the DRRM experience over the previous three years which demonstrated the need for a fundamental review of planning and budgeting cycles for the full integration of 'resilience' into the development paradigm at all levels of government, the emergence of the Philippines as the country with the ninth highest number of stunted children in the world,[36] growing support for a Social Protection Floor (SPF) and lastly a demographic transition that was described as "*the single most important factor driving the national economy today and raising hopes for a better future.*"[37] This resulted in a significant adjustment of the UNDAF around seven SFAs that attempted to reduce some of the duplication and overlap in the original design. This helped to sharpen the focus of the UN's work by consolidating related SOGs but perhaps more significantly, there was an explicit attempt to highlight joint work which can be seen as a welcome re-emphasis on the underlying purpose of the UNDAF, namely to strengthen UN cohesion and "joint-ness". Figure 2 demonstrates the inter-relationship between OGs and SFAs.

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[34] In this context, 'data' is taken to include changed circumstances including new events / developments as well as the availability of new quantitative information such as in relation to the achievement of the MDGs.

[35] However, the humanitarian emergencies alone cannot explain why the UNDAF failed to gain traction in its first two years since many of the crises were more localized compared to Haiyan.

[36] Improving Child Nutrition, UNICEF 2013

[37] UN Note: *Proposed UNDAF Strategic Focus for 2015 to 2018* submitted to 1 June 2015 NSC meeting.
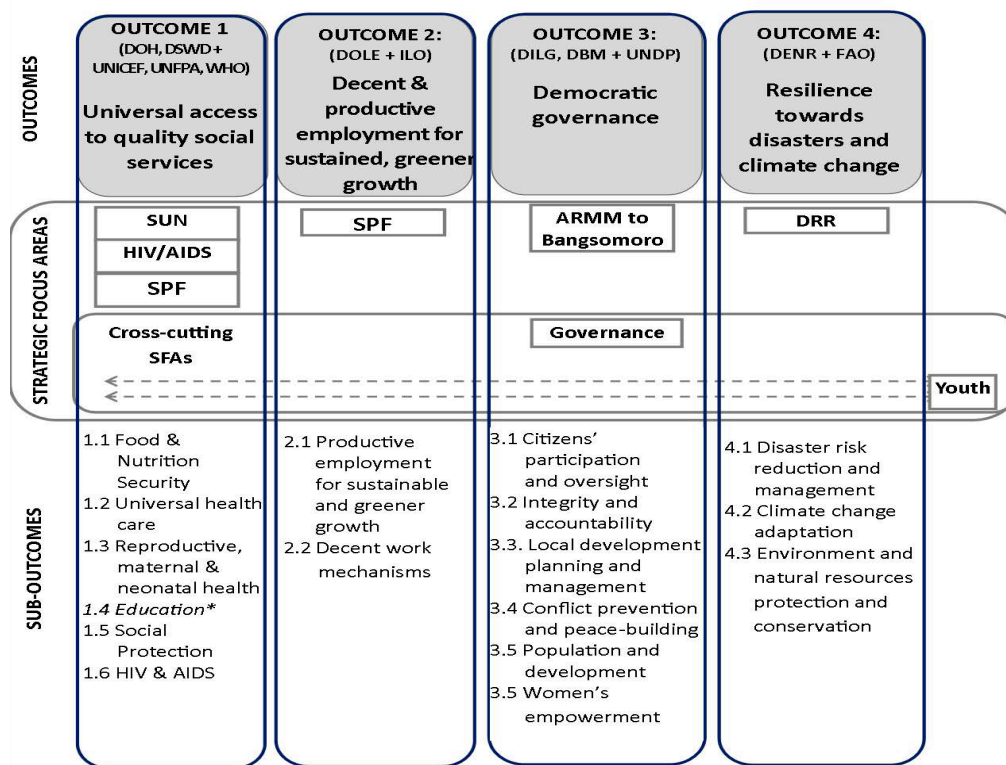
Figure 6: Relationship of SFAs to Outcome Groups

53. The most significant of these refinements was around democratic governance that encompassed work on citizen participation and representation in local bodies (SO3.1), integrity and accountability in the allocation and use of resources (SO3.2), adequacy of local planning and management structures and systems (SO3.3), access to services and the empowerment of women (SO3.6) as well as further advancing the core principles of human rights and gender equality and was [correctly] seen as integral to the achievement of the other UNDAF outcomes. The second cross-cutting issue was a special focus on youth in view of the potential demographic dividend but also because a large part of the UNDAF under OG 1 and 2 was focused on increasing investments for youth in education and health, including reproductive health and in decent and productive employment.

54. The UN and GPH also identified the political transformation from ARMM to Bangsamoro as an opportunity for further joint work in anticipation of the capacity requirements (e.g. shift to parliamentary form of government, public finance management, inclusive and representative political participation, inter-governmental mechanisms, and normalization). There was also the realization that there was a critical need to increase investments and efforts to better understand risks, integrate Recovery/Transition (while ensuring that proactive DRR measures/approaches remain integral to transition efforts) as a development opportunity, and linking development cooperation and humanitarian response.[38] Given the work that was already underway under OG4, the UN and GPH identified an opportunity for

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[38] It should be noted that the UN in the Philippines has only recently begun to talk about the humanitarian–development nexus even though it has been part of the discourse for at least 25 years.

the UNDAF to focus on community and livelihood resilience by supporting the roll-out of DRRM, CCA and ENR conservations measures, especially in high-risk areas.

55. The exercise also retained a small number of sectoral interventions where there was a possibility for greater convergence. This included supporting an enabling environment with strong in-country leadership for scaling up nutrition towards a coherent and aligned approach (including addressing relevant issues on central governance, e.g. convergence of Department of Health (DOH) and the Department of Agriculture (DOA) especially during the First 1000 Days of Life. A similar approach was also adopted to support to the GPH's efforts to explore policy options for a more comprehensive and coherent social protection system in the Philippines. The re-focusing also recognized the on-going work being conducted by the Joint Program on HIV and AIDs and the continued HIV challenge in the Philippines with strategic emphasis on the search for sustainable institutional mechanisms at the national and sub-national levels to enable both the acceleration of programmes and the geographic expansion of local AIDS responses.

56. In this regard, the UN and in particular the Programme Group, which undertook much of the analysis that underpinned the refocusing exercise, deserves plaudits for its willingness to recognize what was not working and to make adjustments and this is recognized in the feedback from the survey. This exercise was also accompanied by an attempt to streamline and rationalize the monitoring framework for the UNDAF [along with the recruitment of an M&E specialist in the RCO] and the UN also put in place a six monthly reporting cycle against the 7 SFAs. Since the refocusing exercise, there has been one additional meeting of the NSC in May 2016 to review achievements against the SFAs. As noted earlier, part of the refocusing saw an attempt to cluster UN interventions around 6 KRAs which guided the compilation of reports / submissions to the NSC. However, more could be done to draw out how these results are mutually reinforcing rather than simply being thematically related.
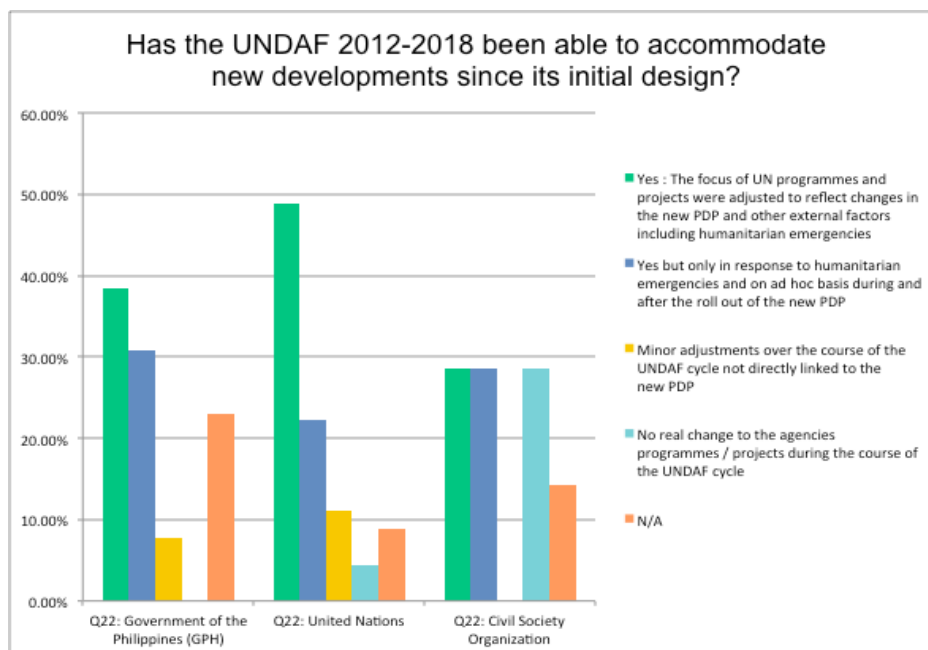

Figure 7: How well has the UNDAF accommodated new developments

57. It has also been posited that the relevance of the UNDAF is determined by how well it aligns with the PDP and that the notable shift in emphasis from the PDP 2011-2016 to the current PDP 2017-2022 helps explain why the UNDAF is perhaps not as relevant as it once was. From this, it was suggested that the UNDAF cycle should, therefore, more closely align with the PDP cycles. While there is a case to be made for this alignment, it was also noted that while specific policies might change, the underlying conditions in the Philippines that define the UN's work in the country—namely, high levels of inequality, lagging achievement in critical human development indicators and vulnerability—remain for the large part, unchanged and cannot fully explain why the UNDAF [as opposed to the work of UN agencies] is less relevant today than it was in 2012.

58. Another metric for assessing the on-going relevance of UN interventions has been the growth in government cost-sharing in UN projects which, it should be noted, is very much in line with the expectations of the Philippines as a MIC with well developed financial and human capacities.[39] The logic being that such investments reflect a continued demand for the services of the UN and is also reflective of the gradual shift away from the development paradigm where the UN was viewed as a donor towards a partnership model that leverages the UN's comparative advantage as a knowledge broker and technical assistance provider.

59. However, this does raise questions about whether UN agencies are in danger of indirectly or directly competing with other UN entities—in particular those with experience in project services delivery—to secure government contracts while also potentially crowding out civil society and the private sector. It also suggests that the UN PH needs to develop a clear set of operating practices around resource mobilization, including a commitment to joint resource mobilization to eliminate the danger of a UN being seen in competition with itself. In order to remain relevant and competitive with the private sector and other actors, the UN will need to possess levels of technical expertise that may be currently lacking.[40] This also links to the broader question of the traditional UN "country office" model that is being used by the majority of agencies and whether this remains appropriate / justifiable moving forward.[41]

Conclusion

60. Despite the fact that the specific interventions being supported by the UN in the Philippines remain relevant and appreciated, it is far less clear that the UNDAF itself remains a relevant document in the context of the partnership with the GPH. In discussions with national stakeholders, there was very little knowledge of the UNDAF among technical staff and limited / general knowledge among those GPH counterparts that were involved in coordinating partnerships with development partners or with policy / planning units. When asked specifically, most respondents agreed that the UNDAF rarely came up in bilateral discussions with UN partners and even then only in the context of showing that the project

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[39] UNDP in particular has almost doubled its programme delivery in the Philippines supported in part by a significant increase in GCS projects that aim to develop capacity and support reforms in government procurement system and other policies.

[40] UNDP ICPE: Conclusion 4 page 42.

[41] This last observation is very much in line with the recommendations contained in the UNSG's report on the UN Development System which suggest that country office representation will need to based on a much more rigorous assessment of capacities and where this criteria is not met, technical advice should be attached to and channeled through the empowered RC.

being proposed / discussed was "aligned" with the UNDAF.[42] This conclusion was largely confirmed during the KIIs with UN staff perhaps most strongly among HOAs—in particular those who had joined the UNCT towards the end of the current cycle—who felt that the UNDAF had a very limited influence on the work of their agency the further away one got from the design phase.[43]

The primacy of agency mandates

61. At the root of the discussion on relevance of the UNDAF is the fact that individual agency priorities in country programme documents and framework agreements continue to dominate and guide the day-to-day relationship with the GPH. This is reflected in an UNDAF, which bears all the hallmarks of a classic "retrofit" exercise [where outcome areas and results statements are framed to allow individual agencies to broadly anchor their country programme priorities within a rubric of a common framework].

62. For the Ex Com agencies, in particular UNDP and UNFPA, who are required to use UNDAFs outcome statements verbatim in their respective CPDs and UNICEF (who have more latitude to adjust outcome statement to better align with corporate priorities), there is a case to be made that the UNDAF remains relevant [albeit by default]. However, for the vast majority of UN agencies in the Philippines this is not the case despite the best efforts of the 2015 exercise.

63. Despite some important steps to better reflect UNDAF in the work plans of UN staff, the bottom line is that for the vast majority of the UN, the primary focus of their work is on delivering against their own country programmes and work plans with the GPH. To the extent that this takes place within the overall framework of the UNDAF and a commitment to UN reform is seen as a positive but equally, there is very little evidence to suggest that the majority of results achieved by individual agencies had anything to do with the UNDAF [or would have likely been achieved even if the UNDAF had not been developed].

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[42] This is based on the FGDs with GPH Technical staff that the evaluator was able to meet during his mission to the Philippines.

[43] See previous comment regarding the decision to opt for a seven year UNDAF cycle.

Efficiency

The extent to which the UNDAF has promoted greater synergies, reduced duplication between UN agencies and reduced transaction costs for the Government of the Philippines.

64. This section will attempt to assess the extent to which UNDAF processes specifically and the UN system more generally has achieved this goal at two levels. The first will focus on operational efficiencies and looks in particular at how the UN has worked with [a] common implementing partners. The second will explore the extent to which the UNDAF coordination architecture complements and is integrated with the national planning architecture for the PDP.

65. The Philippines made a strong commitment to becoming a DAO self-starter country during the current cycle building on the steps taken in previous cycle(s). Thus, it is fair to say that one of the key expectations of the UNDAF [process] is that the UN would attempt to demonstrate clear efficiency gains through a greater emphasis on the adoption of more joint programming norms.[44] Here, the overall performance of the UN has been weak both in the reduction of transaction costs of doing business with the UN and in the use of national systems.

Is the current approach to UNDAF management and implementation leading to operational synergies and optimization of resources?

UNDAF / UN Coordination Structures

66. The UN put in place a very elaborate set of internal and external management structures to oversee the implementation of the UNDAF—the three levels of oversight being the NSC at the apex supported by PMCs (in areas of specific joint collaboration / joint programmes) and OGs and SOGs—all of which were in theory co-chaired by the GPH and UN.[45] In addition, a number of internal UN groups over and above the standard configuration for all UN offices—i.e. UNCT, SMT, OMT and UN CARES—were established to provide further coordination of UN activities. These included the Programme Group and M&E Group both of which have the same TORs (reflecting the fact that at one point one group covered both functions) and report to the UNCT. In addition, pre-existing groups that were carried forward into the current UNDAF cycle included a UN Country Communications Group (UNCCG), the HACT Working Group[46], a Gender Mainstreaming Committee (GMC), the AIDS Theme Group (HOA level) and Joint UN Team on AIDS in the Philippines (technical level) and

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[44] Here it is important to note the distinction between joint programmes which are defined as a pooled funding mechanism supporting a set of activities contained in a joint work plan and budget, involving two or more UN organisations. Joint programming refers to a less formal set of arrangements where two or more UN agencies work in close coordination and collaboration while generally maintaining separate financial modalities.

[45] In the case of the last group, 4 secretariats—one for each OG—linked to the corresponding PDP oversight bodies under NEDA were established. However, the evaluation found very little evidence to suggest that these bodies made a difference in terms of linking UNDAF and PDP monitoring processes.

[46] UN DOCO certified the UN Philippines as HACT compliant in 2009 but again, the evaluation noted low levels of familiarity with HACT with the GPH and no real sense that this had resulted in increased used of national financial systems for reporting purposes.

the UN Civil Society Assembly (CSA)/Civil Society Advisory Committee (CSAC). Over the course of the current UNDAF cycle, the UN has also established other groups including a Youth SWAP Group, the Country Task Force for Monitoring and Reporting (CTFMR), the UN Technical Working Group on Indigenous Peoples (UN IATWG IP) and the Mindanao Working Group. In total, there are at least 20 different working groups currently operational and this does not include the Humanitarian Coordination Team or the IASC clusters established during the various humanitarian emergencies, nor the various external working groups in which the UN is a participant. It also does not include the various sub-groups that existed for each SOG (10 PMCs) or SFAs (7) that would take the total number of working groups to well in excess of 30.

67. This proliferation of working groups put the limited human resources of most agencies under considerable strain especially for some of the smaller agencies where one person often ended up having to participate in multiple coordination structures / meetings which inevitably resulted in decreasing participation over time. This in turn resulted in a limited number of larger agencies shouldering the burden of the work and the feeling among some smaller agencies that their priorities were either not well understood or not given sufficient priority.

68. There appears to be potential for significant consolidation of the various different [internal] coordination structures. For example, alongside the SFA4 on the Bangsamoro process and the SFA6 on democratic governance (both chaired by UNDP), the Mindanao Working Group (currently chaired by FAO) was established to serve as a platform for UN agencies to discuss and agree on the strategic positioning, directions and engagement framework of the UN as a whole in the Bangsamoro peace process as well as on aspects on how it relates to the rest of the non-Bangsamoro provinces of Mindanao. While it could be argued that these groups serve distinct purposes, it could equally be argued that, given the considerable overlap between the respective mandates and personnel involved, with better coordination and management, one group could have achieved the same result(s). A similar case could be made for the various groups to address the UN's work in the areas of Youth and Gender and to a lesser extent HIV/AIDS.

69. From discussions with UN stakeholders, the general consensus was that the OGs did not act as a very effective vehicle for UN coordination and cohesion [especially in the early years of the UNDAF]. By most accounts, the primary function of the OGs was to provide a platform for exchange of information and to prepare for periodic reports to the NSC. A review of relevant meeting minutes suggests a strong emphasis on process and less attention on the ground coordination or actual results. The UN PH has developed a plethora of templates and presentations over the course of the current cycle but the degree to which this has engendered a genuinely more effective UN coordination remains unclear. The evaluators found limited evidence to suggest that the OGs were used as a more strategic forum to develop common positions on critical development issues or to identify opportunities for further collaboration or joint programming prior to 2015. While most OGs developed joint work plans, it is unclear the extent to which this represented a genuine commitment to working together as opposed to a compilation of relevant interventions by individual agencies. It should also be noted that while the OGs have the same TOR(s), the frequency of meetings and quality of documentation was largely left to the discretion of the individual OG chairs [and this in turn varied across OGs based on interest and capacities].

70. The 2015 strategic refocusing exercise explicitly recognized that the OGs were not performing as expected and this led to the idea of turning the OGs into UN-GPH-CSO policy think tank(s), and there has been some progress in this regard. Most notably, OG4 conducted a study that looked at common [UN] position and approach to DRRM that led to the creation of a joint programme that aimed to provide a more UN-wide approach to DRRM work in the Philippines.

71. A review of the reports presented to the NSC in 2016 reinforces the notion that individual agency results remain the primary focus of the UN. Most of the key achievements—while noteworthy and no doubt valued—are attributed to a single agency rather than to the UN as a whole. The notable exceptions being the reports from SFA 7 on Youth where the results are attributed to OGs and the reporting on specific joint programmes. In certain cases, such as OG1.6 on HIV there is already an in-built structure that allowed for enhanced joint programming[47] but there was limited evidence to suggest that this was the case for the majority of SOGs. In the case of Food and Nutrition Security (SOG 1.1), the UN was able to recast its work in terms of supporting the GPH's involvement in the SUN initiative but in other areas of potential convergence—e.g. around the social protection floor—there seems to have been limited progress or traction to date.[48] This finding is generally confirmed by the feedback from the survey including a plurality of UN respondents who rated the UNDAF coordination structures as only moderately useful [a view that was also shared by the CSO respondents] compared to GPH counterparts who were generally more positive.
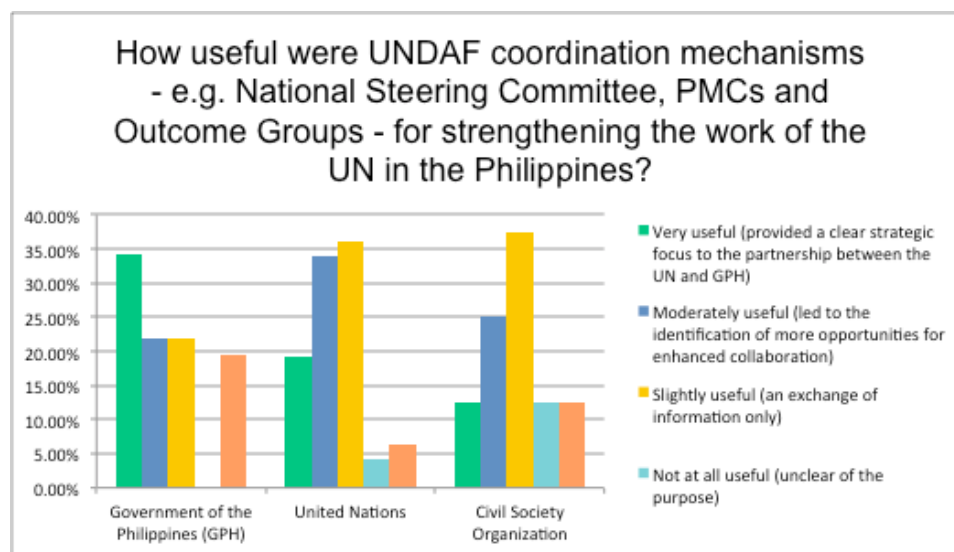
Figure 8: Usefulness of UNDAF coordination mechanisms

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[47] And again, it is worth noting that the Joint Team on HIV/AIDS is a system-wide approach to coordination that would exist even in the absence of an UNDAF and therefore, should not be seen as evidence of the "effectiveness" of the UNDAF process itself.

[48] The lack of a common UN position of social protection can be traced to the initial decision to address it under OG 1 and OG2 reflecting the relative focus of UNICEF and ILO respectively. This weakness was at least partially addressed during the refocusing exercise but the lack of traction remains an issue but is at least partly explained by the fact that there continues to be a lack of clarity on the part of the GPH on how they wish to work on the issue.

To what extent and in what way has the UNDAF contributed to a reduction of transaction costs for the government and for each of the UN agencies? In what ways could transaction costs be further reduced? (16)

72. The UNDAF is at its weakest when it comes to reducing the transaction costs for government. As noted earlier, in line with the Paris Declaration and the 4th High Level Forum on Aid Effectiveness in Busan (2011), the expectation was that the UNDAF would fully utilise national systems for implementation and monitoring. However, the performance of Programme Management Committees (PMCs) that were supposed to provide oversight for the work of sub-outcome groups including approval of work plans and budgets as well as annual monitoring was uneven.[49] The PMCs were not well aligned with existing national systems including those charged with oversight of the PDP in the areas of Social Development, Public Investment, Agriculture, National Resources, and Environment and Governance among others. In the FGD conducted with NEDA technical staff, none of the participants were able to point to a specific case where this was indeed the case [outside of the staff who were directly responsible for and knowledgeable about the UNDAF and even here it appeared that this reflected the theory but not the practice].

73. Outside of the NSC meetings, there appear to be very little evidence to suggest that the GPH was actively monitoring / tracking UNDAF indicators as part of the regular monitoring of internationally funded projects. For the most part, monitoring still takes place against the respective agency work plans rather than the JIP (that was supposed to eliminate the need for individual reviews). This was further exacerbated by the fact that the monitoring of individual programmes was not particularly well aligned with national and sectoral planning and monitoring structures either and often took place as stand-alone meetings rather than as part of an overall discussion of progress in a particular sector.[50] This finding is also reflected in the feedback received from the survey, which suggests that there is significant scope for improvement during the next UNDAF cycle.

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[49] The consultant found very little evidence including meeting minutes and so forth in particular for the latter half of the UNDAF cycle which was would suggest that the PMCs did not live up to the expectations outlined in the JIPs.

[50] It should be noted that respondents were able to point to some examples where reviews and discussion of individual agency programmes / interventions were better coordinated with PDP structures. But even here, a number of respondents pointed out that the small scale of UN supported work [in relation to the overall scope of the PDP] did not merit a stand-alone management structure [and indeed one could argue could easily be covered through existing structures].
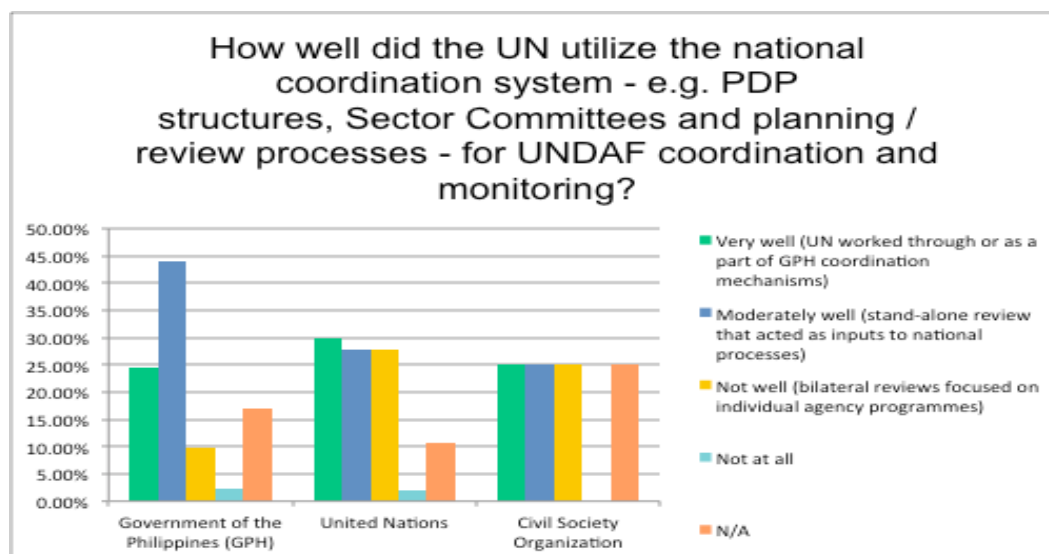
Figure 9: Utilization of National Coordination Architecture

74. At the operational and technical level, most of the GPH participants in the FGDs were hard pushed to point to specific examples where the UNDAF had resulted in significant streamlining of interactions between the GPH and UN system. A number of GPH respondents did concede that this partially reflected the fact that the GPH's own internal structures did not lend themselves to a more cohesive set of interactions with development partners. Increasingly, however, many GPH departments have established units with the specific responsibility of coordinating development partners—examples were found in DOH, DOE, DSWD, OPPAP, OCD and DENR—but the evaluation found very little evidence to suggest that the UN system as a whole (as opposed to individual agencies) was interacting with these coordination bodies as a One UN.

75. Furthermore, outside of the specific joint programmes, the evaluation found no evidence of joint UN work plans with common GPH partners or any real attempt to show how the different UN interventions complemented one another.[51] For example, in discussions with DSWD, it was noted that UNICEF had taken the decision to focus its interventions on a select number of LGUs. At the same time, UNFPA's partnership with a different unit in DSWD also focused on a limited number of LGUs. However, none of the participants in the FGD could say with any degree of confidence if there was an overlap between UNICEF and UNFPA LGUs. Equally, very few of the participants could recall having been a part of joint UN discussion around a particular sub-outcome group [or theme]. The closest example cited by a number of respondents was attending a meeting called by a particular agency to discuss a specific project at which other UN agencies were in attendance as participants.[52]

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[51] The OGS [and PMCs] did [or were supposed to] develop joint plans that were submitted for approval to the NSC. However, a review of the joint work plans submitted to the NSC suggest that limited attention was given to actually identifying areas of convergence and joint work in the true sense of the word and no real evidence that these were adjusted based on feedback from the NSC.

[52] It should also be noted that with very few exceptions, the GPH participants seemed to be unaware of the fact that the UNDAF or the respective OGs / SOGs were supposed to represent a "common" UN position / approach to work in that sector.

76. The other major observation on the part of most GPH respondents was that partnering with the UN was very time and human resource intensive relative to the funds being provided especially when compared to the GPH's own resources or those provided by other development partners.[53] In particular, a number of respondents noted that UN required separate financial and narrative reports and an overall reluctance to rely on GPH systems to monitor interventions. Other comments on partnering with the UN noted that the slow arrival of funds often resulted in increased pressure to spend quickly to maintain disbursement rates [often at the expense of effective programming].

Conclusion

77. Overall, the evaluation found limited evidence to suggest that the UNDAF process has improved efficiency either internally or externally. This can be traced in part to the fact that the role of the UN in the Philippines has [properly] evolved from that of a donor to one where the GPH is increasingly able to self-finance its development agenda and now looks to the UN for highly specialized technical assistance that does not easily lend itself to a common framework.

78. The continued reliance on individual agency programming instruments, in particular individual work plans and reporting requirements [outside of a limited number of joint programmes] has meant that the UN system as a whole continues to demand far more time from national counterparts relative to the resources that it brings to the table. As noted earlier, this failure to work more systematically through national systems was noted at all levels of the GPH and is contrary to the basic expectations of the Paris Principles of Aid Effectiveness that were so prominently featured in the original design of the UNDAF. This conclusion is broadly supported by the findings from the survey where the majority of UN respondents and a plurality of GPH respondents only saw a slight improvement or streamlining of work processes as a result of the UNDAF.

79. The UN can and should do much more to build on the principles of delivering as one. In fact, it could be argued that relatively limited number of joint programmes developed in this cycle compared to the previous cycle [including not developing a second phase to the Youth, Employment and Migration joint programme] represented something of as step backwards. At a minimum, the UN needs to strengthen the use of joint programming modalities at all levels, including a clear commitment to department-level common work plans and reports and a more integrated approach to how it works with local partners including more joint trainings, research and action that builds on the regional hub model that has been developed for Mindanao.

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[53] It should be noted that there is an increased preference among major multilateral and bilateral donors to provide direct budget support to the GPH whereas the UN's internal regulations make this all but impossible and thus funding has to be provided through specific programmes or projects that then require an separate reporting structure.
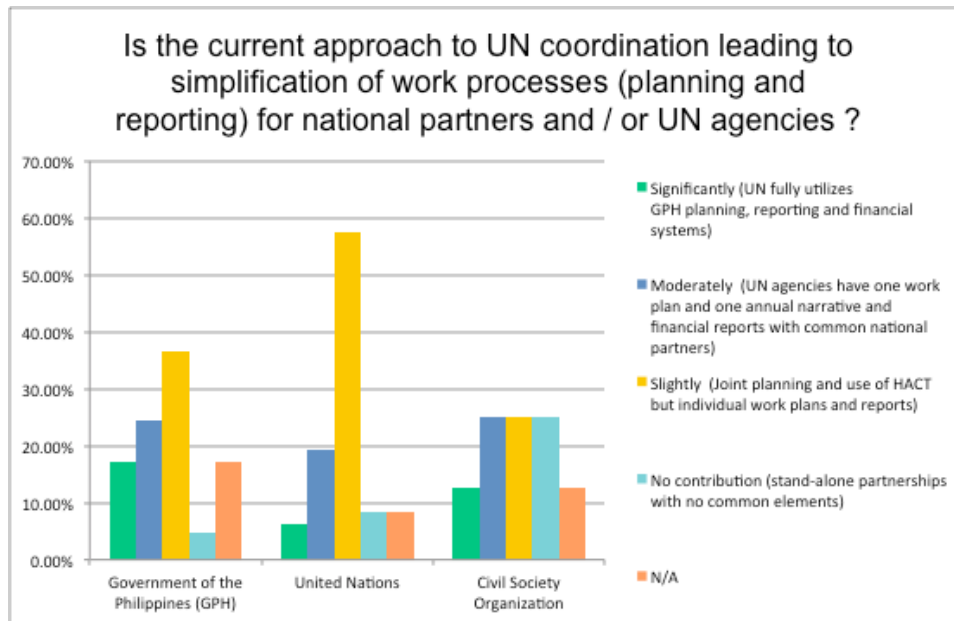
Figure 10: Did the UNDAF lead to a simplification of work processes?

80. The UN also did itself no favours by putting in place an overly elaborate coordination structure that seemed to prioritize meetings over results or as one HOA put it "*a focus on compliance over cooperation*". The majority of UN staff noted that participating in UNDAF OGs and other related activities was an additional responsibility rather than something that complemented, let alone enhanced, the quality of their regular work. As a result, much of the UNDAF reporting can be reasonably described as the repackaging of agency results to fit into the UNDAF framework versus an attempt to demonstrate how the work of the UN system as a whole was greater than the sum of its parts.

81. Furthermore, the decision to opt for a decentralized model of governance left far too much to the discretion of the individual OG leads without proper oversight from either the Programme Group or the UNCT.[54] The RCO should have been tasked to play a much more strategic role in the UNDAF process working closely with the PMG, MEG and OGs. Its current focus on providing secretariat services and as a facilitator is not yielding the desired results.

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[54] A review of meeting minutes that were shared did not immediately suggest that OGs were ever asked to revise their plans based on feedback from the PWG or UNCT. In general, it appeared that as long as OGs made a good faith attempt to report against the various templates that were created and exercised a degree of self-reflection on progress, that was sufficient.

Effectiveness

The extent that the UNDAF's objectives have been achieved, compared to the overall purpose. In evaluating effectiveness it is useful to consider: I) if the planning activities were coherent with the overall objectives and purpose; 2) the analysis of principal factors influencing the achievement or non-achievement of the objectives.

To what extent has the UNDAF been implemented as planned?

82. Given the absence of a robust and well-defined monitoring framework it is difficult to properly track implementation of the UNDAF over the full cycle. As noted previously, the original M&E framework contained many missing baselines and targets. Furthermore, as noted by the UNICEF draft country programme evaluation, the monitoring of progress was conducted on an annual basis rather than cumulatively which makes it difficult to assess the overall impact of the UNDAF.

83. However, following the strategic refocusing exercise in 2015 and the hiring of an M&E specialist in the RCO, there was an attempt to streamline the UNDAF reporting process and to monitor progress on a six-month cycle. The revisions did attempt to address some of the more obvious problems with the original monitoring framework and the remainder of this section is based on the UN's self reported progress to the NSC in 2016.[55]

84. Outcome Group 1 covers 4 SFAs and 6 sub-outcome groups and as noted earlier, one of the main problems with the original framework was that the outcome indicators were pitched at a national level. UN intervention, on the other hand, had a narrower focus making significant changes as a result of the UN programmes at the outcome level unlikely.[56] Thus, it is no surprise to learn that there was only very limited movement for sub-outcomes on food and nutrition and education. SOG 1.2 and 1.3 on Universal Health Care and Reproductive Health both self report a score of 45% for progress against outcomes reflecting that around half the indicators are showing good progress.[57]

85. SFA 1 (SUN) reports limited progress against outcomes as of May 2014 and an achievement level of 44% at the output level. For other SOGs outputs where results can be more directly attributed to the UN, the picture is more positive. SOG 1.1 reports progress rates ranging from 50% up to 92%. The achievements under SOG 1.2 are more balanced with good progress in the range of 76-89% for two outputs and 50% progress in the other two output areas. SOG 1.3 includes the JPMNH and reports excellent progress in 3 out of 4 outputs with achievement rates between 78-100% with only one output reporting a score of around 33%. SOG 1.4 does not use the numerical score system but reports good progress in all three supporting outputs.

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[55] However, it should be noted that there is considerable variation in the quality of reporting between the different SFAs making it difficult to conduct a robust assessment of progress against indicators.

[56] This is the standard contribution-attribution problem that faces the UN. In the case of outcome level indicators, one can only say that the UN contributed to the achievement of results and even this is not a strong case. However, changes in indicators at the output / project level can be more reasonably attributed to the work of the UN and / or individual agencies.

[57] No data was presented for the work on social protection or HIV/AIDS in the report but a review of data from mid year 2016 shows limited progress against a large array of outcome indicators but a similar picture of decent progress at the output level across all key results areas.

86. Reporting against OG 2 that now encompasses SFA3 on the social protection floor as well as the SOGs 2.1 and 2.2 on decent work and sustainable livelihoods is less robust. While baselines have been established for participation in pension schemes, contributions to social protection schemes and the percentage of the population covered by national health insurance, no numerical targets have been provided other than to note that an increase is expected over time (and even here, no progress was reported as of May 2016). This may well be tied to the fact that supporting outputs are focused on establishing the policy framework for a national social protection scheme and less on its actual implementation / reach (and would be an example of the challenge faced in actually trying to measure the contribution of the UN to national level indicators).[58]

87. The reporting against OG3 that encompasses SFA4 and SFA6 as well a number of SOGs is also not readily quantifiable.[59] However, for the [old] SOGs under democratic governance, 100% of the [annual] targets for SOG 3.1 and 66% of targets for SOG 3.2 have been reached. For the remaining SOGs, however, the reports indicated very few targets being reached though most are reported as being in progress. Unfortunately, there was no way for the evaluators to independently assess what this represents based on the information to hand. It should also be noted that the majority of outputs are heavily focused on the development of policies and plans that do not lend themselves to meaningful quantification against a results framework. This is not to say that there is no value in a qualitative indicator where appropriate, but simply to note that a standard results matrix may not do full justice to the work being supported by the UN.

88. OG4 (through SFA5) has a much sharper focus on DRRM pulling together the work of various different UN agencies with a mandate in this area. The evaluator did not have access to the updated results matrix that was shared with GPH in August 2016 but internal reports suggest that there continues to be some discussion around the final set of indicators. Furthermore, the focus is now on the integration of DRRM/CCA into national and local development policies, plans, programmes and budget and to date, this has taken place in five areas in conjunction with capacity development of stakeholders but the ultimate reach of these programmes was not possible to ascertain at the time of writing.[60]

89. Given the self-reported results presented above, the evaluation attempted to explore this question further through the survey tools and the results are presented below. However, even here the results should be viewed with caution given the significant number of people who either did not respond or said that lacked sufficient information to answer and the subjective nature of the assessment (and also bearing in mind that the sample is not statistically representative).

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[58]   The results matrices for SOG 2.1 and 2.2 report acceptable levels of attainment at both outcome and output level but these have not been updated since May 2014 and have therefore not been included but ILO continues to work in support of these targets through its Decent Work Country Programme.

[59]   No data is presented for either SFA with reports due in the first quarter of 2017. However, these reports were not made available to the evaluators.

[60]   It is likely that further information can be included in the next iteration of the report building on the results of the UNDP Independent Country Programme Evaluation.
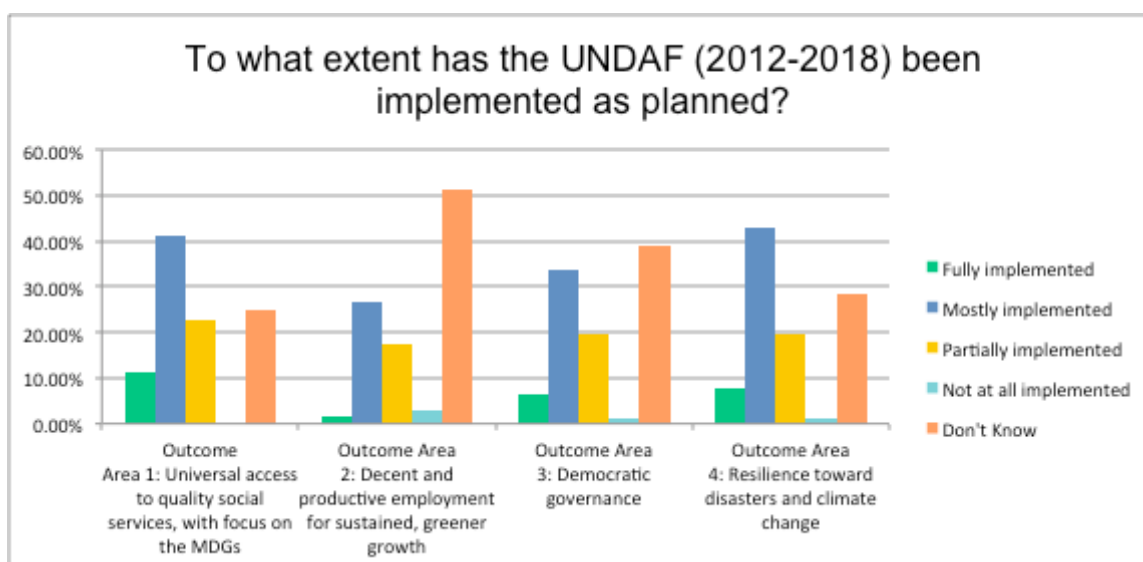
Figure 11: UNDAF implementation by OG

90. The survey also attempted to assess the impact of UN programmes on national development priorities and the results are presented below. As can be seen from the feedback, there is a general consensus across both GPH and UN respondents that UN interventions have indeed helped to address important sectoral priorities. However, as noted elsewhere, given the diverse spread of UN interventions and the fact that very few of these could be considered to have a clear national impact, the percentage of those who felt that the UN was making a critical difference to national priorities is relatively low. At the same time, this may also reflect the fact that respondents were asked to assess the performance in the aggregate and it is likely that if the data were further disaggregated by sectors (and in particular those where the UN has clearly made an attempt to work more collectively), the picture would be more positive.[61]
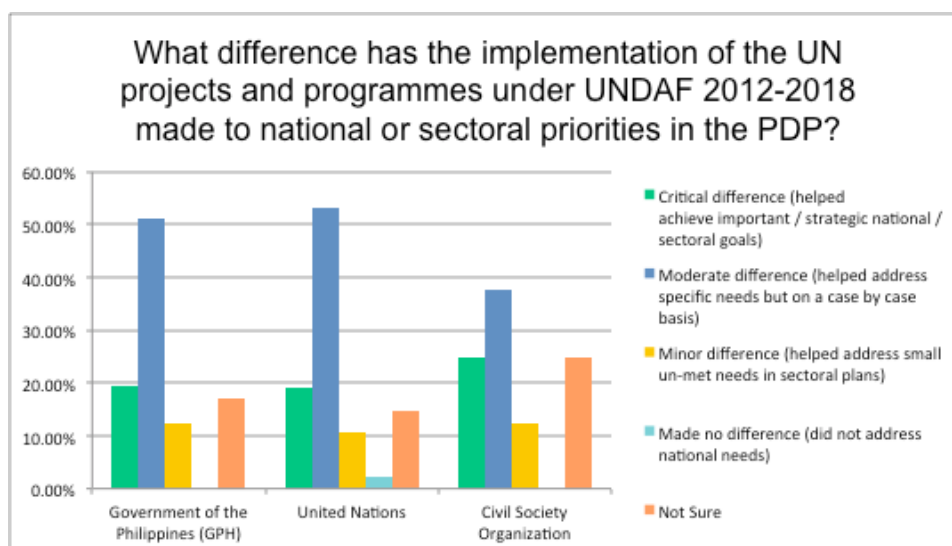

Figure 12: Contribution to PDP priorities

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[61] The UNDP ICPD found that in a significant number of sectors, the spread of UNDP projects was too broad to have a meaningful strategic impact in all but a limited number of cases.

Did the UNDAF promote effective partnerships and strategic alliances around the main National Development Goals and UNDAF outcomes areas (e.g. within Government, with national partners, IFIs and other external support agencies)? (6)

91. The evaluation found some evidence to suggest that the UNDAF has resulted in more effective strategic partnership(s) around national goals. The two proposed metrics for measuring this were: the number of external working groups [chaired or co-chaired] by the UN and the number of multi-partner campaigns and programmes launched during the life of the UNDAF.

92. The UN actively co-chairs or participates in external working groups, most notably, the Philippines Development Forum (PDF), which is the primary mechanism to facilitate substantive policy dialogue among development partners. The UN is active in a number of working groups under the PDF, the most notable of which was MDG and Social Progress with DSWD as Lead Convener and the UNRC as co-lead. The UN under FAO also co-chairs the working group on Food and Nutrition Security and the UN through the HRA is an active participant in the Human Rights group. The UN also co-chairs the PDF Mindanao Working Group and, as noted previously, the CTFMR (though the latter is technically not an external group).

93. In the case of the second metric, the evaluation found a number of examples where the UN has been involved in multi-partner campaign(s), the most notable being the support being provided to the GPH to participate in SUN project in the nutrition sector under SFA 1. The UN system has also attracted praise for its work on human rights issues in particular the support to the Commission on Human Rights.[62] The other area where the UN has begun to take a more important strategic role has been around the SDGs. The 2016 RC Annual Report has an impressive list of events and support being provided to the GPH but for the most part, these seem to have been delivered bilaterally reflecting the different position / expertise of the relevant agencies as opposed to the UN system as whole.[63] The UN has also facilitated three missions by the United Nations Statistics Division as part of the *Enhancing national statistical capacity to measure, monitor, assess and report on progress on achieving post-2015 goals and targets for sustainable development in conjunction* with the Philippine Statistics Authority (PSA).

94. At the project level, the UN can point to three examples of strategic alliances around national development priorities in the current cycle. The Joint Programme on PRO WATER, a national coordination mechanism for the implementation of integrated safe water,

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[62] Several workshops and trainings were organized jointly with the Commission on Human Rights (CHR), the International Normative Framework for the Protection of the Rights of IPs and Minorities in Mindanao as a follow up to the June 2015 training on the implementation of the UN Secretary General's Guidance note on racial discrimination and the protection of minorities; ii) co-chaired with Government, a mock session prior to the review by the Committee Against Torture (CAT) of the government's periodic treaty report; and iii) six trainings to local government and/or civil society in Manila and in different areas of Mindanao to strengthen understanding on and engagement with the UN human rights mechanism

[63] However, CSOs participants in the FGD also felt that the UN had not done as much as it could do leverage the opportunities presented by the SDGs to raise awareness and to assume a leadership role around some of the critical new goals.

sanitation and hygiene is in place composed of the Department of Interior and Local Government (DILG), DOH, National Water Resources Board (NWRB) and together with UNDP, UNICEF, WHO and AECID, continues to provide technical guidance in achieving SDG 6 (Clean Water and Sanitation) in 10 municipalities in the Philippines. The coordination has resulted in: (i) Development of guidelines for implementing Integrated Safe Water, Sanitation and Hygiene (iWaSH) in the 455 waterless municipalities identified by NEDA, DILG and National Anti-Poverty Commission (NAPC); ii) Increased investments for iWaSH infrastructure development in the 10 project sites from $1.5 million to $2.5 million, through the national government programs, SALINTUBIG (Sagana at Ligtas na Tubig para sa Lahat: Provision of Potable Water Program) and Bottom-Up Budgeting (BUB) that will benefit 51,735 direct beneficiaries; and iii) Inclusion of Sanitation and Hygiene in the on-going SALINTUBIG projects implemented by DILG.[64] Within DILG there is a genuine appreciation for the work of the UN in helping to bring a much more nuanced understanding of citizen accountability and the impact that this has had on the department.

95. The Joint Programme for Maternal and Neonatal Health which ended in June 2016 and was co-chaired by DOH and one of the three UN agencies—UNFPA, UNICEF, and WHO—was another example of extensive and meaningful collaboration between UN agencies and government counterparts at the national and local levels in support of the country's goal to improve maternal and child health. JPMNH interventions were tailored to respond to regional, provincial, and city or municipal contexts and issues of project sites. These focused on improving service delivery networks (SDNs) that would make quality intra-partum, postpartum, and family planning services accessible to the communities. Support provided through the JPMNH included: (i) Technical assistance for evidence-based practices, knowledge generation, documentation, and dissemination with an emphasis on policy advocacy; (ii) Procurement of priority, needs-based essential lifesaving medicines to ensure safe deliveries and neonatal survival, family planning commodities to meet increased demand and to leverage greater commitment by LGUs and equipment to ensure priority facilities were able to provide Basic Emergency Obstetric and New-born Care (BEmONC) and Comprehensive Emergency Obstetric and New-born Care (CEmONC) and qualify for PhilHealth accreditation; iii) Contracting of institutional health service providers to render technical and implementation support; and iv) Studies and research in support of improving health service provision, and for evidence-informed policy development. At the end of its implementation, JPMNH project sites documented an overall decrease in maternal deaths (reduction of 11%), and in neonatal deaths and mortality rate (reductions of 8% and 7% respectively).

96. The third joint programme was under the auspices of OG3. The project was developed in the last quarter of 2013, upon the request and active initiative of the GPH and MILF as parties to the peace process, seeking support for the peace process from the UN agencies through the Immediate Response Facility (IRF) of the UN Peace Building Fund (UN PBF), a fund established in 2006 by the UN Secretary General for post-conflict peace-building. The project, with a total budget of approximately USD3m brought together UNDP, UN Women, UNICEF, FAO ILO and UNHCR and was implemented in 2015-2016. As noted by GPH, the key achievements of the project included an emphasis on establishing popular support for the Bangsamoro agreement and to put in place participatory political processes and involved a

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64   UNRC Report 2016

range of civil society partners including the Friends of Peace project. The project used a variety of communications for development strategies including radio and television spots, use of social media and the development of other materials to support the peace process.

97. Another important example of UN strategic leadership in the area of data strengthening and the SDGs has been initiated by UNFPA in collaboration with NEDA. This is a 15 year cohort study of 10 year old boys and girls was launched in 2016 which, organized around the SDGs, will follow 5,000 participants until the end of the SDGs in 2030. The entire UNCT was invited to contribute to this financially and substantially and the study is now co-funded by UNFPA, UNICEF and Australia (and GPH co-funding is under discussion). The study will be led by a team of researchers from the University of San Carlos Office of Population Studies (for Visayas), University of the Philippines Demographic Research and Development foundation (DRDF) for Luzon) and Research Institute for Mindanao Culture for Mindanao in 2016 to inform policies on adolescents. Part of the study will also involve in-depth interviews of indigenous peoples (IP) children (with consent from the parents and the National Commission on Indigenous Peoples) to produce case studies of marginalized groups which will help give SDGs a human face. The annual findings will be used to generate policy recommendations for Government from November 2017 onwards.

Case Study: Data and Evidence

Under the 5th AIDS Medium Term Plan (2012-2017), the Philippine National AIDS Council (PNAC) carried out a categorization of priority cities based on their HIV burden. It identified 70 out of 144 cities nationwide as top priority sites for HIV prevention. These cities contribute to more than 50% of the annual reported cases of HIV in the National AIDS Registry.

In partnership with UNAIDS, the Quezon City Health Department (QCHD) developed its first Quezon City Investment Plan for AIDS (QCIPA) for 2012-2016. The plan aimed to reduce new STI and HIV infections among key populations by 50 % from baseline, and reach prevention coverage of 80% of the estimated total number of key affected populations by 2016. A second QCIPA was developed for 2016-2019.

As a result of evidence-based programming: (1) Quezon City's HIV prevalence among MSM remained steady at 5.6% in 2011, 6.6% in 2013 and 5.5% in 2015, while the country saw a threefold increase in the national prevalence among the same population (1.77% in 2011, 3.16% in 2013 and 6.19% in 2015); (2) Its investments on HIV increased from P5 million in 2012 to P43 million in 2016; (3) HIV testing coverage increased from 10,000 individuals tested in 2013 (of which 6,000 were MSM and transgender people (TG)) to 23,000 in 2016 (19,000 MSM and TG); (4) The number of people living with HIV (PLHIV) linked to care and treatment services increased. In 2015, Klinika Bernardo assumed treatment services for PLHIV. By 2016, Klinika Novaliches and Klinika Project 7 also started providing treatment to PLHIV residing in Quezon City. By the end of 2016, a total of 437 (429 males, 8 females) are on anti-retroviral therapy (ART), the biggest client load among non-hospital-based ART facility. The Klinika Model (Sundown Clinics that provide HIV services targeted at key populations) will be replicated in Metro Manila as part of the DOH's plan for integrated services for HIV care. Other cities that also expressed plans to replicate the sundown clinic model include Marikina, Mandaluyong

Source: UNAIDS

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98. Under OG3, the Republiko 'campaign' was launched in 2016 with the goal of bringing people together to discuss issues, help build solutions-oriented policy reform agenda and take action for inclusive development. Its main aim was to develop and advocate a policy agenda for the incoming administration to strengthen democracy and decentralisation as drivers for inclusive development.[65] The campaign also aimed to:

- Advocate for solutions-oriented policy reforms to be adopted by the next set of national and local leaders related to democratic governance and the sustainable development goals;
- Engage and educate the youth as we advocate for governance reforms in various sectors;
- Identify and develop governance champions who are willing and committed to pursue and sustain governance reforms in the next administration; and
- Review the decentralization and democratization as they impact of the quality and level of local development.

99. While it is probably to early too make a full assessment of the impact of this work, it does represent an important shift in perspective that specifically aims to position the UN as a convener, policy advocate and thought leader in the area of people-centered inclusive governance. The support for the creation of governance hubs with the aim to converge academia, CSOs and LGUs into functional loci for knowledge and resource-sharing with its emphasis on transparency, accountability and integrity was seen as having real potential according to at least one third party observer.

100. Internally, the UN has coalesced around specific attempts to do joint resource mobilization building on the successful experience of the previous cycle. Outcome Group 4 undertook an exercise that aimed to improve coordination among UN agencies' initiatives, programmes and projects related to DRRM, This led to recommendation for a coherent and coordinated inter-agency approach to support the implementation of Government's National DRRM Plan of Action and a joint programme was conceived to operationalize an approach that would leverage the comparative advantage of the UN system's support to the GPH in DRRM and CCA and its integration into national development goals, strategies and plans. While the project itself remains unfunded at the time of writing, it should be noted that the exercise helped to identify a way for the UN to work more effectively and cohesively in the sector. The other example cited in the 2016 RC report noted that funding support from OHCHR enabled the Human Rights Advisor, UNICEF and a local NGO to jointly developed a project aimed at identifying key human rights challenges faced by IPs across the Philippines, with a focus on women, children and youth.

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[65] From monitoring reports shared with the evaluators, it appears that 6 policy papers were developed during 2016.

To what extent did the UNDAF make use of and promote human rights and gender equality standards and principles (e.g. participation, non-discrimination, accountability, etc.) to achieve its goal?

101. Despite an increasingly difficult political climate that has seen the President of the Philippines strongly criticize the international community and the UN in particular for what he describes as meddling in the internal affairs of the country, there continues to be a strong appreciation among partners of the normative role played by the UN. The work on Human Rights was significantly boosted by the recruitment of a senior Human Rights Advisor from OHCHR attached to the RC Office. The key achievement during this time has been the launch of a three track Human Rights Up Front strategy that focused on:

    • Advocacy to raise relevant international obligations, standards and principles;
    • Support to national stakeholders working on the protection and promotion of human rights, including academe, legislators, the Commission on Human Rights and civil society; and
    • Technical assistance to relevant Government departments and offices in a number of key areas that correspond to the government's priority on combatting illegal drugs in accordance with international standards and best practices.

102. Other notable achievements in the area of human rights has been the collaboration around the Universal Periodic Review (UPR) and United Nations Convention Against Corruption (UNCAC) implementation and review in addition to the strong collaboration in relation to CEDAW reporting. The UN system has also facilitated a number of visits by UN Special Rapporteurs during the course of the UNDAF cycle and this focus on the normative role of the UN continues to be an area of strength.[66] ILO continues to work in support of workers rights, most notably around the freedom of association and assembly issues and as part of the tripartite partnership around the decent work agenda. However, the extent to which this has been mainstreamed in the UNDAF remains an open question.

103. The UNDAF talks about disadvantaged groups at some length and there is some evidence that the UN has been able to channel resources in this direction. The second phase of JPMNH made an effort to complement the GPH's Conditional Cash Transfer (CCT) programme and poverty alleviation priorities by focusing on urban poor settings with a high density of CCT beneficiaries, rural settings with geographically isolated and disadvantaged areas and highland and coastal municipalities. The project was able to reach the municipalities of Aleosan, Arakan, Midsayap, and President Roxas in North Cotabato Province (77,605 CCT households), municipalities of Kalamansig and Lebak in Sultan Kudarat Province (40,475 CCT households), Municipality of Malungon in Sarangani Province (30,000 CCT households) and Quezon City District II in the National Capital Region (9,555 CCT households).

104. Indigenous people(s) were identified as a group that required specific support and with funding support from OHCHR, the HRA, UNICEF and a local NGO jointly developed a project aimed at identifying key human rights challenges faced by IPs across the Philippines, with a focus on women, children and youth. This is confirmed by the findings of the survey where

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[66] See UNRC Reports from 2015 and 2016 for more details.

the respondents recognized the explicit focus on marginalized groups / equity focus of OG1 and to a lesser extent under OG4. Both UNFPA (provincial level) and UNICEF (municipal level) have partnered with the Zuellig Family Foundation on incorporating indicators on indigenous peoples in the health and leadership governance scorecards as part of the JPMNH (SOG 1.3)

To what extent did the planning and implementation of projects and programmes under UNDAF 2012-2018 target poor, disadvantaged or marginalized communities?					
	Significantly	Moderately	Somewhat	Not At All	Total
Outcome Area 1	41.67%	29.76%	15.48%	0.00%	84
Outcome Area 2	20.00%	20.00%	21.43%	2.86%	70
Outcome Area 3	23.68%	28.95%	18.42%	1.32%	76
Outcome Area 4	32.05%	24.36%	20.51%	1.28%	78

Table 3: Impact on Marginalized Groups

105. At the agency level, there has been more success focusing on the equity agenda especially within the UNICEF Country Programme. Other interventions such as around sexual and reproductive health HIV / AIDS also focus on very marginalized adolescent groups using a high-risk lens. In addition, the EU-UNFPA Project "*Addressing Maternal, Neonatal and Child Health and Nutrition Needs of Indigenous Cultural Communities/People (ICC/IP) and other Disadvantaged Communities in Mindanao*" (2013-2016) is another example of an agency-specific initiative in this regard. It is also noted that the project "*Availability of ICT platform support to increase utilization of MNCHN services among vulnerable communities* (e.g. adolescence, GIDAS, urban poor)" was able to reach the majority of its targets during the UNDAF cycle. FAO and UNICEF are also partners of the Tebtebba Foundation, an NGO based in the Cordillera Region supporting the promotion, protection and fulfillment of the rights of indigenous peoples.

106. UNDP also provided important support to the NCIP most notably through a $6.78-million project to boost environmental protection and biodiversity-conservation efforts in tribal sacred grounds, or indigenous community conserved areas (ICCA) in partnership with the Department of Environment and Natural Resources (DENR). The project, called "Strengthening National Systems to Improve Governance and Management of Indigenous Peoples and Local Communities Conserved Areas and Territories (Philippines ICCA Project) implemented by the DENR Biodiversity Management Bureau (BMB) in partnership with NCIP and the Philippine Association for Intercultural Development.

Supporting Gender Equality

107. Gender was identified as an important cross cutting issue in the UNDAF even though according to the WEF Gender Index, the Philippines is ranked 7th highest out 144 countries for gender equality. Outside of the commitment to gender mainstreaming, the only SOG with a specific focus on gender was 3.5 on political participation of women, which has been an area of weakness in the Philippines. There are also very few outputs across the different SOGs and SFAs that could be seen to have a specific gender angle that belies the claims of gender mainstreaming.

108. More important, the use of sex-disaggregated data was also not consistent in the monitoring framework outside of references to men and women in the formation of results

statements. In most instances, data was not broken down by sex [though it should be noted that in the reporting phase there was an attempt to capture the number of women and girls reached by UN supported interventions but again, this very much depended on the individual agency focus rather than as part of a UN wide strategy.[67] Examples of the use of sex-disaggregated data can be found in SOG 1.3 Number of women reporting sexual and gender-based violence and in the Proportion of formal and non-formal educational institutions in targeted sites incorporating life-skills and gender concepts in their curriculum. In addition, 95 public secondary school teachers, supervisors from 15 pilot schools across four provinces were trained on entrepreneurship and the enhanced curriculum to include gender, life skills and safe migration under the Career Pathways-Technology Livelihood Education (CPTLE) program, benefiting 2,716 first year high school students from 4 pilot provinces.)

109. The main achievement during the UNDAF period was the submission of the Philippines report to CEDAW in July 2016. The UN provided support to the government in strengthening its ability to participate at the CEDAW Committee's Constructive Dialogue, and to civil society organisations to submit and present shadow reports. The UNCT also embarked on a rigorous process, led and supported by UN Women, to prepare and submit its own report which was presented to the Committee during its confidential session and subsequently shared with the Philippine government. The UNCT Report on CEDAW, drawing on substantive information and analysis provided by agencies and expert resource persons, outlines the gains and gaps in CEDAW implementation, cites the contribution of UN agencies to promote the Convention and support national capacities to strengthen its implementation, and offers key recommendations for the Committee to consider. Prepared by a Technical Working Group (TWG) created by the UNCT, the report drew inputs from at least nine (9) agencies: FAO, ILO, UN AIDS, UNDP, UNFPA, UNICEF, WFP, WHO, and UN Women. The wealth of information in the report also serves as substantive reference for reporting on progress in other as well as for agency and/or joint programming around gender equality and women's rights.

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[67] Lucita S. Lazo Final Report United Nations Country Team Performance Indicators For Gender Equality (UNCT Gender Scorecard) in the Philippines, December 2012
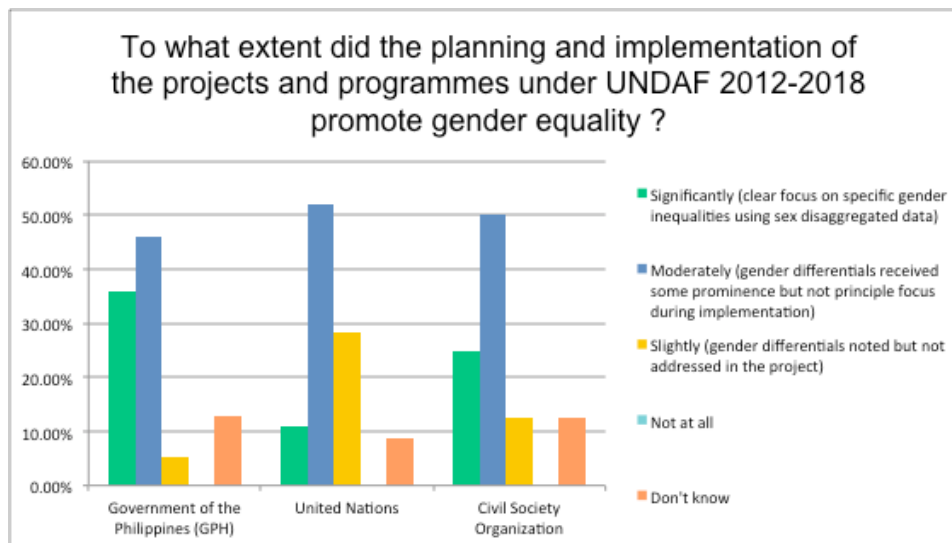
Figure 13: Promotion of Gender Equality

110. Following the release of the CEDAW Concluding Observations, UN agencies participated in government- initiated activities to disseminate the Concluding Observations. The UNCT's own TWG on CEDAW re-convened to discuss the Concluding Observations and identify potential key areas for UN support. The Philippines Commission on Women (PCW) was also invited to a dialogue with UN agencies to further discuss the COs and how the UN could be of support in facilitating their implementation. Convened by the UNFPA and UN Women, the dialogue strengthened lines of communication with the government around the shared agenda and commitment to promote and protect women's human rights. Strengthening legislation to eliminate gender-based violence against women in line with the CEDAW concluding observations such as passing a comprehensive legislation on GBV and increasing the age of statutory rape, and disseminating the CEDAW concluding observations to Bangsamoro women were highlighted in the dialogue.[68]

111. However, the assessment from UN Women was that the overall commitment to Gender in the UNDAF was not as strong as had been anticipated. For example, the UNCT conducted a gender scorecard exercise in 2015 but there was no formal management response and no notable adjustments to the UNDAF as a result.[69] As noted above, there was limited evidence that the gender lens was being explicitly applied during implementation with most agencies arguing [with differing levels of accuracy] that gender was being mainstreamed into regular programming. But here, it should be noted that part of the challenge facing the UN is that the majority of agencies do not possess in-house capacities for gender sensitive analysis and programing.[70]

Working with Civil Society

112. The Philippines is very well known internationally for having a mature NGO / CSO sector and there was a clear expectation that the current UNDAF would strengthen the

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[68]   Extract from UN RC Report 2016.
[69]   Interview with UN Women Head of Office.
[70]   It is not uncommon for agencies to designate a [usually junior] member of staff to participate in both gender working groups and MEG groups who lack specific expertise and decision-making authority.

partnership with civil society. The UNCT deserves praise for its very strong engagement with civil society in the early phase of the UNDAF. The establishment of UN Civil Society Advisory Committee in particular was seen as a clear sign of this on-going commitment to a strong partnership with civil society. The UNCSAC has been a regular participant at the NSC meetings and other UNDAF events though the frequency and quality of this engagement has weakened significantly over the years.

113.   However, the strong view from CSOs who participated in the FGD organized during the evaluation was that the commitment to working with civil society has become increasingly instrumental and lacks consistency. In the case of the former, it was noted that the frequency and quality of engagement had moved from one where civil society was considered an important core partner to one where the engagement was focused on NGOs as a means to deliver support to marginalized communities [akin to a sub-contractor]. In the case of the latter, the view was that the UN only engaged with civil society on an as needed basis and when it was seen to be important to "consult" with CSOs but all too often, the perception was that this was a check the box exercise with limited interest in meaningful follow up.

114.   Workers organisations that are a key partner for ILO were the most vocal with regard to their exclusion from all UNDAF related activities and noted that they had never been asked to participate in meetings called by NEDA and only in a limited way as part of OG2 discussions around social protection and were of the view that much more could be done to involve them in the work of the UN especially in light of the commitments under the SDGs.

115.   Agencies continue to work with individual CSOs and networks that align with their own mandates—cf. UNICEF and child rights organisations—but coherent and consistent engagement by the UN across the sector is not obvious. Having said that, it is also worth noting that the overall perception among survey respondents was much more positive with a plurality of CSOs feeling that the UNDAF had led to significant strengthening of the partnership with CSOs though this might also reflect the view from a sector perspective that has been generalized to the sector as a whole (as evidenced by the response from UN respondents). It is also worth noting that the GPH also appears to recognize that UN has a comparative advantage working with civil society based on the fact that a majority felt the impact on the partnerships were significant or moderate.
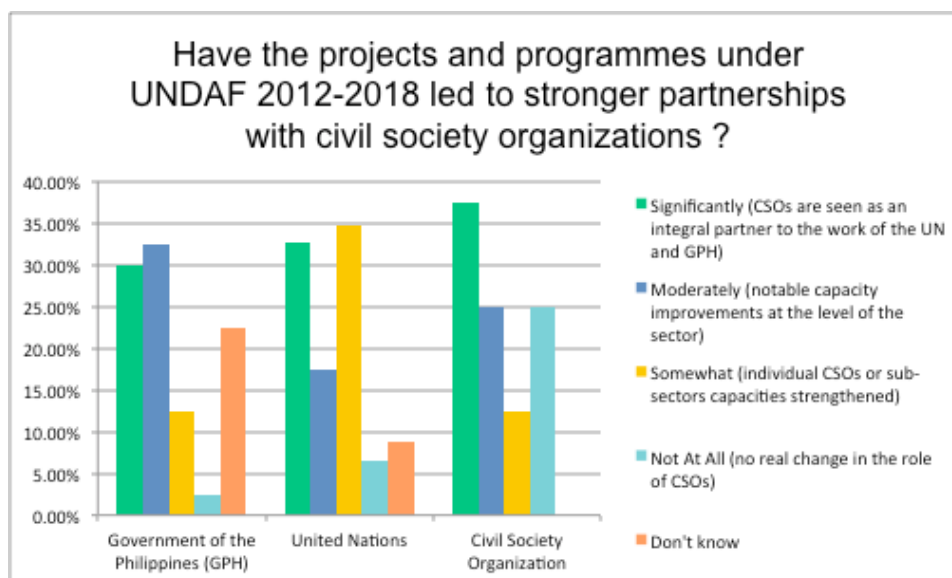
Figure 14: Partnerships with Civil Society

Which were the major factors that contributed positively or negatively to the progress towards the UNDAF outcomes and National Development Goals?

116. A number of factors can be seen to have contributed to the overall effectiveness of the UNDAF not all of which lie within the control of the UN in the Philippines. It is worth noting again that as long as the different UN agencies are accountable to separate Executive Boards or Membership Bodies each operating under individual strategic plans, the ability of the UN to coalesce at the country level remains limited. Nonetheless, the evaluator was able to identify a number of very specific factors that have impacted the efficient implementation of the UNDAF in the Philippines.

The UN as a convenor

117. One of the most notable successes under this current UNDAF was the work carried out under the Water Governance project with DILG. Perhaps the biggest contributory factor to the success of the project was the ability of the UN system—through its partnerships with different departments—to pull together distinct government entities and non-government actors including academia at the local level to help develop a platform for a more integrated approach to service delivery. The UN has also played a similar role in the area of Human Rights including providing support to national stakeholders working on the protection and promotion of human rights, including academe, legislators, the CHR and civil society. The UN—through UNODC, WHO, UNDP and UNAIDS—has also provided technical assistance to relevant Government departments and offices in a number of key areas that correspond to the government's priority on combatting illegal drugs in accordance with international standards and best practices.[71]

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[71] It was also noted that a similar approach would most likely significantly speed up the implementation of the RPRH law that was passed in 2012 but has stalled due to the fact that local and regional level coordination structures remain fragmented. Given that UN agencies partner directly with almost all

118. The UN can also point to the use of the HRBA lens to its work as an area of strength. As noted earlier in the report [and also confirmed by the UNICEF evaluation] the willingness to work on the enabling environment (policies and plans) while simultaneously support capacity development of duty-bearers and rights holders has made a significant difference in terms of making government accountable to its citizens. The willingness to invest in last mile solutions or pilots continues to be an area where the GPH requires support that is not readily available from other donors and could represent an important niche for the UN in the next UNDAF cycle. However, caution should be exercised to limit this type of work to those areas where there is a strong likely that the results will generate a significant multiplier effect and is accompanied by a clear understanding that the GPH will take responsibility for the underwriting the scaling up of the work to the national level.

Lack of consistent leadership throughout the UNDAF cycle

119. The current UNDAF has had four different Resident Coordinators and there was a lack of consistent leadership over the cycle. Much of the impetus for the original UNDAF and its commitments to the principles of delivering as one came from the leadership of an RC who is well known being a champion of UN reform. However, following [her] reassignment, there was a gap in the leadership of the UN and the JIP was ultimately signed by the RC a.i. This was followed by the appointment of a new RC who was unable to complete her term and another long period under an RC a.i. before the current incumbent took over in 2016. This lack of consistent leadership was further exacerbated by significant turnover at the HOA and senior management levels during the course of the UNDAF—the longest serving HOA has been in the Philippines since 2014. The net result has been a gradual loss of ownership over the UNDAF within the UN outside of certain key staff who are the institutional memory for the UN.

The impact of humanitarian emergencies

120. The series of humanitarian emergencies that hit the Philippines from 2011 culminating in Typhoon Haiyan in 2013 also had a significant impact on the delivery of the UNDAF.[72] It shifted the focus of work and resources towards the humanitarian response at the expense of the regular development programme so significantly that by the time "it was business as usual" in the Philippines, much of the momentum for the UNDAF had been lost. As the UNICEF draft country programme evaluation noted: *While the responsiveness of UNICEF's work after Haiyan [was clearly relevant], it also diffused the programme focus in terms of the wide range of issues dealt with, and the large number of project activities, implementation locations and partners. As a result, CP7 lost strategic focus and became a mix of evolving initiatives rather than a discernible, strategically directed development programme.* This was certainly also the case for the vast majority of agencies to one degree or the other. In fact, an argument could have been made that the UN and GPH should have fast-tracked the UNDAF adjustment exercise to reflect the very changed circumstances in 2014 rather than waiting until the second half of 2015.

GPH departments with responsibility for implementation at both national and local levels would suggest that this is another area where the UN could make a significant impact in the Philippines.

[72] It should be noted that this alone does not completely explain the failure of the UNDAF to gain significant traction in 2012 and 2013 prior to Haiyan and that other the humanitarian crises were sufficiently localized as to not automatically derail the work of either the GPH or UN.

Coordination architecture

121. Another major obstacle to the achievement of the UNDAF outcomes was poor coordination. This has two dimensions—internal coordination within the UN and coordination with external partners. As was noted earlier, the initial coordination architecture of the UNDAF lacked focus and cohesion. This can be traced to among other things the development of an operational plan (JIP) that ran to 145 pages and reinforced the sense that the main focus for agencies and partners was the delivery of country programme results rather than the collective goals captured under the UNDAF. It is also worth noting that the role and function of the RC Office needs to be revisited to bring it into line with the aspirations of a UN system that is both strategic and fit for purpose in an MIC. At the moment, the remit of the RCO is much more on facilitation and coordination and not enough on providing overall strategic leadership and support to the RC.[73] More important, the failure to better integrate the various UNDAF bodies within the coordination architecture of the PDP resulted in the view that the UNDAF was primarily an internal UN tool rather than a shared vehicle for collective responsibility. In discussions with GPH officials, it was proposed that the UN consider tapping the existing cabinet cluster system of the government to serve as oversight bodies in the implementation of UNDAF outcome areas (e.g. governance, peace and security, human development and DRR/CCAM), to ensure government-wide commitment and alignment with the PDP and the President's 0+10 socioeconomic agenda.

Effective Communication: Speaking With One Voice

122. Despite the fact that the UNDAF stated the intention of developing a communication strategy as part of the implementation process, this never took place. The failure to develop a clear and coherent set of messages around the UNDAF as opposed to the specific mandates of different UN agencies served to reinforce the notion of the UN as not speaking with One Voice.[74] The role of the UN as a champion for the most marginalized communities is noted at various points in the UNDAF narrative but does not appear to have been seen as a defining feature of the UN's work in the Philippines. Equally, the UNDAF could have been used as a vehicle to highlight important themes such as Human Rights and Youth, which end up being an important focus for the UN. It is noted that the Republiko campaign has been designed explicitly with this aim but this took place four years into the cycle by which time the it was probably too late to have an impact on the UNDAF itself.

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[73] It should be noted that the most RCOs operate on a very limited budgets that are allocated through UN DOCO and most of the budget is tied up in staff costs [normally pegged at an NOC level].

[74] It should be noted that this could have been achieved without necessarily reducing the overall number of programmes and projects supported by the UN [though that would also be advisable].

Conclusion

123. The failure to put in place a robust and rigorous process of monitoring the UNDAF seriously undermined its overall utility. As noted throughout the report, having invested considerable time and capital with the GPH to develop the UNDAF and the JIP, there is very little evidence to suggest that the UN and GPH were ever seriously committed to using it as a tool for guiding and sharpening the depth and quality of support being provided by the UN in the Philippines. The lack of strong ownership of the UNDAF within the UN [and in particular senior management] created a situation where the focus was on demonstrating that the UN was adhering to the basic requirements laid out in the UNDAF guidelines rather than actually making a difference over and above the individual contributions of the participating agencies.

124. However, this is not to say that the projects and programmes supported by the different UN agencies were ineffective. Across the board, the view was that UN agencies continue to be a valued partner to the GPH and that in a number of sectors including Education, Maternal Health, Decent Work and Labour Standards, HIV / AIDS, Human Rights and DRRM this contribution continues to make a significant difference. However, how much of this success can be attributed to the UNDAF remains at best an open question.

125. As noted previously, where the UN has been most effective can be linked directly to the fact that the UN system alone among development partners has the capacity and willingness to focus on important gaps in the national development process—most notably around areas of policy coherence and strengthening implementation capacities at the local level which continues to be a major challenge in the Philippines. This ability to work on vertical and horizontal integration has been the key to the successes during the current cycle and this needs to be carried forward and built upon in the next UNDAF cycle. A failure to do so runs the very serious risk of condemning the UNDAF (if not the UN itself) to being nothing more than a paper exercise.
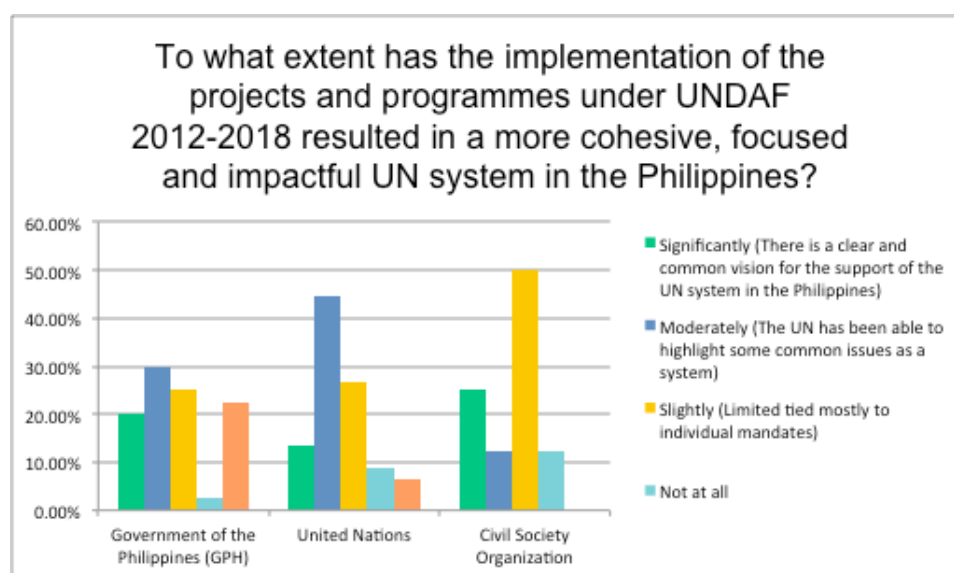

Figure 15: Has the UNDAF resulted in a more cohesive UN in the Philippines

Recommendations

Relevance

- **The UNCT and GPH should prioritise those programmatic areas where UN agencies will work together using a variety of joint programming modalities in the next UNDAF.**

126. The UN SG's report clearly states that "… *UNDAFs must be repositioned and strengthened as the single most-important UN planning tool in all countries, with tangible implications for guiding UN support and presence and progressively taking precedence over individual entity country programmes and plans. **Rather than a picture of all UN Country Teams' activities in a given country, UNDAFs must become a system-wide response to national priorities***". This is clearly at odds with the very diverse nature of UN interventions in the Philippines that resulted in the current "Christmas Tree model" and the UN must absolutely avoid this temptation in the name of "inclusiveness."

127. The internal discussion paper: The UN's Role in the Philippines: Reaching the Unreached, has indicated that the new UNDAF will be structured around three main outcomes—Acceleration of Improvements in Social and Economic Development and Addressing Inequities; Climate Change and Resilience; and Peace and Development—that will accommodate the vast majority of interventions that are likely to be supported by the UN in the new cycle.[75] However, it is also the case that the majority of this support will be delivered bilaterally and should not be shoehorned into the UNDAF processes.

128. To the extent that the UN remains committed to an UNDAF as the embodiment of the value-added of the UN system, the focus should clearly be on a limited number of areas where the UN will work together using a variety of joint programming modalities. These programmes must be the focus of the National Steering Committee meetings / review processes and form part of a joint advocacy and communications campaign about the priorities of the GPH and the UN in the Philippines. In particular, the next iteration of the JIP has to be limited to only those interventions where there is a clear commitment to convergence either thematically, geographically or with a common set of partners with a limited set of core indicators that will be tracked systematically through the life of the UNDAF. Stand-alone projects, even those that command significant resources such as the Biodiversity Conservation, are more appropriately managed and handled through the bilateral processes that remain in place to track individual country programmes.

- **The UN should maximize its unique comparative advantage in the Philippines as an impartial convener to bring together sectors at the national, regional, and LGU levels in support of the SDG agenda**

129. This recommendation builds on the fact that UN is increasingly being asked to play a different role in the Philippines that does not necessarily lend itself to an instrument (UNDAF) that was developed for a different context and era. Increasingly, the focus of the

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[75] It should be noted that the proposed structure for the new UNDAF remains under discussion with the GPH and it may well be the new UNDAF will have a different structure but the underlying recommendations on the need for prioritization and focus remains valid.

UN is on its normative mandate linked to upstream policy support and the progressive withdrawal from project-based interventions in all but the most exceptional circumstances.

130. Where the UN has been most effective has been when it has leveraged its partnerships and relationships across different sectors and from national to regional to local levels to bring together actors to build consensus around a common set of results. There is a growing recognition that the UN is uniquely well positioned to play this important role of convener and facilitator especially given the increasing cross-cutting nature of the SDGs and the new UNDAF has to explicitly recognize this advantage and to develop specific metrics to capture achievements of this nature.

- **The UN should develop a clearly articulated Theory of Change for the new UNDAF that is linked to a clear set of [intermediate] outcome indicators and robust monitoring framework that better capture the specific contribution of the UN system to national goals.**

131. The evaluation has repeatedly noted that the contributions of individual agencies to national priorities remain valued and relevant but that the same cannot be said for the UNDAF. This can be traced to the fact that the UNDAF never developed a core theory of change beyond the contribution of its individual components. That is to say, the UNDAF failed to capture the specific set of critical bottlenecks to the achievement of the MDGs / SDGs that only the UN **collectively** could help to address through its knowledge and expertise working in tandem with the GPH and other partners. Thus, it is not sufficient to "develop capacities" but instead to develop specific capacities designed to solve / address a specific problem that is preventing the achievement of national goals and priorities that can only be identified through a rigorous TOC exercise that will force the UN to ask difficult questions and make difficult choices including, more often than not, deciding to walk away if there is no clear measure of success.

132. This in turn links to the fact that the existing UNDAF results framework was essentially meaningless because of the vast gap between the activities and outputs being supported by the UN and the outcome level indicators where this contribution was almost impossible to capture. Building on the UNICEF example and the TOC exercise, the UN needs to develop a set of intermediate results (and indicators) that are more realistic in their scope and ambition (and in some cases might not even be national in nature) that can be linked more directly to specific programme being supported. The UN needs to put itself in a position where it can draw a direct line from the activities and interventions being supported to the achievement of concrete (and measureable) results—most likely linked to increasing the GPH's capacities for service delivery—linked to the targets in the PDP Results Matrix and in turn lead to meaningful improvements in the lives of people in the Philippines.

Efficiency

- **The UN and NEDA should aim to subsume stand-alone UN reviews within the PDP review process over the course of the next UNDAF [including setting specific milestones for doing so within the UNDAF monitoring framework]**

133. Too much of the monitoring of UN work takes place outside of existing GPH structures for tracking development assistance. This over-reliance on agency specific programming

instruments and reviews versus relying on national systems is increasingly difficult to justify in an MIC such as the Philippines and all the more so when one considers the relatively limited financial resources coming through the UN system. This takes place alongside the current mechanisms for tracking the UNDAF that are also not well integrated with PDP review mechanisms.

134. The UN and NEDA should come together to develop a common calendar that would purposively aim to reduce the number of overlapping meetings and to better ensure that stand-alone meetings that do take place clearly and directly feed into a national system. This would require a much better understanding of the relationship between internal departmental reviews / sector plan reviews and how these are aggregated upwards to the NEDA level to look for ways to better combine discussions and to better capture the overall contribution of the UN to the achievement of national targets. In addition, consideration should be given to the development of a simple common reporting/monitoring system of UN-related activities in the country to minimize the need for meetings.

- **The RCO needs to provide substantive guidance and leadership to UN reform efforts and take on a much more strategic role in managing the UNDAF process [working in conjunction with the PWG].**

135. The UN should proactively take steps to embrace the recommendations being proposed by the UN SG for an empowered RC with a much stronger mandate for action. This includes re-thinking the role being played by the Resident Coordinators Office. The model envisages a RCO that plays a much stronger leadership role in the UN reform process than is currently the case in the Philippines. The secondment of a Human Rights Advisor and a Peace and Development Advisor to the RC Office is in line with this model and has already yielded tangible benefits to the work of the UN and the RC in particular.

136. However, this model needs to be applied to the UNDAF process if it is to become something more than a paper exercise. This will require investing in strategic planning and monitoring capacity within the RCO but more importantly, will require the UNRC and the UNCT to empower the RCO to take on a leadership role working in conjunction with the Programme Group and should continue to lead the monitoring of the UNDAF working with the MEG but with a clear quality assurance and oversight function rather than its current approach that is too focused on process facilitation.

- **The UN should rationalize its coordination mechanisms/management arrangements and minimize the number of working groups to avoid unnecessary duplication.**

137. As noted previously, the UN in the Philippines find itself in a less than ideal but also by no means unusual situation of having to respond to multiple different coordination structures. It is very likely that the next UNDAF cycle will see a similar need to address development, humanitarian and peace-building challenges each of which has its own internal and external architecture. It is also clear that the UN's current approach to addressing these multiple challenges is not optimal and needs to be streamlined. This will require potentially hiring a management consultant to conduct a thorough review of all the different mechanisms in place and to propose a vastly simplified structure that emphasizes results not process. There needs to be a greater emphasis on creating Task Teams whose existence

is linked to the delivery of a specific output on an as needed basis. Standing groups such as the PWG and MEG need clear TORs and deliverables against which the UNCT can hold them accountable.

Effectiveness

- **In line with the Secretary General's report, the UN system should move to a more strategic engagement strategy to better reflect the Philippines' status as a MIC with significant internal resources and capacities with an emphasis on upstream work balanced by a limited downstream work**

138. The UN is doing too many things at scale that is unlikely to make a difference in the Philippines and is reflective of a business model that is several decades out of date. There is ample literature that acknowledges the significant progress made by the Philippines over the last 30 years culminating in its graduation to middle income country status that is increasingly able to self-finance its development budget. In this new development context, a UN made of 17+ agencies operating a host of small projects and programmes with limited impact is very hard to justify. Programmatically, the UN has to leverage its limited resources to maximize impact and this is unlikely to be achieved through small-scale projects or trainings in all but the most exceptional of circumstances. Put another way, in order to be effective, the UN may have to learn to be less responsive and much more selective in how it invest its resources.

139. For some agencies, this might also include moving to a non-resident model of engagement working through the Office of [an empowered] Resident Coordinator. However, this should be tied to a much more systematic effort to marry the operational capacities of the funds and programmes with the increased demand for the technical expertise vested in specialized agencies rather than the current approach that is still rooted in a traditional UNDAF model focused on project based interventions.

- **The UN and GPH should refocus its capacity development approach to meet the long-term vision and demands to achieve Ambisyon Natin 2040 and Agenda 2030**

140. The GPH and the UN need to take the opportunity of the new UNDAF to hit the re-set button on the way they work together. The UN can no longer justify a series of small-scale investments and capacity development efforts that only yield short-term results. In particular, in light of the 2030 Agenda and the GPH's own long-term vision for the Philippines, it is perhaps time for the UN to support the GPH to refocus its approach to capacity development away from the short to medium term needs embodied in the PDP and sector plans as the case now toward asking the question "*what are the capacity needs of the Philippines likely to be in 2040 and what investments need to be made today to ensure that those capacities exist 25 years down the line*". Thus, rather than concentrating its capacity development efforts on middle level managers who are likely to be out of the system within 5-10 years (and carrying with them all the capacity that had been developed), the UN should consider working with GPH on the development of long-term human resource plans and to develop capacity development plans to match. This could include the identification / stocktaking of the required public sector competencies for the identification and implementation of the strategies needed to achieve the country's long-term vision of *matatag, maginhawa at panatag na buhay.*

- **The UN should consider adopting a UN-GPH partnership model that is grounded in the UN's normative mandate including a greater emphasis on advocacy.**

141. Given the evolving nature of the relationship between the Philippines and the UN system, it is perhaps time to formally recognize that it is based much more on the principles of partnership rather than traditional development assistance. It was a relationship that was defined by projects and programmes that fit nicely into a log frame. Today, the relationship is informed by a country that increasingly self-finances its own development priorities (as well as those of the UN) and sees itself as an important regional and international actor. And the UN system can and does play a critical role in supporting the Philippine engagement with the international community both as a facilitator of South-South and Triangular cooperation and supporting its ability to leverage resources from global funding facilities including the GEF and GCF. It is a relationship that is increasingly defined by broad principles of cooperation around critical issues where the UN can act as an advocate and source of international best practices in line with its normative mandate.

Annexes

List of people interviewed (Partial)

Name	Organization	Designation
Rena Dona	UNFPA	Assistant Country Representative
Jose Roi Avena	UNFPA	M&E Adviser
Lewelyn Baguyo	UNFPA	Programme Analyst
Rio Grace otara	UNFPA	Gender and Culture Programme Analyst
Angelito Umali	UNFPA	Maternal Health & Family Programme Analyst
Mike Singh	UNFPA	RH Officer
Vic Jurano	UNFPA	PD
Peter Mossende	UNAIDS	Acting Country Rep
Malou	UNAIDS	Officer
Ma Lourdes Macapanpan	ILO	Programme Officer
Gwyneeth Anne Palmos	ILO	NPC
Catherine laus	ILO	Junior Tech Officer
Katherine Briones	ILO	NPC
Dianne Respall	ILO	Senior Programme Officer
Jake Tolentino	ILO	M&E Officer
Bong Montesa	UNDP	Resiliency and PB Unit
Allan Mariano	UNDP	Resiliency and PB Unit
Bogie Avelino	UNDP	Democratic Governance
AlJ ulkipli	UNDP	RBPM
Lisa Alano	UNDP	Democratic Governance
Jasmine Magtibay	FAO	Programme Assistant
Rafael Umbrero	FAO	M&E Specialist
Tamara Duran	FAO	Programme Assistant/ OIC Programme Unit
Aristeo Portugal	FAO	Senior Staff
Jose Fernando	FAO	Representative
Jutta Neitzel	WFP	Head of Programme
Martin Bettelley	WFP	Deputy Rep
Praveen Agrawal	WFP	Representative
Juan Blenn Huelgas	WFP	National Programme officer
Elinor Tan	WFP	M&E
Martin Parreno	WFP	NPO Nutrition
Katrina Pascasio	IOM	Ops Assistant
Ricardo Casco	IOM	Mission Coordinator
Natsuko Kobiyana	IOM	Reporting Officer
Martin Nanawa	RCO	Information and Communications Officer
Teresa Depunque	UNIC	Information and Communications Officer
Mario Villamor	UNFPA	Information and Communications Officer
Althea Gonzales	UNHCR	Information and Communications Officer
Gina Maramag	OCHA	Information and Communications Officer
Dune Aranjuez	NEDA	Chief EDS
Domini Velasquez	NEDA	CEDS
April Mendoza	NEDA	Supervisor EDS
Tomasito Javate	NEDA	Supervisor EDS
Thelma Manuel	NEDA	OIC-Eds
Judith Gamboa	NEDA	Supervisor- EDS
Raymond Pineda	NEDA	Senior EDS

Marc Antonio Miranda	**NEDA**	**Senior EDS**
Maria Luisa Magbojos	**NEDA**	**Senior EDS**
Grace Buquiran	**DOH-BIHC**	**Medical Officer IV**
Lindsay Jeremiah Villarante	**DOH-HPDB**	**Senior Health Programme Officer**
Maika Ros Bagunu	**DOH BHIC**	**Senior health Programme Officer**
Sheil Younon	**WHO**	**PMAD**
Augusto Rodriguez	**UNICEF**	**Chief, SP**
Verith Ruston	**UNICEF**	**Emergency Specialist**
Rodelisa Casado	**UNICEF**	**CP Officer**
Mariella Castillo	**UNICEF**	**Health Specialist**
Teresita Felipe	**UNICEF**	**Education Specialist**
Martin Porter	**UNICEF**	**Chief PME**
Elmira Bacatan	**UNICEF**	**C4D Specialist**
Psyche Olayva	**UNICEF**	**ECCD Specialist**
Rene Galera	**UNICEF**	**Nutrition Specialist**
Anthony Calibo	**DOH**	**OIC Division Chief Children's Health Development Division, Disease and Prevention Control Bureau**
Jesus LR Mateo	**DEPED**	**Undersecretary**
Roger Masapol	**DEPED**	**Chief, Planning Service**
Juan Araojo Jr	**DEPED**	**Chief Education Programme Specialist**
Eden Lumillan	**RCO**	**Coordination Analyst**
Zoh Gonzales	**RCO**	**M&E Officer**
Ola Almgren	**RCO**	**UN Res Coordinator**
Klaus Beck	**UNFPA**	**Country Representative**
Fakhruddin Azizi	**UNIDO**	**Country Representative**
Khalid Hassan	**ILO**	**Country Director**
Julia Reese	**UNICEF**	**Deputy Country Representative**
Gundo Weiler	**WHO**	**Representative**
Titon Mitra	**UNDP**	**Country Director**
Mark Bidder	**UNOCHA**	**Head of Office**
Patrick Stenson	**IOM**	**OIC Country Director**

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Terms of Reference

I.   Introduction / Background

The United Nations Development Assistance Framework (UNDAF) 2012 – 2018 was developed through an inclusive and participatory process under the leadership of the Philippine Government in close consultation with civil society and development partners. The UNDAF embodies the support to be provided by the UN agencies to the government. This is further elaborated through joint implementation planning, joint monitoring and evaluation mechanism and tools and joint management arrangement for harmonized oversight, and alignment with country mechanisms. For the first time, the UNDAF was synchronized with the national planning cycle and with the implementation of the Philippine Development Plan, 2011-2016.

The evaluation of the UNDAF will be a joint UN review with GPH partners of the overall results expected from UN cooperation in the country. The proposed timing, i.e. the beginning of the last year of the programme cycle, suggests that the Evaluation takes place late enough to assess performance and results of the first five years of the current programme cycle and early enough to inform the design of the next programme cycle.

The main users of the Evaluation will be the UNDAF partners, i.e. the UNCT and the government of the programme country and donors who support the programmes. The UNDAF evaluation results will inform the design and preparation of the next UNDAF (i.e. definition of UNDAF outcomes and expected impact) and of Country Programmes and projects by individual agencies.

The UNDAF programme cycle evaluation will reference the UNDAF Joint Implementation Plan and the Consolidated Results Matrix of the seven (7) Strategic Focus Areas (SFAs), progress/status reports on the outcome and sub-outcomes, and relevant key UNDAF review and assessment documents.

II.   Purposes and Objectives

The evaluation will support greater learning about what works, what doesn't and why, in the context of the UNDAF in the Philippines. This evaluation will provide important information for strengthening programming and results at the country level, specifically informing the planning, decision-making and improving the next programme cycle. Evaluation will cover: i) Thematic/Development Results/Outcomes; and ii) Management/Process Results. Specifically, the evaluation aims to:

1. Assess and validate (Thematic/Development Results) the:
    a) Progress in achieving UNDAF Outcomes;
    b) UN's contribution, the effectiveness of its strategies and interventions used, to national development targets through results identified in the 2012 – 2018 UNDAF;
    c) Added value of UNDAF to cooperation among individual UN agencies;
    d) Lessons learnt from the experiences of the current programming cycle, and identify issues and opportunities emerging from the implementation of the current UNDAF;
    e) Factors that have affected the UN's contribution (the challenges and how they were overcome or why they were not overcome);
    f) Recommendations for improving the UN's contribution; and
    g) Design and focus of the UNDAF i.e. the quality of the formulation of results at different levels.

2. Assess the efficiency and effectiveness of the UNDAF planning, programming and implementation processes, highlighting achievements, major challenges and lessons learned

III. Approach and Strategy

The UNDAF Evaluation is the last milestone of the UNDAF M&E plan that was conceptualized at the beginning of the programme cycle. It is an external, participatory, and iterative learning exercise. This evaluation will take place from April to June 2017 for a maximum of seventy (70) days).

It takes place at the beginning of the penultimate year (2017) of the programme cycle and builds on UNDAF Annual Reviews as well as major studies and evaluations of country programs that have been completed by individual agencies. As the ability to assess achievement of UNDAF outcomes will to a large extent depend on the completeness and quality of reviews and evaluations of the individual agency country programmes, it is important that individual agency evaluations address the contribution of their interventions to UNDAF outcomes.

The UNDAF Evaluation will be jointly commissioned and managed by the UNCT (head of agencies) and national governments. To the greatest extent possible, national governments should develop ownership and leadership, as far as this exercise is concerned. The UNDAF provides an opportunity to contribute to the capacity-building in evaluation of national partners. The UNDAF evaluation involves stakeholders such as the UN staff, their counterparts in the government as well as CSOs, other international actors such as IFIs and bilateral donors. Stakeholder participation is essential and should be sought from the beginning of the process through a series of meetings and possibly through the organization of an UNDAF Evaluation Workshop that would take place towards the end of the UNDAF Evaluation process. The purpose of the workshop is to validate and refine findings, conclusions and recommendations of the evaluation.

In order to determine the scope of the evaluation, it is suggested that the government and the UNCT initiate the evaluation process by assessing how the UNDAF can be evaluated in a reliable and credible fashion given the data and resources. This assessment will include a review of the documentation available on the UNDAF design and implementation process.

- Methodology

The UNDAF Evaluation Team shall define the specific evaluation strategies, data collection methods and required evaluation tools. An Evaluation Plan will be developed accordingly.

Data collection – the UNDAF evaluation will use a multiple method approach, which could include the following: desk reviews of reference materials, interviews with relevant/key stakeholders (i.e. government officials/partners, donors, CSOs, people's organizations/communities, the private sector and beneficiaries), sites visits and community meetings.

Stakeholder participation – the UNDAF evaluation will be conducted in a participatory manner, ensuring the involvement of key stakeholders in all phases of the evaluation.

Validation – findings will be supported with evidences. Triangulation will be used to ensure that the information and data collected are valid. A report will be prepared including identified constraints, lessons learned and challenges in relation to the priority interventions as well as specific recommendations made both to the UNCT and to individual agencies.

IV. Evaluation Team Composition

The UNDAF Evaluation will be commissioned to an external independent Evaluation Team composed of:

1) An international evaluation Consultant who will act as Team Leader. S/he will focus on the

evaluation of development results and will have overall responsibility for producing the UNDAF Evaluation Report as well as the quality and timely submission of the same Report to the UN RC Office and UNCT. The TL will report to the EMG; and

2) A national evaluation Consultant will support the evaluation and will focus on the management process results.

V. Expected Outputs/Deliverables

The UNDAF Evaluation Team is expected to produce the following deliverables:

- *Output 1*. Inception including Evaluation Work Plan – this defines the specific evaluation design, tools and procedures, specific dates for key tasks, activities and deliverables; the Inception Report briefly describes the team's understanding of the issues under review including a review framework and detailed work plan. It refines the overall evaluation scope, approach, design and timeframe, provides a detailed outline of the evaluation methodology;
- *Output 2.* Preliminary findings and results. – these are presented and shared with the UNCT
- *Output 3*. 1st Draft Report – this is circulated for identification of factual corrections from key stakeholders;
- *Output 4.* 2nd Draft Report – for circulation to the external advisory panel for quality assurance;
- *Output 5.* Final Evaluation Report and Presentation

VI. Duration of the Evaluation and Payment Schedule

The Evaluation is expected to take 70 days from April to June 2017 with the International Consultant engaged for twenty-five (25) days. Fees shall be paid the based on the delivery of the following outputs and corresponding tranches:

10%	Upon Signing of Contract
20%	Upon Submission of Inception Report including Evaluation Work Plan
20%	Upon Submission Preliminary findings and results; and 1st Draft Report
25 %	Upon Submission 2nd Draft Report
25%	Upon Submission of final Final Evaluation Report and End-of Engagement Report
100 %	TOTAL

To disburse the appropriate payments as they come due, the RC will first certify acceptability of outputs and authorize payment.

VIII. Duty Station

The Consultants will be output-based and will be stationed at the UN-RCO Office, Makati City. Preparatory meetings and actual workshop will be held in Manila and there is no foreseen local travel during the duration of the Contract.

IX. Qualifications of the International Consultant

The international consultant will work with the National Consultant. As UNDAF Evaluation team leader, he/she should possess these minimum qualifications:

- Advanced university degree (Masters and equivalent) in development studies, economics, international relations, or related field; PhD an asset.

- 10 years of relevant professional experience is highly desirable, including previous substantive involvement in evaluations and/or reviews at programme and/or outcome levels in related fields with international organizations, preferably in DaO countries.
- Excellent knowledge of the UN system and UN common country programming processes;
- Specialized experience and/or methodological/technical knowledge, including some specific data collection and analytical skills, particularly in the following areas: understanding of human rights-based approaches to programming; gender considerations; environmental sustainability, Results Based Management (RBM) principles; logic modelling/logical framework analysis; quantitative and qualitative data collection and analysis; participatory approaches;
- Knowledge of the development issue in mid-income countries is an asset;
- Excellent written and spoken English.
- Excellent report writing skills as well as communication and interviewing skills.

X. Scope of Price Proposal and Schedule of Payments

The Consultants shall be required to submit each a financial proposal based on an all-inclusive lump sum amount. The said amount shall be fixed regardless of the changes on the actual cost of the component included in the lump sum amount. There is no foreseen local travel.

XI. Recommended Presentation of Offer

a) Duly accomplished Letter of Confirmation of Interest and Availability using the template provided by UNDP;
b) Personal CV or P11, indicating all past experience from similar projects, as well as the contact details (email and telephone number) of the Candidate and at least three (3) professional references;
c) Financial Proposal that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs, as per template provided. If an Offeror is employed by an organization/company/institution, and he/she expects his/her employer to charge a management fee in the process of releasing him/her to UNDP under Reimbursable Loan Agreement (RLA), the Offeror must indicate at this point, and ensure that all such costs are duly incorporated in the financial proposal submitted to UNDP.

XII. Criteria for Selection of the Best Offer

The offers that will be received shall be evaluated based on the Combined Scoring method – where the qualifications and methodology will be weighted a max of 70%, and combined with the price offer which will be weighted a max of 30%.

XV. Approval

This TOR is approved by:

Signature:
Name and Designation: Ola Almgren, UN Resident Coordinator

Evaluation Matrix

Relevance: The extent to which the objectives of the UNDAF are consistent with country needs, national priorities and the country's international and regional commitments, including on human rights. This will encompass both the design of the UNDAF as well as the ability of the UN to adjust to new opportunities that presented themselves over the life of the UNDAF.

Key Evaluation Question	Proposed Revisions	Indicators	Data Collection Methods and Sources
To what extent is the current UNDAF designed as a results-oriented, coherent and focused framework? Are expected outcomes realistic given the UNDAF timeframe, resources and the planned Country Programmes, projects and programme strategies? **(17)** To what extent were the risks and assumptions addressed by the UNDAF design and later during the implementation of programmes and projects? **(18)**	No Change No Change Has the UNDAF been able to accommodate new developments based on data	Are the outcomes specific and achievable? Do the indicators measure the expected result and accompanied by baselines and targets? Are specific assumptions and risks identified? Are the estimated financial resources required by the UN system for its contribution realistic, and do they show a breakdown by contributing agency? Will the achievement of the UNDAF outputs result in the desired behavioural or institutional change at the outcome level? Are outputs beyond the control of the UN agencies and implementing partners to achieve?	Document reviews and analysis of JIP, CPs and AWPs
To what extent and in what way have the comparative advantages of the UN organizations been utilized in the national context specifically in relation to other Development Partners active in	Are the strategies used in the UNDAF appropriate to respond to national priorities or How well did / does the planning, design	Number of specific reference to key sectoral plans / goals and national data and indicators in UNDAF documents.	Review of UNDAF M&E plan Key informant interviews

Key Evaluation Question	Proposed Revisions	Indicators	Data Collection Methods and Sources
the country (including universality, neutrality, voluntary and grant-nature contributions, multilateralism, and the special mandates of UN agencies)? **(4)**	and implementation of initiatives take into account national priorities?		M&E Plan and PDP M&E Framework
To what extent and in what ways has a human rights approach been reflected as one possible method for integrating human rights concerns into the UNDAF? **(8)**	How well are the int. agreed frameworks, commitments and standards that guide UN Agencies (ex: UDHR, CRC CEDAW) aligned with the UNDAF Framework?	Number of direct references to HR commitments and / or recommendations from Committees Do the majority of outcomes and outputs have a specific focus on marginalized communities inc. women and minorities and is disaggregated data collected.	Review of UNDAF and HRC and Committee reports Analysis of UNDAF and JIP KII and FGDs
To what extent and in what ways the concepts of gender equity and equality ~~were~~ reflected in UNDAF (in terms of specific goals and targets set, sex disaggregated data and indicators etc.)		One outcome clearly articulates how gender equality will be promoted. Between one third and one half of outputs clearly articulate tangible changes for rights holders and duty bearers which will lead to improved gender equality. At least one indicator at outcome level, and between one third and one half of indicators at output level, are gender sensitive, and will adequately track progress towards gender equality results.	Review of UNDAF using UNCT Gender Scorecard Tool(s)

Efficiency: The extent to which the UNDAF has promoted greater synergies, reduced duplication between UN agencies and reduced transaction costs for the GoP. This would cover both internal efficiencies within the UN (internal) and through improved alignment with the national development architecture (external).

Key Evaluation Question	Proposed Revisions	Indicators	Data Collection Methods and sources
How have the UNDAF and the work of Outcome Groups enhanced joint programming by agencies and/or resulted in specific joint programmes? **(10)**		Number of joint working groups Number of joint missions / trainings / meetings held (under auspices of the UNDAF) Number of joint programmes developed / funded / implemented	Review of RCO documentation KIIs and meeting reports ?
Is the distribution of roles and responsibilities among the different UNDAF partners well defined, facilitated in the achievements of results and have the arrangements largely been respected in the course of implementation? (**19**)	How well does the UNDAF combine the operational capacities of the Funds and Programmes with the technical expertise of TAs incl. NRAs	Do outcome groups have clear TORs outlining the roles of responsibilities of each partner The role of each partner captured in the work plan with appropriate financing	Outcome group minutes. Feedback from NRAs and other partners KIIs
To what extent and in what way has the UNDAF contributed to a reduction of transaction costs for the government and for each of the UN agencies? In what ways could transaction costs be further reduced? (**16**)	No change	Number of partner agencies using HACT Number of joint work plans with common partners Number of joint missions / trainings / meetings held Number of joint / standard reports Number of joint reviews	Key informant interviews Review of meeting minutes Programme AWPs Joint Training Reports Joint Project Documents
Did the UNDAF promote effective partnerships and strategic alliances around the main National Development Goals and UNDAF outcomes areas (e.g. within Government, with national partners, IFIs and other external support agencies)? (**6**)		Number of external working groups [chaired or co-chaired] by the UN Number of specific multi-partner campaigns and programmes launched during the life of the UNDAF.	

Effectiveness: The extent to which the UNDAF's objectives have been achieved, compared to the overall purpose. In evaluating effectiveness it is useful to consider: I) if the planning activities were coherent with the overall objectives and purpose; 2) the analysis of principal factors influencing the achievement or non-achievement of the objectives.

Key Evaluation Question	Proposed Revisions	Indicators	Data Collection Methods and sources
What progress has been made towards the realization of UNDAF outcomes in terms of indicators reflected in the UNDAF framework and results matrices? (**1**)	To what extent has the UNDAF been implemented as planned?	Progress against existing indicators and targets Financial implementation rates for UN programmes What % of planned activities were completed during the UNDAF cycle	
Which were the major factors that contributed positively or negatively to the progresses towards the UNDAF outcomes and National Development Goals? (**3**)		Resources mobilized vs. projected budget (UN and GoJ) HR Capacities (internal and external) External factors inc. humaitarian crises	UN Financial Data KIIs Survey
Have the existing management arrangements and implementation modalities involving UN entities and Government counterparts been adequate and appropriate to ensure achievement of outcomes? To what extent have these promoted and strengthened UN-GPH collaboration? (**14**)		Number of sectoral coordination meetings held Joint SC meetings / Annual Review and amendments / adjustments to work plans Number and frequency of outcome groups with external participation	Review of meering minutes KIIs and FGDs
To what extent and how efficiently has the partnership between the UN and Government worked to coordinate and collaborate to deliver the programme results? (**12**)	How effective are the annual review processes and reports?	Did the review provide evidence from monitoring mechanisms inc. national data systems about key outputs and progress towards outcomes? Provide lessons and good practices? Identify possible challenges in the year ahead and assess critica UNDAF assumptions and risks? Provide opportunities for the government coordinating body and other stakeholders	NSC meeting minutes KII and FGDs Survey Tool

Evaluation Team Workplan

Proposed Work Schedule for the IC and NC, UNDAF Evaluation

01 June to 18 August 2017

Key Tasks/Deliverables	Tentative Sched	Deploy-ment	Total Person-Days		
			In-country	Home-based	Total
I. Mobilization, Inception		IC	3	7	10
		NC	7	0	7
1 IC and NC Mobilization		IC			
		NC			
2 Kick-off Meeting RCO & M&E Group	6/1/2017, 10 AM	IC			
		NC			
3 Meeting with NEDA, 2PM	6/1/2017, 2PM	IC			
		NC			
4 Courtesy Call with the RC, 10AM	6/2/2017, 10AM	IC			
		NC			
5 Desk/Documents Review	June 1-9, 2017	IC			
		NC			
6 Drafting Inception Report	June 1-9, 2017	IC			
		NC			
7 Submission of Draft Inception Report	12-Jun-17	IC			
		NC			
8 Convening the ERG to: 1) brief them on expectations on the Inception Report review; and 2) discuss data collection approach/ method & tool/instrument; and 3) Launch the data gathering processs.	June 1-9, 2017	IC			
		NC			
9 Evaluation Reference Group (ERG)'s review and comment on the Inception	June 13-23, 2017	IC			
		NC			
10 Consolidation of Comments & Finalization of Inception Report	June 1-9, 2017	IC			
		NC			
		with M&E Group			
11 Submission of FINAL Inception Report	27-Jun-17	IC			
		NC			
II. Data Gathering & Multistakeholder Consultation		IC	18	4	22
		NC	14	0	14
12 Data Collection	June 27-July 16, 2017	IC			
		NC			
12 Consultations and Meetings with Outcome Groups/ERGs	June 27-July 16, 2017	IC			
		NC			
III. Evaluation Report Preparation & Presentation		IC	4	4	8
		NC	9	-	9
13 Preparation of Zero-Draft Evaluation Report	July 17-29, 2017	IC			
		NC			
14 Submission of Zero-Draft Evaluation Report	30-Jul-17	IC			
		NC			
15 Validation and Review of Zero-Draft Evaluation Report by ERG	30 July-13 August 2017	IC			
		NC			
17 Presentation of Findings and Results Workshop	14-Aug-17	IC			
		NC			
18 Submission of Final Evaluation Report	18-Aug-17	IC			
		NC			
TOTAL PERSON-DAYS		IC	25	15	40
		NC	30	-	30

Legend:
- ● In-country
- ▲ Home-based
- ★ Date of Submission
- ■ Meeting/Gathering

IMPORTANT: PLEASE READ BEFORE TAKING THE SURVEY

Thank you for participating in this survey on the Philippines United Nations Development Assistance Framework (UNDAF) 2012-18. The results are 100% confidential and will only be accessible to the independent evaluator and will not be shared with any other party.

The questionnaire is structured around the 4 key evaluation criteria - Relevance, Efficiency, Effectiveness and Sustainability - along with introductory questions and two questions regarding the respondents profile at the end (Total 24 questions).

Results: The feedback and data from this survey will inform recommendations to the UNCT in Philippines to help it to strengthen its work in support of national priorities under the Philippines Development Plan.

In responding to this survey, please note the following:

The UNDAF is made up of the projects and programmes that are supported by UN agencies, funds and programmes in the Philippines.

The UNDAF Evaluation is particularly interested in capturing the contribution or "value-added" of the UN systm - defined here as 2 or more agencies. Therefore, please draw upon your direct knowledge / experience of <u>inter-agency collaboration</u> within your particular area / sector or field of expertise.

However, please do not hesitate to draw upon the experience from individual partnerships where you feel that these could help strengthen the work of the UN as whole.

It should take no more than 20 minutes to fill in this survey. Your participation is sincerely appreciated.

Thank You.

Background

1. To what extent did you participate in the following aspects of the UNDAF 2012-2018 ?

	Very Involved	Moderately Involved	Somewhat Involved	Not at all
Design (Planning, Consultation, Drafting)	○	○	○	○
Implementation	○	○	○	○
Monitoring & Evaluation (Mid Term or Annual Review)	○	○	○	○

Other (please specify)

2. How active were you in Outcome Groups 1 and 2 of the UNDAF 2012-2018 (please select relevant sub-outcome group using the drop down menu) ?

	Outcome Area 1 (Universal Access to Quality Social Services, with focus on the MDGs)	Outcome Area 2 (Decent and Productive Employment for Sustained, Greener Growth)
Very Active	⬍	⬍
Somewhat Active	⬍	⬍
Not at All	⬍	⬍

If active in multiple groups please list below

3. How active were you in the Outcome Groups 3 and 4 of the UNDAF 2012-2018 (please relevant select sub-outcome group using the drop down menu) ?

	Outcome Area 3 (Democratic Governance)	Outcome Area 4 (Resilience toward Disasters and Climate Change)
Very Active	⬍	⬍
Somewhat Active	⬍	⬍
Not at All	⬍	⬍

If involved in multiple groups please list below

4. Please indicate which Strategic Focus Area (SFA) you participated in (check all that apply)

☐ SFA 1. Mainstreaming democratic and effective governance

☐ SFA 2. Special focus on Youth

☐ SFA 3. Support to the GoP participation in SUN

☐ SFA 4. Pursuit of a nationally-defined, context specific Social Protection Floor

☐ SFA 5. Pursuit of a cross-sectoral approach to addressing HIV-Aids

☐ SFA 6. Capacity support in anticipation of the political transition from ARMM to Bangsamoro

☐ SFA 7. Strengthening local and national capacities for the horizontal and vertical integration of the DRRM continuum.

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Relevance

The extent to which the objectives of the UNDAF 2012-2018 are consistent with national priorities and the Philippines's international and regional commitments, including on human rights.

5. How well aligned were the projects and programmes supported by UN agencies with national or sectoral plans and priorities in the Philippines Development Plan (PDP) 2011-2016?

○ Fully Aligned (alignment at all levels - sector and sub-sector outcome level, supporting outputs and activities)

○ Mostly Aligned (aligned at sector and sub-sector outcome level and partially at output level)

○ Partially Aligned (aligned only at the sector and sub-sector outcome level)

○ Not Aligned

○ N/A

Please provide provide an example to illustrate your answer

6. How well did the UNDAF 2012-2018 reflect international human rights standards and obligations including a focus on marginalized groups in its design and planning?

◯ Well reflected (Clear reference to HR commitments and committee recommendations and strong focus on marginalized groups)

◯ Moderately (Limited reference to HR commitments and obligations, some focus on situation of disadvantaged groups, but not systematically across all programs/projects)

◯ Partially (projects were broadly aligned but only at the level of general commitment / mandate)

◯ Not At All (no references to HR commitments or the situation of disadvantaged groups)

◯ N/A

Please provide an example to illustrate your answer

7. Has the UNDAF 2012-2018 been able to accommodate new developments since its initial design?

◯ Yes : The focus of UN programmes and projects were adjusted to reflect changes in the new PDP and other external factors including humanitarian emergencies

◯ Yes but only in response to humanitarian emergencies and on ad hoc basis during and after the roll out of the new PDP

◯ Minor adjustments over the course of the UNDAF cycle not directly linked to the new PDP

◯ No real change to the agencies programmes / projects during the course of the UNDAF cycle

◯ N/A

Please provide an example to illustrate your answer

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Efficiency

The extent to which the UNDAF 2012-2018 has promoted greater cooperation between UN agencies and reduced transaction costs for the Government of the Philippines (GPH)

8. How useful were UNDAF coordination mechanisms - e.g. National Steering Committee, PMCs and Outcome Groups - for strengthening the work of the UN in the Philippines?

○ Very useful (provided a clear strategic focus to the partnership between the UN and GPH)

○ Moderately useful (led to the identification of more opportunities for enhanced collaboration)

○ Slightly useful (an exchange of information only)

○ Not at all useful (unclear of the purpose)

○ Did not participate

Please indicate coordination groups / mechanisms in which you were a member or participant

9. How well did the UN utilize the national coordination system - e.g. PDP structures, Sector Committees and planning / review processes - for UNDAF coordination and monitoring?

○ Very well (UN worked through or as a part of GPH coordination mechanisms)

○ Moderately well (stand-alone review that acted as inputs to national processes)

○ Not well (bilateral reviews focused on individual agency programmes)

○ Not at all

○ N/A

Please provide an example to illustrate your answer

10. Is the current approach to UN coordination leading to simplification of work processes (planning and reporting) for national partners and / or UN agencies ?

○ Significantly (UN fully utilizes GPH planning, reporting and financial systems)

○ Moderately (UN agencies have one work plan and one annual narrative and financial reports with common national partners)

○ Slightly (Joint planning and use of HACT but individual work plans and reports)

○ No contribution (stand-alone partnerships with no common elements)

○ N/A

Please provide an example to illustrate your answer

Effectiveness

The extent to which the UNDAF's objectives have been achieved, compared to the overall purpose. Please base your responses on your direct experience of the work of the United Nation in your particular area of expertise / experience

11. To what extent has the UNDAF (2012-2018) been implemented as planned (please respond in relation to your area of expertise / experience) ?

	Fully implemented	Mostly implemented	Partially implemented	Not at all implemented	Don't Know
Outcome Area 1: Universal access to quality social services, with focus on the MDGs	☐	☐	☐	☐	☐
Outcome Area 2: Decent and productive employment for sustained, greener growth	☐	☐	☐	☐	☐
Outcome Area 3: Democratic governance	☐	☐	☐	☐	☐
Outcome Area 4: Resilience toward disasters and climate change	☐	☐	☐	☐	☐

12. What difference has the implementation of the UN projects and programmes under UNDAF 2012-2018 made to national or sectoral priorities in the PDP?

◯ Critical difference (helped achieve important / strategic national / sectoral goals)

◯ Moderate difference (helped address specific needs but on a case by case basis)

◯ Minor difference (helped address small un-met needs in sectoral plans)

◯ Made no difference (did not address national needs)

◯ Not Sure

Please provide an example to illustrate your answer

13. What do you think were the main constraints to the implementation of the UNDAF 2012-2018 (please rank in order of importance - 1 is most important and 5 is least important)

⋮⋮	⬍	Additional work / Lack of time
⋮⋮	⬍	Insufficient ownership / leadership
⋮⋮	⬍	Human Resource constraints
⋮⋮	⬍	Poor coordination and weak monitoring
⋮⋮	⬍	Changes in the national context

14. To what extent did the planning and implementation of projects and programmes under UNDAF 2012-2018 target poor, disadvantaged or marginalized communities ?

	Signficantly	Moderately	Somewhat	Not At All	Don't Know / NA
Outcome Area 1: Universal Access to Quality Social Services, with focus on the MDGS	☐	☐	☐	☐	☐
Outcome Area 2: Decent and Productive Employment for Sustained, Greener Growth	☐	☐	☐	☐	☐
Outcome Area 3: Democratic Governance	☐	☐	☐	☐	☐
Outcome Area 4: Resilience Toward Disasters and Climate Change	☐	☐	☐	☐	☐

Other (please specify)

15. To what extent did the planning and implementation of the projects and programmes under UNDAF 2012-2018 promote gender equality ?

○ Significantly (clear focus on specific gender inequalities using sex disaggregated data)

○ Moderately (gender differentials received some prominence but not principle focus during implementation)

○ Slightly (gender differentials noted but not addressed in the project)

○ Not at all

○ Don't know

Please provide an example to illustrate your answer

16. Have the projects and programmes under UNDAF 2012-2018 led to stronger partnerships with civil society organizations ?

○ Significantly (CSOs are seen as an integral partner to the work of the UN and GPH)

○ Moderately (notable capacity improvements at the level of the sector)

○ Somewhat (individual CSOs or sub-sectors capacities strengthened)

○ Not At All (no real change in the role of CSOs)

○ Don't know

Please provide an example to illustrate your answer

17. Has the projects and programmes under UNDAF 2012-2018 strengthened national / local capacities for data collection and analysis on the basis of age, sex and geographic location?

○ Significantly

○ Moderately

○ Slightly

○ Not at all

○ Don't know

Please provide an example to illustrate your answer

18. To what extent has the implementation of the projects and programmes under UNDAF 2012-2018 resulted in a more cohesive, focused and impactful UN system in the Philippines?

○ Significantly (There is a clear and common vision for the support of the UN system in the Philippines)

○ Moderately (The UN has been able to highlight some common issues as a system)

○ Slightly (Limited tied mostly to individual mandates)

○ Not at all

○ Don't Know

Please provide an example to illustrate your answer

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Sustainability and Next Steps

Sustainability is defined as the extent to which the benefits from a development intervention have continued or are likely to continue, after it has been completed.

19. To what extent have / will the projects and programmes supported by the UN be mainstreamed into the sectoral plans and work plans under the new PDP?

○ Significantly (majority of UN projects (pilots) mainstreamed in the work of the GPH)

○ Moderately (some UN projects mainstreamed into regular work of the GPH)

○ Slightly (very few UN projects carried forward)

○ Not at all

○ Don't know

○ Other (please specify)

20. What do you think should be the main aim of the new UNDAF? Please rank the following in order of importance (1 is most important and 5 is least important)

⠿	⬍	UN agencies delivering joint results / programming	☐ N/A
⠿	⬍	Operational simplification and integration of work processes	☐ N/A
⠿	⬍	Supporting national priorities through increased cost-sharing	☐ N/A
⠿	⬍	Focus on marginalized and disadvantaged communities	☐ N/A
⠿	⬍	Provision of technical expertise	☐ N/A

21. What do you think should be the primary focus of the UN system in the Philippines in support of the achievement of the SDGs ? Please rank the following in order of importance (1 is most important and 6 is least important)

⠿	⬍	Integrated Policy Advisory	☐ N/A
⠿	⬍	Institutional Capacity Support to Accelerate National Progress towards the SDGs	☐ N/A
⠿	⬍	Quality Data and Evidence	☐ N/A
⠿	⬍	Innovation to Leverage National Resources	☐ N/A
⠿	⬍	The UN's Normative Mandate and Human Rights	☐ N/A
⠿	⬍	Promoting Partnership and Advocacy	☐ N/A

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Respondent Profile

Data in this section will be used for tabulation and analysis purposes. The evaluator is the only person who will have access to this data and will maintain strict confidentiality at all times.

Thank you again for taking the time to complete this survey. Your views are a critical input to the final evaluation and is sincerely appreciated.

22. Where do you work ?

○ Government of the Philippines (GPH)

○ United Nations

○ Civil Society Organization

○ International Development Partner

Other (please specify)

[   ]

23. The following question is optional. The data might be used to follow up on information provided in the comments section.

Email Address   [   ]

Organization Name   [   ]

Your Title or Position   [   ]

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