Terminal Evaluation of Paving the Roads to Sustainable Development Goals through Good Local Governance (Roads2SDGs)

November 2020 to October 2021

October 2021
Philippines

Maricel Fernandez-Carag
Independent Evaluator

Department of Interior and Local Government, Government of the Philippines
United Nations Development Programme (UNDP), Philippines

Acknowledgements

The preparation of this Terminal Evaluation Report was carried out with the cooperative effort and contribution of numerous individuals who shared the common objective of paving the roads to Sustainable Development Goals (SDGs) including the following:

- UNDP Team: (1) Ms. Maria Luisa Isabel Jolongbayan, (2) Mr. Jonathan Hodder, (3) Dr Emmanuel Buendia, (4) Ms. Marilyn Castino; (5) Mr. Cleto Gales, Jr; (6) Ms. Marian Theresia Valera Co; (7) Ms. Liu Xiaoyin; and (8) Ms. Tricia Maligalig.

- DILG team at Central Office and Focal Persons and personnel from the DILG regions and PLGUs who are in-charge with the Project.

- Respondents of the key informants interviews (KIIs) from the different offices of the DILG, Provincial Local Government Units (PLGUs), and GHUBs particularly the three provinces covered in the data collection i.e. Cordillera Administrative Region (CAR), Region VII and Region XII.

- Ms. Amelia de Guia and Ms Maria Victoria Abergos for the help and support in the preparation the Google Forms of the 4 survey questionnaires, in the validation of the survey respondents, as well as in notetaking during the KIIs.

- The evaluation reference group (ERG) for their valuable comments and feedback on the draft terminal evaluation (TE) report and in the presentation of findings and recommendations. The ERG team is composed of: (i) Hon. Mario Iringan – Undersecretary for Local Governance, DILG; Hon. Presbitero Jose Velasco – Governor, Province of Marinduque; Ms. Lilibeth A. Famacion, CESO III – DILG Regional Director, CARAGA; Ms. Liza Hora – GHUBS Region 12 and Engr. Edgardo Sabado, EnP – PPDC, Nueva Vizcaya

Except for the opinions of the respondents consolidated in Chapter 6. *Evaluation Findings*, all opinions expressed in this report are those of the Evaluator and do not represent the official views of UNDP nor the DILG. All omissions and errors on the content, are all on the independent evaluator.

Maricel Fernandez-Carag
Independent Evaluation Consultant
.

PROJECT AND EVALUATION INFORMATION DETAILS:

Project Information	
Project Name:	Paving the Roads to SDGs through Good Local Governance (Roads2SDGs) Project
Project ID:	106047
Output ID:	10536
Country:	Philippines
Region:	Asia and the Pacific
Date Project Document Signed:	29 December 2017
Project Dates:	Start: 29 December 2017 / Planned End: 29 June 2019
Extension End Date:	28 February 2022
Project Budget:	USD 7,367,046.75
Project Expenditure at the time of Evaluation	USD 7,049,371.49 (as of 30 September 2021)
Funding Source:	Department of Interior and Local Government, Government of the Philippines
Implementing Party:	United Nations Development Programme Philippines
Evaluation Information	
Evaluation Type:	Terminal Project Evaluation
Period under evaluation	Start: January 2018 / End: September 2021
Evaluator	Maricel Fernandez-Carag
Evaluator's email address:	maricel.fernandez88@gmail.com
Evaluation dates	Start: November 2020 / Completion: Oct 2021

TABLE OF CONTENTS

LIST OF ANNEXES

LIST OF TABLES

LIST OF FIGURES

LIST OF ABBREVIATIONS AND ACRONYMS

APCPI	Agency Procurement Compliance and Performance Indicators
AWP	Annual Work Plan
CCA	Common Country Assessment
CCA-DRR	Climate Change Adaptation Disaster Risk Reduction
CDRR	Capacity Development Request and Response
CMGP	Conditional Matching Grant to Provinces
COA	Commission on Audit
CPD	Country Programme Document
CSOs	Civil Society Organisations
DaO	Delivering as One
DBM	Department of Budget and Management
DILG	Department of Interior and Local Government
DP(s)	Development Partners
DPWH	Department of Public Works and Highways
DRR	Disaster Risk Reduction
ERG	Evaluation Reference Group
FGD	Focused Group Discussion
GDP	Gross Domestic Product
GEF	Global Environment Facility
GNP	Gross National Product
GoP	Government of the Philippines
HEIs	Higher Education Institutions
HQ	Headquarters
IP	Implementing Partner
UN IPG	UN Inter-agency Programme Group
IC	Independent Consultant
IR	Inception Report
KALSADA	Konkreto at Ayos na Lansangan ang Daan Tungo sa Pangkalahatang Kaunlaran
KII	Key Informant Interview
LEAP	Livelihood Empowerment Against Poverty
LGSF	Local Government Support Fund
LMIC	Lower Middle Income Country
LGU	Local Government Unit
LRM	Local Roads Management
MTR	Mid-Term Review
NGOs	Non-governmental Organisations
OECD/DAC	Organisation for Economic Co-operation and Development/Development Assistance Committee
OMT	Operations Management Team
OPDS-CMGP-PMO	Office of Project Development Services Conditional Matching Grant to Provinces – Project Management Office

PBB	Performance-based Budgeting
PEO	Provincial Engineering Office
PIF	Project Identification Form
PIR	Project Implementation Report
PFM	Public Financial Management
PLGU	Provincial Local Government Units
PM	Project Management
PMO	Project Management Office
PMRF	Provincial Management Road Facility
PMT	Project Management Team
PMU	Project Management Unit
PDP	Philippine Development Plan
PPG	Project Preparation Grant
PPM	Programme and Project Management
POW	Program of Works
PRODOC	Project Document
QA	Quality Assurance
QPR	Quarterly Progress Report
RC	Resident Coordinator
RCC	Regional Coordinating Council
RCO	Resident Coordinator's Office
RP	Responsible Partner
RR	Resident Representative
SIS	Sector Information system
SDG(s)	Sustainable Development Goals
SMART	Specific Measurable Attainable Realistic and Time-bound
SoPs	Standard operating Procedures
SWGs	Sector Working Groups
SUCs	State Universities and Colleges
TA	Technical Assistance
TCPR	Triennial Comprehensive Policy Review
ToC	Theory of Change
ToR	Terms of Reference
UAP	UNDAF Action Plan
UNDHR	United Nations Declaration on Human Rights
UNAIDS	United Nations Programme on HIV and AIDS
UNCG	United Nations Communications Group
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFCCC	United Nations Framework Convention on Climate Change
UNGT	United Nations Gender Team
UNICEF	United Nations International Children's Emergency Fund
USAID	United States Agency for International Development
WFP	World Food Programme
WHO	World Health Organisation

I. EXECUTIVE SUMMARY

The project "Paving the Roads to Sustainable Development Goals through Good Local Governance" or *Roads2SDGs* was implemented by the UNDP Philippines in collaboration with the Government of the Philippines (GoP) through the Department of Interior and Local Government (DILG). The Project is within the Conditional Matching Grant to Province (CMGP) Program as a Local Government Support Fund (LGSF) for Road and Bridge Rehabilitation Upgrading and Improvement.[1] The project, which was originally intended for two years, was implemented from December 2017 and will commence in February 2022 as approved for extension through project document amendment due the disruptions from the Covid19 pandemic among other factors including the consideration that some of the identified deliverables especially those on the development of systems and tools have gestation period beyond what was initially programmed in the project. The extension also will also include support to DILG for project transition and sustainability planning and project closures.

The *Roads2SDGs* generally aims to empower businesses and citizens from increased connectivity to basic services and increase commerce through effective and inclusive road governance. It was envisaged to achieve three expected outputs: (1) 17 governance hubs strengthened to provide continuous technical support to provincial governments, citizens and DILG in the implementation of CMGP; (2) Capacity of provincial government and DILG to build, plan, design, implement and maintain quality roads network through effective governance process; and (3) Citizens organized to instill transparency and accountability in the implementation of roads projects in 78 provinces. It targeted a wide set of direct and indirect beneficiaries including all provincial local government units (PLGUs), Governance-Holistic Understanding Bridging Solutions to Governance (G-HUBS).[2]

Altogether, the project was implemented in 78 PLGUs covering 99.4 million of the country's population and 18 out of the top 20 poorest provinces, 16 governance hubs (as targeted) with 102 participating institutions: 66 CSOs, 1 PO, 33 academic institutions, 2 private sector organizations (Quarterly Progress report; Annual Report 2020). Funded by the government of the Philippines (GoP) through the DILG, the project was implemented by UNDP through agreements with responsible parties which outlined roles, responsibilities, activities, and budgets. The total budget of the project was PhP378,728,883.24 with PhP 2,500,000 in kind contribution from UNDP.

This terminal evaluation (TE) concludes that the project was relevant and a needed endeavor in all government levels. The project's theory of change (TOC) and the logic of intervention was

---

[1] The CMGP is within the overall Governance Reform Program of the Philippine Government to sustainably improve the quality of local road network across the country using road infrastructure projects as an entry point to reinforce the achievement of reform targets to enhance Provincial local government units' systems, and practices in Local Road Management (LRM) and Public Financial Management (PFM).

[2]) GHUBs is a consortium between and among non-state actors that provides assistance to local government unit within their respective areas of convergence and influence, institutions at nationaland provincial levels, regional focal points of UNDP, and staff of various national government agencies participating in the project activities such as the national governance agencies (NGAS) including the DILG, Commission on Audit (COA), Department of Public Works and Highways (DPWH), Department of Budget and Management (DBM) through the Government Procurement Board Policy (GPBP).

practical and innovative as all expected outputs listed above have been met; horizontal and vertical partnerships and alliances established and sustained; governance mechanisms and tools relevant and sustainable through the continuous engagement of third party monitoring through Development LIVE (DevLIVE)[3] by the Civil Society Organizations (CSOs), private organizations and individuals beyond the lifetime of the project. The project has been effective in achieving almost all planned results in accordance with the established indicators. The progress towards the results has not been steady towards the latter part of the project due to the disruption of the Covid19 especially in the implementation and rolling out of activities related to technology including DevLIVE citizens monitoring application and the engagement of citizens using the DevLIVE mobile and web-based application, among others.

While the over-all CMGP programme addresses the under-investment of local roads, the project supports quality assurance and ensures that governance reforms are in place. Even with the departure of UNDP as program implementer, the government continues to build on the gains of the CMGP project with its governance reform framework and will continue to be implemented as a national government initiative. For example, in the DILG MC 2021, in terms of project monitoring and reporting, 5.11.1.3, states that PLGU shall use the Infrastructure Project Management System (IPMS) developed by DILG-UNDP Partnership as their Project Management tool to monitor the day-to-day implementation activities of CMGP Projects and other infrastructure projects. The necessary data needed in the report shall be linked to *SubayBAYAN* System[4] (http://subaybayan.dilg.gov.ph) for DILG vetting.

In addition, the capacities built from the *Roads2SDGs* project aimed to provide support to the implementation of new set of activities under the CMGP program. The tools and manuals will be utilized particularly in the monitoring and reporting. In particular, 5.11.3 on Third Party Monitoring Consistent with the Special Provisions of the FY 2021 GAA under the DILG-OSEC for MEALGU and DILG Memorandum Circular No. 2018-89 entitled "Guidelines on Engagement with Civil Society Organizations," shall utilize third party monitoring thru DevLIVE by CSOs, private organizations and individuals shall be used for the monitoring of the projects.

Even with the significant challenges and limitations due to the Covid19 pandemic, the project has been efficient, achieving the results within the initial cost estimates and completing all actions within the allocated time extension without no additional cost. With the exception of some operational obstacles related to procurement and payments, most delays in the implementation were of exogenous in nature and beyond the control of the project. With the extension of the project until February 2022 at no cost, the UNDP will be able to continue to provide support in completing outstanding commitments to include systems development, testing, training and turn-over for example on the completion of system development of the road and bridge information system (RBIS) and the electronic procurement monitoring system.

However, for more effectiveness and efficiency of the project in other areas and to address mainstreaming issues[5], future interventions need to better reflect climate change and the

---

[3] DevLIVE is an application that allows you to monitor and report on your local government's projects related to the Sustainable Development Goals in the Philippines.
[4] SubayBAYAN is the new and improved DILG infrastructure monitoring system that will cover all Office of the Project Development Service (OPDS) locally-funded projects by the Department. It includes geo-tagging, map integration, physical and financial monitoring graphs, reports and others useful analytical tools.
[5] Mainstreaming issues would include gender, environment, climate change, human rights, disaster and poverty

geography, hazards, and risk profile of some local government units (LGUs) including the issue of Covid19 especially in geographically isolated disadvantage and conflict affected areas (GIDCA) in relation to its road infrastructure program. There is also a need to widen and better engage the community organizations and universities in those LGUs through the GHUBs. The project has attained a moderate-to high degree of sustainability. The sustainability of the project puts a premium on stronger political commitments of LGUs given that they will have more budget in 2022 due to the Mandanas ruling. The question would now be on the absorptive capacity of the LGUs to implement full devolution and how to sustain the capacities and utilize their capacities. Lessons learned, ways forward, and recommendations are summarized below.

1.1 Lessons learned and ways forward:[6]
1.1.1   Relevance: Reinvigorating Active Citizens' Engagement
- GHUBs will remain relevant beyond project lifetime due to its role in quality assurance, monitoring and evaluation, and in promoting good governance improvements. The Mandanas Ruling as provided in EO138 Series of 2021 will provide opportunities for GHUBS to work closely with LGUs.
1.1.2   Efficiency and Effectiveness: Reformed institutions, processes and processes and procedures
- Instituting accountability mechanisms in the program (CMGP) and project (*Roads2SDGs*) is a key ingredient toward good local governance and a need for sustained capacities for continuous improvement both for the PLGUs and CSOS (GHUBs).
- The Project has become a catalyst for convergence and synchronization of initiatives between and among several NGAs. In addition, the Project enabled the synchronization of local initiatives to the SDGs, (PDP) 2017-2022 and UNDP's Country Programme Document (CPD) 2018-2021.
1.1.3   Sustainability: A Need for Leadership and Political Will
- Leadership plays a crucial effort in the success and failure of any program or project. A project, in order to be effective, will have to be championed and sustained by an effective and transformative leadership.
1.1.4   Crosscutting Issues: Changed mindset, behaviors and paradigms
- Institutionalization of a merit reform matter and collective reform mindsets are important. The compliance and the carrot scheme are effective ways to instill positive behaviors and dispel negative bureaucratic behaviors. These approaches put primacy to integrity and good performance among LGUs across several governance areas.

1.2 Recommendations and actions
1.2.1   Relevance
- Collect data on the direct impact of the project after five years or more particularly in its contributions to the SDGs.
- Integrate efforts from the *Roads2SDGs* project to the localization of the SDGs to contribute to the result matrices set in the Philippine Development Plan 2017-2022 along with Ambisyon 2040 and the SDG2030.

---

mainstreaming among other crosscutting issues.
[6] The narrative on the lessons learned and ways forward was framed using the Brillantes and Fernandez, (2010) "Reform Framework for Good Governance" in "Toward a Reform Framework for Good Governance: Focus on Anti-Corruption," Philippine Journal of Public Administration Vol LIV, Nos 1-2 (January-December).

- Include the aspect of crisis management and scenario modeling to address future hazards and risks associated with the implementation of the project in crisis such as the Covid19 pandemic, natural disasters and effects of climate change.

1.2.2 Effectiveness and efficiency

- Sustain the coordination structure set by the project and utilize GHUBs if another opportunity for the same project will be provided.
- Ensure that systems and tools are effectively utilized beyond the project including the rolling out and consumption of the DevLIVE apps.
- Carry out a stock-taking evaluation of different recipients of the capacity building activities conducted
- Continuous knowledge-sharing and co-creation for sustainable development to discuss innovative practices and experience.
- Establish baseline data before project implementation and related it to results- based management system (RBMS).

1.2.3 Sustainability

- Develop an impact message to be included in an advocacy component or communication strategy to sustain stakeholder's engagement.
- Identify possible influencers and leaders from the top management to champion the *Roads2SDGs* project.
- Continue to implement the annual maintenance program to ensure that project outputs will be sustained for the long-term including continuous monitoring of other aspects of the project.

1.2.4 Gender and vulnerability and other mainstreaming issues

- Consider the integration of a Gender Team or a gender focal person as a core part of project implementation and coordination to help with gender mainstreaming within the project, improvement of gender-related indicators, support data disaggregation and analysis.
- Enforce rigorous data collection and disaggregation by gender, age, disability and other relevant criteria and its regular inclusion in reporting document.
- Conduct assessment on the environmental impact of the project; human rights compliance as well gender equality to determine the project's gender sensitivity

1.2.5 Knowledge Management, Communication and Reporting

- Conduct exit conferences to capture insights for final reporting.
- Develop a compendium of best practices or knowledge products for knowledge sharing

II.   INTRODUCTION

Within the framework of the Sustainable Development Goals (SDGs) Agenda, the United Nations Development Programme (UNDP) and the Department of Interior and Local Government (DILG) collaboratively delivered a project entitled, "Paving the Roads to Sustainable Development Goals through Good Local Governance" or *Roads2SDGs* project. The project was envisaged to pave the road towards achieving SDGs through good local governance. It was meant to provide support in implementing the Conditional Matching Grant to Provinces Program (CMGP) of the DILG and the Department of Budget and Management (DBM), particularly in road planning and design, quality assurance and strengthening citizen participation in local road governance. The project which was originally intended for two years was implemented from December 2017 and is extended until February 2022 as approved through project extension with no cost due to unforeseen delays including the disruption from the Covid19 pandemic.

The project's framework is anchored on two complementing foundational precepts – (1) SDGs are potent to inform and enhance road governance; and (2) good roads governance positively ushers in the attainment of the SDGs. This informs and enhances the prioritization, planning, design, implementation, and maintenance of road infrastructure projects to the achievement of SDGs, incorporating the elements of partnership building. In addition, paving the road to SDGs through good governance requires quality assurance, governance reforms, capacity building development and citizens' participation.

This terminal evaluation (TE) will present the consolidated findings, conclusions and recommendations gathered from the evaluation respondents during the period of evaluation from November 2020 to October 2021. This report will also identify and analyze lessons learned, and best practices to inform future programming for UNDP and DILG and other relevant stakeholders.

2.1 Structure of the evaluation report

The following are the chapters of the report:
- **Chapter 1** contains a 4-page executive summary of the evaluation report.
- **Chapter 2** presents the introduction, the structure of the document and a brief background of the project.
- **Chapter 3** discusses the description of the evaluation, its purpose and objectives, its scope and use.
- **Chapter 4** offers the methodology applied during the evaluation and the data analysis carriedout by the evaluator, as well as the evaluation limitations.
- **Chapter 5** contains the evaluation work plan.
- **Chapter 6** presents the main findings of the evaluation obtained from the review ofdocumentation, interviews and surveys and data triangulation.
- **Chapter 7** contains the conclusions of the evaluation report based on analysis and triangulation.
- **Chapter 8** brings forth the evaluation report recommendations based on the analysis of the findings, andtriangulation.
- **Chapter 9** lists the key lessons obtained from the evaluation and with UNDP, DILG, PLGUs, Governance Hubs and respondents, as well as lessons learned by the evaluator during the analysis of findings.

Relevant information and documents related to the evaluation report are provided in the Annexes.

2.2 Project background and context

Efficient, resilient, and well-planned road networks ensure that no one is left behind in the drive for inclusive growth. Roads are considered as an important foundation for the SDGs and a prerequisite for bringing communities together. At present, only 24.6% of all provincial roads in the Philippines are of acceptable quality. Of the 12,726 km of provincial core roads, 57.2%are unpaved and in need of upgrading, while 20.2% are in poor conditions and in need of rehabilitation. The situation is similarly dire for the 19,098 km of non-core roads, with 67% needing upgrading and 7% in need of rehabilitation.

It is within the above context that there is a need for road planning and design focusing on pragmatic approach i.e. project by project rather than looking at it holistically. Another challenge is the capacity for quality assurance (QA) at the provincial level and the limited participation of the citizens in road governance. Hence, to ensure that communities benefit from the increase connectivity to basic services paved by the roads infrastructure and to address this situation, the DILG and the Department of Budget and Management (DBM) jointly launched the CMGP initiative.

The CMGP was designed to improve the quality of the local road networks across the country, by providing both financial investment for capital outlay, as well as strengthening the governance processes so that provincial governments are themselves able to effectively plan, design, implement and maintain their road networks. In particular, the Program addresses the underinvestment in local roads, and improvement of national-local roads connectivity to increase economic activity and improve public access to facilities and services in the province. The Program, however, is not only a road engineering intervention. It is also a governance reform program in local roads management (LRM) and public financial management (PFM).

Thus, in partnership with DILG, UNDP has launched the project, "Paving the Roads to SGDs through Good Local Governance or the *Roads2SDGs* which was aimed at providing support to the governance reform and quality assurance components of CMGP through the "*Roads2SDGs*' Framework. The *Roads2SDGs Project* utilizes a governance framework which is incorporated in the elements of partnership-building, climate change and disaster risk reduction, gender mainstreaming, and citizen participation for transparency and accountability. In this manner, the SDGs provide a framework to strengthen the governance of road projects, which in turn, will positively impact on the achievement of the SDGs (Annual Progress Report, 2018).

2.3 Project Description

The *Roads2SDGs* Project is a subcomponent of a larger program-the CMGP which targets the component of governance reform and quality assurance and implemented through the UNDP National Acceleration Modality in partnership with the DILG (UNDP ProDoc 106047). The main outcome of the Program was to ensure that: empowered communities' benefit from increased connectivity to basic services and increased commerce through effective and inclusive road governance; thus, contributing to the SDG2030. In particular, the *Roads2SDGs* project aims to strengthen the "governance processes" through the application of an operational framework anchored on planning, design, construction, and maintenance of provincial roads projects on targeting the sustainable achievement of SDGs and incorporating the elements of partnership

building, climate change and disaster risk reduction, gender mainstreaming, and citizen participation for transparency and accountability, among others. The project is envisaged to contribute to SDG1, 2, 3, 4,5,8,9,11, 13, 16 and 17 (See table 2.).

The *Roads2SDGs* Project was intended to inform and enhance the prioritization, planning, design, implementation, and maintenance of infrastructure projects to the achievement of the target outcomes, outputs and anticipated results of the project as outlined in Table 1 below:

2.3.1 Project Outcomes and Results

Table 1. Outcomes and Results of the Project

Outcome	Empowered citizens and businesses benefited from increased connectivity to basic services and increased commerce through effective and inclusive road governance
Result 1	Percent of communities with increased access to basic service through the implementation of CMGP road projects
Result 2	Percent of road plans and designs with enhanced features that measurably contribute to the achievement of the SDGs
Results 3	Measured contribution of roads to achievement of the SDGs
Output 1	17 Governance Hubs Strengthened to Provide Continuous Technical Support to Provincial government, citizens and DILG in the implementation of the CMGP
Results 1.1	Memorandum of agreement signed with 17 governance hubs to provide continuous technical support to CMGP
Results 1.2	Roster of hub experts set up to provide a responsive and effective capacity building support to provinces with regard to road planning, engineering, quality assurance, change management and citizens mobilization through regular coaching and mentoring
Results 1.3	Sustainability plan crafted and in place to ensure long term financial viability of the governance hub network
Output 2	Capacity of provincial governments and DILG build to plan, design, implement and maintain quality road networks through effective governance processes
Results 2.1	Training modules developed in regard to: -review and enhance the LRM performance assessment manual -change management tool for Provincial Engineering Offices including CD designs, PFM, and gender mainstreaming. -develop programme level M and E guidelines for monitoring the achievement of governance reform targets in each province in accordance with the SDGs -develop a project management tool that will include monitoring system for local engineering offices, document tracking system, road maintenance management application for the provincial engineering offices and a procurement monitoring system for LGUs -develop a local road asset management manual for the provinces in consideration of all related issuances. -using the DILG Roads Management Manual, DPWH standard specifications for Quality Assurance (BOL IV) and related manuals as reference, prepare a QA procedure manual specifically for the implementation of provincial road projects.
Results 2.2	Training of trainers conducted for 17 Governance Hubs to roll out modules/systems

Results 2.3	Governance hubs formally roll out training to 78 PEOs and 17 Regional DILG Offices
Results 2.4	Hubs to provide continuous capacity building coaching and mentoring for 78 provincial governments and DILG regional offices.
Output 3	Citizens organized to instill transparency and accountability in the implementation of road projects in 78 provinces.
Results 3.1	Refinement of module on citizens monitoring for road projects
Results 3.2	Governance hubs formally roll out training to 78 PEOs and 17 regional DILG offices
Results 3.3	Hubs roll out training to citizens organizations at the regional and provincial level
Results 3.4	Citizen monitoring activities carried out

2.3.2 Operational Framework

Within the overall framework of the SDGs, the project uses the below operational framework to implement the project. The rationale is that to meet the SDG targets on broadening access to education, healthcare, gender equality, climate and natural hazards resilience, building partnerships, ensuring security, and mitigating corruptions, citizens must fully participate in the planning, design, management and monitoring of the *Roads2SDGs* project.

Figure 1: *Roads2SDGs* Operational Framework
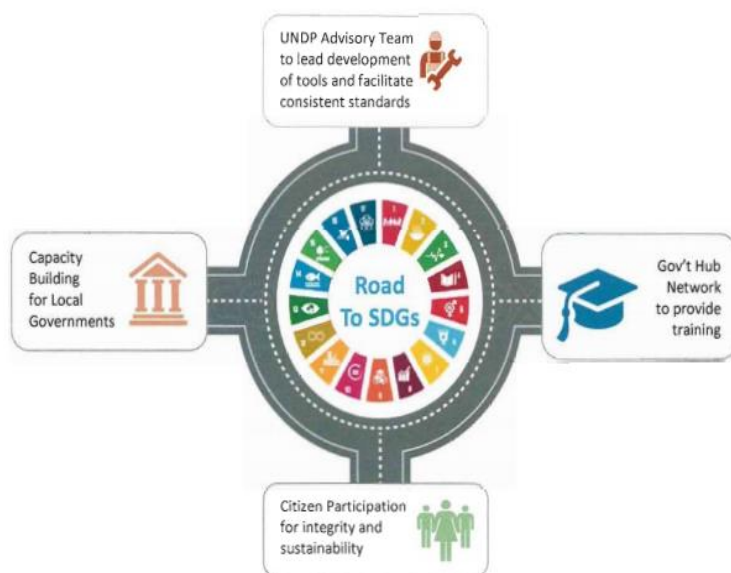
UNDP is the institution responsible for implementation with the compositions of an advisory team to lead the development of tools and to facilitate consistent standards. UNDP experts were present in two main areas: (1) engineering to support to provide technical support for planning, innovation, design, construction, procurement, contract management and maintenance of road projects and strengthening road network asset management; and (2) capacity building to include change management and capacity building activities for PEOs, as

well as citizen organization and mobilization for the creation of citizens monitors. This team leads the project to fulfill the SDG targets. The framework also includes capacity building and utilization of a government hub network to provide capacity building. Table 2 below shows the SDG targets related to the project.

Table 2. Sustainable Development Goals and Contribution to Road Governance

SDGs	Contribution to Road Governance	Contribution of *Roads2SDGs*
SDG 1: No Poverty Target 1.4 By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including micro finance.	Influence the planning of roads to ensure that they connect remote communities with basic services	Connecting communities to basic services and economic opportunities.
SDG 2: Zero Hunger Target 2.3 By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non- farm employment.	Influence the planning of roads to secure that they connect farms to markets to communities.	Enhancing food security by improving business of markets and profit/productivity of farms.
SDG 3 Good Health and Well Being Target 3.8 Achieve universal health	Influence planning of roads to ensure that they connect remote communities with access to healthcare facilities,	Roads connect communities to health services, and in turn health services to medical warehouse/ supplies.

coverage, including financial risk protection, access to quality essential health care services, and access to safe effective, quality and affordable essential medicines and vaccines for all.	and connect healthcare facilities with medical supplies	
SDG 4; Quality Education Target 4.2 By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready to primary education.	Roads connect communities to daycare centers, schools, universities, professional training institutes, and libraries	Increased connectivity increases sale access of girls and boys to schools and for adults to develop new skills
SDG 5: Gender Equality Target 5.4 Ensure women's full and effective participation and equal opportunities for leadership and all levels of decision making in political, economic, and public life.	To ensure women representation in the planning design, monitoring, and sustainability of road networks.	Ensuring gender responsibility roads such as safe pedestrian walkways with adequate lighting to allow men and women to safety perform multiple tasks.
SDG 8: Decent Work and Economic Growth Target 8.5 By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value.	Influence planning of roads to ensure that they connect remote communities with access to employment opportunities.	Increased employment and economic access for air including young people and person with disabilities.
SDG 9: Industry Innovation and Infrastructure Target 9.1 Develop quality, reliable, sustainable and resilient infrastructure, including regional and trans-border infrastructure, to support economic development and	Influence planning of roads to ensure that they connect remote communities to access	Ensure that roads work towards SDG indicator 9.1.1 Promotion of the rural population who live within 2 km of an all-season road innovative design of roads.

equitable access for all.		
SDG 11: Sustainable Cities and Communities Target 11.2 By 2030, provide access to safe, affordable, accessible, and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities older persons	Road safety an important element of quality assurance.	Disaster resistant roads will safely connect all community members to emergency and basic services all times of crisis, including alternate connectivity if national roads are damaged.
SDG 13: Climate Action Target 13.1 Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries.	Ensure CCA measures in the planning, design, and construction of roads.	Resiliently designed roads will better withstand the effects of climate change.
SDG 16: Peace, Justice and Strong Institutions (Governance) Target 16.5 Substantially reduce corruption and bribery in all their forms	Ensure citizen participation and monitoring in planning design, and construction of roads	Mitigating corruption, increasing transparency and ensuring responsive institutions through citizen participation.
Target 16.6 Develop effective, accountable, and transparent institutions in all levels.		
Target 16.7 Ensure responsive inclusive, participatory and representative decision making in all levels.		

SDG 17: Partnership for the Goals Target 17.5 Encourage the promote effective public, public-private, and civil society partnerships, building on the experience and resourcing strategies of partnerships	To sign social contracts between private contractors, government, and civil society on delivering effective and efficient road networks.	Building multi-stakeholder partnerships for effective implementation and maintenance of roads.

2.3.3 Project Management Structure

Figure 2. The Project Management Structure
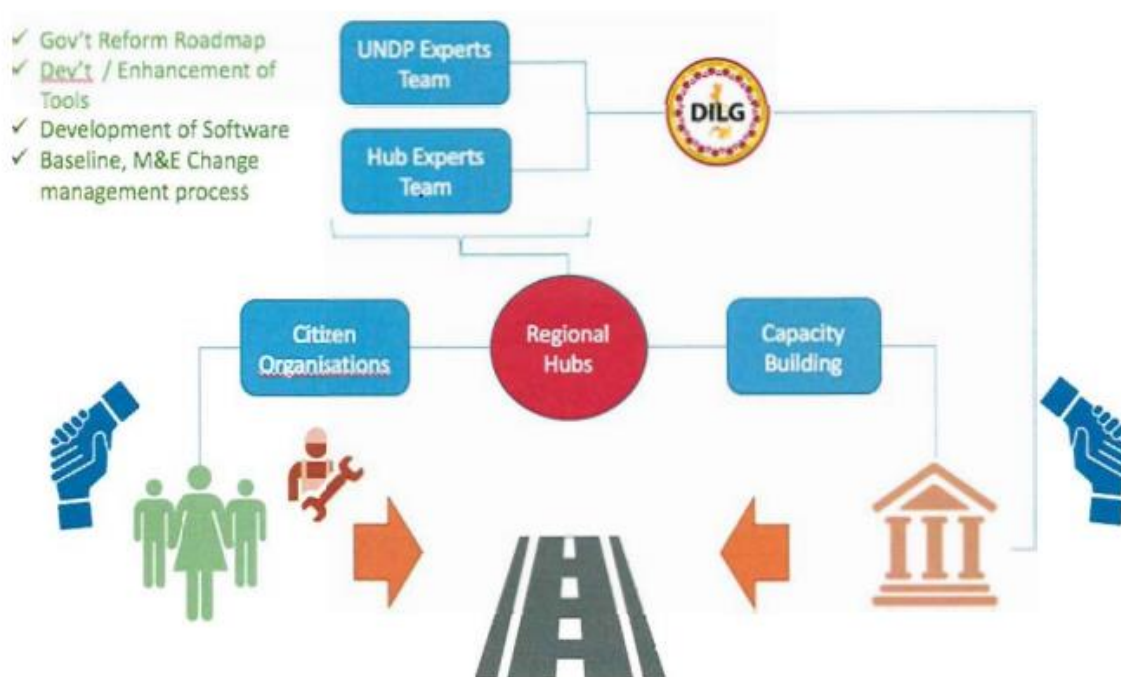
As shown in Figure 2, the project is supervised by the UNDP Philippines Governance Unit formerly under the Democratic Governance Unit and now, under the Institutions and Partnerships Programme Team of the UNDP Country Office. It is at this level where the Governance Team Leader assumes the role of overall supervisor under the Resident Representative. Under this structure, a UNDP technical advisory team/experts' team was put together composed of technical engineering experts, and capacity development and community organization experts. This team led the development and refinement of existing modules and systems rolled out to the GHUBs, which in turn, rolled out to the CSOs and provincial governments at the local level. The UNDP experts provided guidance and quality assurance to ensure that the delivery of the GHUBs is consistent. They also provided mechanisms through which, in partnership with DILG teams, lessons from any hub can be shared with other hubs and with DILG at the central office and regional levels. The UNDP team members also acted as additional resource for coaching and mentoring as required subject to capacity constraints.

The project has also organized a project board that is composed of the following arrangements as shown in Figure 3. The Project *Roads2SDGs* is managed under the Institution and Partnership (IP) of the UNDP. Project implementation is in close coordination with DILG Conditional Matching Grant to the Provinces (CMGP) and the Project Management Office (PMO).

Figure 3. *Roads2SDGs* Project Board
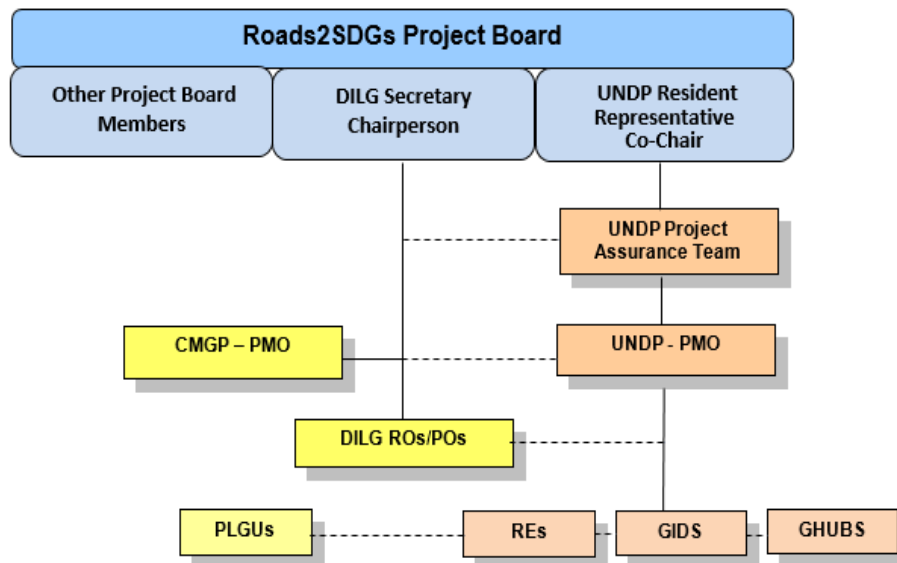
The project has a specifically developed a basic Theory of Change (ToC), with a series of assumptions and actions that explain the underlying logic of the intervention. The latter suggests that:

If,

There is an effective and inclusive road governance anchored in the planning, design, construction,

and   maintenance of provincial road   projects on targeting the sustainable achievement of SDGs

Then,

Communities' benefit from increased connectivity to basic services including the most marginalized, vulnerable, and at-risk people and groups to live longer and healthier and enjoy life's opportunities. Table 3 below illustrates the TOC at impact level, outcomes, outputs, and interventions including preconditions.

Table 3. Theory of Change of the *Roads2SDGs*

Impact	Ensure that communities' benefit from increased connectivity to basic services through effective and inclusive road governance. Strengthen governance processes that will anchor planning, design, construction, and maintenance of provincial road projects on targeting the sustainable achievement of SDGs.
Outcomes	The most marginalized, vulnerable, and at-risk people and groups benefit from inclusive and quality services and live in a supportive environment wherein their nutrition, food security, and health are ensured and protected.
Output	16 Governance Hubs strengthened to provide continuous technical support to PLGUs, citizens, and DILG in the implementation of CMGP. Capacity of PLGUs and DILG built to plan, design, implement, and maintain quality road networks thru effective governance processes; and - Citizens organized to insure transparency and accountability in the implementation of roads project in 78 provinces.
Interventions	- Enhancing the capacities of DILG and PLGU in the planning, innovation, design, construction, procurement, contract management and maintenance of road projects and strengthening road network asset management. - Engagement of Governance Hubs (consortium of local CSOs, academe, private sectors) to provide technical support to PLGUs and citizens in the implementation of CMGP Program. - Citizen organization and mobilization to ensure transparency and accountability in project implementation.
Preconditions	There is available funding for the project from the DILG There is string partnership between the DILG and the UNDP

The target group of the project includes the government, CSOs, academe, people's organization, contractors/business sector, including marginalized groups: rural poor, indigenous peoples, children, youth, women and farmers, among others.

III. EVALUATION DESCRIPTION

3.1 Object of the evaluation

The object of the evaluation is the UNDP project "Paving the *Roads2SDGs* through Good Governance",as articulated in the UNDP Project Document (hereinafter referred to as a ProDoc), signed in December 2017 by the UNDP Philippines and the DILG, and its annexes. The ProDoc was amended in June 2019 and was extended until February 2022 with no-cost extension.

3.2 Purpose, objective, and scope of the evaluation

Evaluations are critical for UNDP to progress towards advancing human development. Through the generation of evidence and objective information, evaluations enable UNDP to make informed decisions and plan strategically. This TE is intended to unveil the level of change in the project outputs and the project's contribution to outcome level results, which are demonstrated as changes in the performance and behavior of institutions. It also considered whether resources have been properly utilized towards the implementation and delivery of outputs and the extent to which these outputs contributed to observed results achieved. The TE will also attempt to identify any operational issues that may be improved to facilitate better project implementation and delivery for similar projects in the future.

This terminal evaluation was conducted to provide conclusions and recommendations about the relevance, efficiency, effectiveness, sustainability, and impact of the *Roads2SDGs* Project. The evaluation aimed to propose recommendations for ensuring the sustainability of the results and to identify lessons learned and future directions for similar undertakings. The evaluation was an evidence- based assessment and relied on feedback from persons and entities that have been involved in the design, implementation, and supervision of the project, including the conduct of review of available documents and records, and findings made during field visits.

The *timing* of the evaluation is due to the completion of most project activities and the closure of the project in February 2022. At the time of completion of the terminal report, 95.69% of the total project budget of USD7,367,046.75 has been spent. Thus, remaining percentage of 4.31% will be spent until project closure.

The *purpose* of the evaluation was therefore, to take stock of the project implementation and present the donor i.e. GoP through DILG and UNDP with the assessment of the evidence of the completion of project activities as stipulated in the ProDoc and workplan.

In this regard, the *objective* of this terminal evaluation was three-pronged:

(1) to assess the overall performance of the Project vis-à-vis its objectives and its value and contribution to road governance reforms at the provincial level, including unintended positive and negative results.
(2) to assess the strengths and weaknesses of the project design, implementation, monitoring, and management and sustainability measures, including project exit strategy; and
(3) to collate and analyze lessons learned and best practices in relation to strategies employed and implementation arrangements, which can inform future programming.

The scope of the evaluation was defined by the purpose of the evaluation and the evaluation criteria described in the Terms of Reference (ToR). As prescribed in the ToR, the terminal evaluation assessed:

- The relevance of the project.
- The effectiveness of the achievement of project objectives/results.
- The level of efficiency in the use of project resources.
- The extent to which the partnership contributes to the project objectives.
- The usefulness and sustainability of results for the project beneficiaries.
- Application of rights-based approach and mainstreaming gender in project interventions.
- UNDP's performance as a development partner; and,
- UNDP's added value to the expected results.

11

3.3 Scope and Limitations

Since travel within the country has been restricted due to the implementation of community quarantine and lockdowns as brought about by COVID-19, the evaluation employed a mixed approach of strategy including the use of remote interview methods and extended desk reviews, data analysis, online surveys using the evaluation questionnaires. Data gathering was mostly undertaken via virtual or remote platforms either through telephone or use of online platform via zoom communications. Also, due to the limitations of conducting remote data gathering, an effective qualitative online research and data gathering were ensured to prevent potential viral transmission that might occur during face-to-face modality of evaluation.

Throughout the process, the evaluation considered gender equality and women empowerment as a cross-cutting issue, assessing the inclusion of gender analysis and criteria in tools and activitiesproduced by the project. It also assessed the inclusion of other vulnerable segments of the population in the project activities and its potential benefits for them.

The unit of analysis is the *performance of the project* implemented by UNDP in collaboration with DILG as described in the signed ProDoc, agreements and workplans. The TE covered all aspects of the project included in the period of December 2017 to September 2021, focusing on all project outputs and related activities. As per consultation with UNDP, the evaluation covered three selected provinces with varied performance status: Province of Kalinga, Cebu, and Cotabato City. Due to Covid19 limitations, the initial plan to conduct field visits in three selected provinces was not possible. Hence only one field visit took place.

The evaluation collected and analyzed the lessons learned in the course of the Project implementation, including the identification of lessons learned by the partners, DILG, PLGU, GHUBs and the UNDP.

This terminal evaluation did **not** assess the financial management of the project, however, under the efficiency criteria, it reviewed the administrative management and implementation modalities, financial and administrative arrangements, and financial and human resource capacities to the extent on how they affected the achievement of the project outputs and implementation of planned activities. Observations and recommendations on financial aspects are to be included in the final report when project ends as relevant.

The evaluation did **not** assess the technical quality of the knowledge products, methodological guidelines, and tools. These aspects including the system development of some tools including the RBIS and EPMs are yet to be completed until project extension end date. However, these were considered in terms of their utility and relevance for the achievement of the objectives of the Project.

With regards to the specific objective …*the fulfillment of the activities, the achievement of the results and the impact of the result on the fulfillment of the objectives* of the ToR, as stipulated in the Inception Report, the evaluation did **not** assess the impact of project activities, but the *possible contribution* of the result to the fulfilment of the objectives, given that teimpact of the result cannot yet be visible by the time of the evaluation. A gestation period of five years would be needed to measure impact.

3.4. Use of evaluation

The final report of the evaluation will serve as a learning document with concrete and feasible recommendations that will allow UNDP, DILG and other stakeholders to improve project

management, coordination, and communication, in the conduct of similar projects in the future. The findings will also hopefully inform DILG and other relevant agencies and LGU in their future strategies and programming of future projects.

The key findings will also be helpful for all main parties (UNDP, DILG and beneficiary PLGUs and other partners) to assess their approaches to development assistance and to design future interventions as well as for the generation of knowledge for wider use. In addition, this report will also manifest a culture of accountability for achieving results and for using resources efficiently, supported by fully transparent reporting mechanisms. The TE will inform the GHUBs on their potential role in monitoring and evaluation of the project including audit when the project is completed.

IV. METHODOLOGY OF EVALUATION

4.1 Evaluation criteria and questions

As per ToR agreed, this TE attempts to assess the overall delivery of outputs of the *Roads2SDGs* Project and its progress towards objectives and impact and its overall value to local governance reforms. The terminal evaluation report ensured compliance with United Nations Evaluation Group (UNEG) Norms and Standards as well as the UNDP's evaluation guidelines. Under the overall guidance of the Evaluation Reference Group (ERG), and reporting to the UNDP Evaluation Manager, and the Project PMO, this terminal evaluation assessed the relevance, effectiveness, efficiency, and sustainability of the *Roads2SDGs* Project by reviewing progress towards project results based on the project document and annual work plans. The evaluation also reviewed the project's theory of change vis-à-vis the project's achievements and risks and assess the project's effects on the target beneficiary groups. It summarized and highlighted strengths, weaknesses, best practices, and provided recommendations for the design and implementation of future government financing projects. This will also guide the DILG to determine opportunities to continue and sustain partnerships and the governance framework established.

The evaluation criteria are based on the four principles described in the UNEG and OECD/DAC norms: relevance, effectiveness, efficiency, and sustainability. Each criterion summarizes the main evaluation questions and specific sub-questions. The main elements of the questions; however, were adjusted and changed in view of the interviewee's profile, context, and format. Other questions are likewise added in this report as deemed necessary including among others, monitoring, knowledge, synergy and comparative advantage and crosscutting issues. Please refer to Annex 1. Evaluation Matrix for the description of the evaluation criteria, respective indicative questions, ratings, and information sources.

4.1.1   Relevance

Relevance was assessed primarily from the interviews with stakeholders, which captured their perceptions. Responses were compared with secondary information contained in the project documentation. The relevance criterion was also included in the online survey. The Relevance questions generally include the following:
- To what extent was the project in line with the national development priorities, the country programme's outputs and outcomes, the UNDP Strategic Plan and the SDGs?

- To what extent does the project contribute to the theory of change for the relevant country programme outcome?
- To what extent were lessons learned from other relevant projects considered in the project's design?
- To what extent does the project contribute to gender equality, empowerment of women and to the human rights-based approach?

4.1.2   Effectiveness

Effectiveness criterion measured the extent of progress achieved towards the objectives and their contribution to the overall goal at the outcome level. The effectiveness questions assessed whether the actions implemented by the project have contributed to the attainment of the planned objectivesas specified in the project document. The general question was: to what extent has the project contributed towards its planned outcomes? In particular, the following questions are asked:

- To what extent did the project contribute to the country programme outcomes and outputs, the SDGs, the UNDP Strategic Plan and national development priorities?
- To what extent the project outputs were achieved?
- What factors have contributed to achieving or not achieving intended country programme outcomes and outputs, and project outputs
- What, if any, alternative strategies would have been more effective in achieving the project's objectives?
- To what extent have stakeholders been involved in project implementation?
- To what extent are project management and implementation participatory and is this participation contributing towards the achievement of the project objectives?
- To what extent has the project contributed to gender equality, the empowerment of women, and the realization of human rights?

Effectiveness was measured primarily by means of comparing progress towards objectives against the established indicators and targets provided in the results framework and the review of reports and project materials. This secondary data was compared with the perceptions of stakeholders obtained through interviews and survey, which included questions related to project effectiveness. The TE assessed the effectiveness of the project by providing a narrative summary of the overall performance, and key achievements of the project. In this regard, the TE referenced this performance against the overall context or needs, and original purpose of the project. In addition, the TE specified how these achievements or milestones have contributed or will contribute to the impact as well as performance indicators/results framework set by the UNDP using the TOC, relevant SDGs and specific targets and specially to the national development and regional development goals and priorities using the PDP and RDP (2017-2022).

This overall description has referenced some of the key milestones of the project and highlighted important achievements, significant constraints or challenges encountered, including the capacity of UNDP and its implementation partners to deliver, or other elements or factors that have been significant to the project results or implementation.

4.1.3 Efficiency

The efficiency criterion measured the extent of progress towards the achievement of objectives with the least costly resources possible, in this case, also, focusing on the efficiency of the South-South Cooperation (SSC) process towards the accomplishment of the objectives. For this

purpose, the evaluation assessed the availability, sufficiency, and adequacy of the resources (human, financial and time) for the achievement of the project objectives and whether adjustments were required to improve the efficiency.

The main question asked was, "to what extent is the project maximizing the outcomes it achieves? Specific questions under efficiency are the following:

- To what extent was the project management structure as outlined in the project document efficient in generating the expected results?
- Were the selected implementation modalities (i.e., direct implementation, engagement of implementing partners) the most efficient way to implement the Project?
- How effective were the project coordination and responsiveness mechanisms including between the implementing agencies, with the Project Board, with the Government, and with other project stakeholders/beneficiaries?
- How well did the project complement any other initiatives existing in the same area and what efforts did the project make to identify such initiatives and strengthen synergies?
- To what extent have resources been used efficiently? Have activities supported the strategy been cost-effective?
- To what extent have the project funds and activities been delivered in a timely manner?
- How effective were the project's monitoring and evaluation mechanisms?
- How well did the project measure and respond to risk during design and implementation?

Given that the evaluation did not evaluate the detailed financial performance of the project, efficiency was assessed primarily by analyzing project milestones vs. deliverables and timeliness of implementation by means of interviews with stakeholders, and analysis of project reports, and summary of project expenditures.

4.1.4 Sustainability

The sustainability criterion assessed the ability of the intervention results to become sustainable and deliver benefits for an extended period after completion. To that end, the evaluation assessed the potential for the sustainability of the tools and capacities developed by the project and handed over to project beneficiaries. The primary sustainability question was: to what extent are the outcomes, or the progress achieved, likely to endure beyond the duration of the project? Indicative questions under sustainability are listed below:

- How likely are the outputs and results of the Project to be sustained?
- To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
- To what extent do stakeholders support the project's long-term objectives?
- To what extent do mechanisms, procedures, and policies exist to allow primary stakeholders to carry forward the results attained on governance reforms, gender equality, empowerment of women, human rights, and human development?
- What could be done to strengthen exit strategies and sustainability?

This criterion was measured primarily by reviewing the findings for relevance, effectiveness and efficiency, analysis of the existing or planned partnerships and agreements, institutional capacities, and structures, and consolidating them with the stakeholder perceptions on sustainability.

4.2 Evaluation Methodology

This section describes the sampling and data collection methods utilized by the TE. It employed the stratified purposive as outlined in 3.2.1. It also describes each methodology used in data collection including desk review, key informants' interview and focused group discussion, field visit and on-site validation, surveys, and triangulation of data.

4.2.1   Data Sampling

As in the case with most of the evaluations of this type, the evaluation used the Stratified Purposive or Judgmental sampling method whereby the respondents were **intentionally** selected by the UNDP in agreement with the terminal evaluator based on the following criteria to represent each type of provinces:

- One province that performed well in terms of quality of results
- One province with weak performance and implementation results based on reports
- One province with innovative practices

4.2.2   Data Collection

The data collection methodology was mostly **qualitative,** but it has components of **quantitative methods** with the usage of **online survey. The primary qualitative data** comprised the knowledge, observations and comments of the project management and stakeholders including the DILG, PLGUs, CSOs, academe, and private sector which were obtained through key informants' interviews and focused group discussions.

The secondary qualitative data comprised mainly the project and stakeholder-generated information, such as the ProDoc, project reports, tools, communication and visibility material and other related knowledge products (KPs). The following describes the data collection methodologies.

4.2.2.1 Desk Reviews/Documents' Analysis

A desk review is an inexpensive method of data collection that allows for repeated review and use of obtained data for different research methods. The disadvantages of desk reviews are primarily their static nature and time limitations as well as potential bias in the authors' perception of the material. However, this method was used in this report to review documents provided by the project management and stakeholders. These included of inter alia: ProDoc, progress reports (annual and quarterly reports), financial reports, activity designs, key project deliverables, annual work plans, activity designs, project Board minutes, and other pertinent documents produced by the implementing units. A list of information of reviewed documents is compiled in Annex 6.

4.2.2.2. Key informants' Interviews and Focused Group Discussions

To ensure participatory and consultative approach, key informants' interviews (KIIs) and focused group discussions (FGDS) were conducted with key stakeholders of the project including key government counterparts, representatives of the CSOs and GHUBS, and implementing partners at the local level i.e. PLGUs. The evaluation questions for the KII were developed around the questions related to relevance, efficiency, effectiveness, and sustainability designed for different stakeholders. This served as a useful technique to collect perceptions and experiences of the evaluation respondents, allowing to examine different perspectives about the same subject among different groups. As compared to surveys, the interviews allowed a certain deviation from

the initial structure for a more in-depth exploration of the subject matter. The evaluation applied open-ended semi- structured interviews, which were complemented by the close-ended brief questions which were administered through an online survey. While guided by the interview guide contained in Annex 5 of the report, the evaluator tweaked some questions or did not ask all questions but adapted each subsequent interview question based on the respondents' responses and extent of information provided therein.

The inception report proposed to hold at least one interview per target institution interviewing representatives of the DILG central office, DILG regional office, PLGUs particularly the CMGP/LRMT team and planning department, and representatives of implementing agencies and other partners, where present. The evaluator interviewed a total of 42 stakeholders, 16 of which were done face to face. Most of the interviews were done online via zoom communications. Of the 42 persons who participated in the interviews, there were 22 males and 20 females. The interviews lasted for a minimum of one hour and maximum of two hours. Please see annex 3 for the list of participants for the interviews and focus group discussions.

FGDs was administered as alternative to interviews, where groups of people, ranging from 5-12, are encouraged by the terminal evaluator to share perceptions, valuation and experiences related to the task at hand. This methodology was employed during the field visit which allowed validation of findings by observing group dynamics and interaction and especially, the achievement of consensus on a topic (or lack thereof). In addition to time-saving, the value added of focus-groups was in the mixed profile of respondents that allows making in-situ comparisons of perceptions and adjusting interview dynamics accordingly. It is highly recommended to organize focus groups with similar compositions in each province to ensure participation of a wide range of beneficiaries and stakeholders.

4.2.2.3   Field Visit and on-site validation

A 4-day field visit (inclusive of a two working days) was carried out in one of the selected provinces from each of the three island clusters of the Philippines. The original evaluation plan included field visits in all three selected provinces; however, due to the Covid19 travel restrictions, only one field visit took place: Two-days in Baguio City to conduct KIIs with DILG Car and with GHUBs and another two days in the province of Tabuk to conduct KIIs and FGDs.

The logistics for the site visits was arranged by the UNDP team and the PMO of the project. A letter was sent by the project team to officially inform the DILG region and the PLGU of the on-site interviews and FGDs. The evaluator followed up and confirmed the interview schedule as needed.   Annex 2 provides the list of respondents interviewed during the evaluation per institution. Interview guide contained in Annex 5 was adapted to the profile of each respondent prior to interviews and field visits.

4.2.2.4 Surveys

A 35-question survey was sent to the stakeholders in the selected provinces covered in the TE; however, only 12 were retrieved. The purpose of the survey was to triangulate the data and information from the desk review and interviews in accordance with the established OECD/DAC evaluation criteria. Additionally, the survey contained questions to identify strengths, weaknesses, lessons learned, and recommendations for future programming. See section 5.4. for more details on the survey and Annex 7 for the survey results.

Table 4. Source and Purpose of Information

#	Source of Information	Information Description	Information Purpose
1	Basic Project Information	Project Document including the Results and Resources Framework	Information about the planned outputs and results, references, baselines, indicators and targets, strategic context and background information, implementationarrangements, progress towards the results and achievement thereof,concept notes, etc.
		Annual work plans	Information about expected results,activities and resource assigned annually, analysis of project efficiency
		Monitoring reports, quarterly and/or annual reports, meeting and travel reports	Analysis of expected and achieved change towards the result, effectiveness of interventions, challenges and obstacles
		Implementation and management documents and agreements	Analysis of stakeholder obligations and contributions towards specific activities, coordination arrangements and implementation arrangements
2	Strategic Frameworks	UNDAF, PDP2017-2022, SDGs	Reference to linkages to regional and local plans and priorities
3	Methodological guides and manuals	UNEG evaluation policies; OECD- DAC Evaluation norms and standards; Handbook for Planning, Monitoring and Evaluating Development Results Norms for Evaluating in the UN System	Guidelines for the design and implementation of evaluations of results
4	Institutional and legal maps and frameworks	MOA between UNDP and DILG	Analysis of implementation arrangements; cooperation agreements signed by the participating countries
5	Knowledge Products	Lessons learned, concept papers, case studies, systematization documents, guidelines, manuals, gap reports, checklists, roadmaps	Analysis of the quality, effectiveness and relevance of the process and knowledge generated and disseminated by the Project, contribution to capacity development and sustainability of results

6	Communication and Visibility material	Communication and training materials, strategies, promotional products	Analysis of the implementation of the communication strategy and delivery of communication products
7	Stakeholder/ beneficiary information	Specific profiles and functions of the involved stakeholders and beneficiaries	Developing interview questions in accordance with the respondents' institutional profile, association with the Project, etc.
		Interviews and FGDs with PLGUS	Primary data sources
		Interviews with UNDP, UNDP PMO, DILG Central offices, DILG regional offices, GHUBs, and other representatives, individuals who supported project implementation at different points	Analysis of project inception, design and implementation challenges, partnerships, lessons learned, triangulation

4.3 Triangulation

Given the qualitative nature of the TE and a relatively small size of the sample (see Chapter 5), the evaluator applied rigorous triangulation to validate the findings to achieve an acceptable level of generalization. Data obtained from interviews were triangulated with the desk review and compared with the survey data to assess the relevance, effectiveness, efficiency, and sustainability of the Project. The evaluation reviewed the lessons compiled in the project reports as well as in the systematization document of the project to validate primary lessons extracted from interviews and FGDs. It also utilized the ToC.

4.4 Evaluation Matrix

An evaluation matrix was developed and adapted from the preliminary set of questions included in the TOR and the proposed questions provided in the annex of this plan. Evidence gathered during the fact-finding phase of the TE was crosschecked between as many sources as practicable, to validate the findings. Please see Annex 1 for the Evaluation matrix.

4.5 Logical Framework and ToC

The project logical results framework or TOC was utilized as an evaluation tool, including other documents such as the CMGP monitoring plan to assess the attainment of the project objective and outcomes. With reference to the terms and conditions of the ToR, this exercise intended to demonstrate the level of change in the project outputs and the project's contribution to outcome level results, which are demonstrated as changes in the performance and behavior of institutions. It also covered the aspect of value for money i.e. whether resources have been properly utilized towards the implementation and delivery of outputs and the extent to which these outputs contributed to observed results achieved. The evaluation likewise identified any operational issues that may be improved to facilitate better project implementation and delivery for similar projects in the future. It is within this context that the evaluation report utilized the below ToC of the Project as main reference point.

The above processes allowed cross-validation of the qualitative information obtained from the interview, focused group discussions and desk review. This juxtaposition permitted

achieving certain generalization of the findings and increasing the validity of the evaluation report.

4.6 Ethical considerations

The evaluation was conducted in accordance with the UNEG's Ethical Guidelines for Evaluators and was based on the principles of independence, intentionality, transparency, and ethical integrity, as well as the confidentiality of responses. The evaluator treated all the gathered information in a confidential manner, abstaining from mentioning specific references that allowed the identification of any of the respondents. In particular, the TE ensured the anonymity and confidentiality of individuals who were interviewed and surveyed. In respect to the UN Declaration of Human Rights (UDHR), results are presented in a manner that clearly respects stakeholders' dignity and self-worth. In this regard, all evaluation participants including counterpart national institutions were informed of the evaluation objectives, scope, and criteria beforehand by the UNDP PMO and was reiterated by the evaluator before starting any interview or focus groups. Within the context of the RA10173 or otherwise known as "Data Privacy Act of 2012," the evaluator also explained the independent, impartial, and confidential nature of the evaluation. Disclaimer about the confidential nature of the evaluation was also included in the message that accompanied the survey and interviews.

V. EVALUATION WORKPLAN AND SCHEDULE

The Evaluation workplan consisted of four main parts or phases: (1) Desk review and Inception, (2) Data Collection and Analysis, (3) Evaluation report writing and presentation, and (4) Final Report Completion:

5.1 Desk Review and Inception phase (November 2020 to January 2021)

The inception phase focused on researching the context through the desk study of available documentation and consultations with the UNDP-PMO and M and E officers. The terminal evaluator was provided a work from home arrangement; hence, meetings and coordination were conducted via email and virtually through zoom. During the inception phase, the terminal evaluator prepared a preliminary evaluation respondent list; evaluated the quality and availability of data for the construction of the interview formats and questionnaires; identified information gaps,limitations and risks and additional documentation requirements; developed the methodological approach and research/assessment tools including the preliminary list of questions. This also includes consultation meetings with the UNDP, writing of the inception report and feedback on inception report. The inception report contained detailed methodological approach was submitted to the project management and was approved for implementation.

5.2 Data collection and analysis phase (February to May 2021)

As described in 4.2.2. the evaluation employed mixed methods evaluation to enable triangulation of data gathered through the following techniques: desk review, key informants' interview and focused group discussion, field visit and on-site validation, including online surveys for data triangulation. Data is also triangulated using multiple sources and was

collected in several tiers: at national level including national government agencies; at regional level: Regional DILG; at PLGU level particularly with staff and stakeholders among others and across sectors including the GHUBS, among others whose data are disaggregated according to gender. Kindly see related information in Annex 3.

Data collection was conducted from February to May 2021 as described in the following section. During this phase, the terminal evaluator analyzed the information compiled during the inception phase, conducted and analyzed findings of interviews and launched the online survey. This phase also included field visits. The on-site or field visit was originally planned for three provinces; however, due to the Covid19 community quarantine and protocols, field visit was only conducted in the CAR Region and Province of Kalinga. Other limitations are outlined in the previous section.

The terminal evaluator paid attention to two main threats to the validity of this evaluation: evaluator's bias and effect. The terminal evaluator may hold several assumptions that may bias our conclusions. To check for these biases, the evaluator continually searched for confirming and dis-confirming evidence and looked for alternate explanations. Interview recordings and transcripts of interviews were kept as primary source of information including notes of interviews, letters, and memos of focused group discussions. The terminal evaluator engaged two support staff to provide assistance in data collection, transcription, coding, and to check for biases in interpretation for responses in local languages from the interviews. The terminal evaluator reviewed notes, transcripts, and memos, to check for the accuracy of entries.

The evaluator was in close contact with the M and E team of the UNDP all throughout the evaluation. The UNDP team were readily available for questions and additional information as needed.   After UNDP-PMO secures the interview dates through formal letters of communication, the evaluator communicates and follows up with interviewers. In such a way, there was a smooth flow of coordination during the data collection phase. There were some delays or postponement of original dates of interviews but only a few instances. During the KIIs and online surveys, the Data Privacy Act of 2012 clause was read/presented. In addition, precautions were considered to ensure the accuracy of the information reported by triangulation. Rich data were collected through several sources: interviews, focused group discussions, and document analysis. Emerging conclusions were checked against interview notes and from other data collection methodologies. Data was also triangulated through presentation and sharing of findings with UNDP, ERG and other important stakeholders of the project for reflection and feedback.

5.3 Evaluation Report Writing and Presentation (June to August 2021)
This phase devoted on the writing of the report and presentation to the ERG team. First draft was submitted in June 2021 and findings were presented to the ERG in July 2021. Feedbacks were gathered from the ERG and the UNDP M & E team in August 2021 and were consolidated and incorporated in the first draft of the report.

5.4 Final reporting phase (September to October 2021)
The final reporting phase consolidated the feedback of the ERG in the second draft of the report. These were accepted by the evaluator and were incorporated in the final revised draft of the report. Figure 4 illustrates the evaluation process

Figure 4. Evaluation Phases
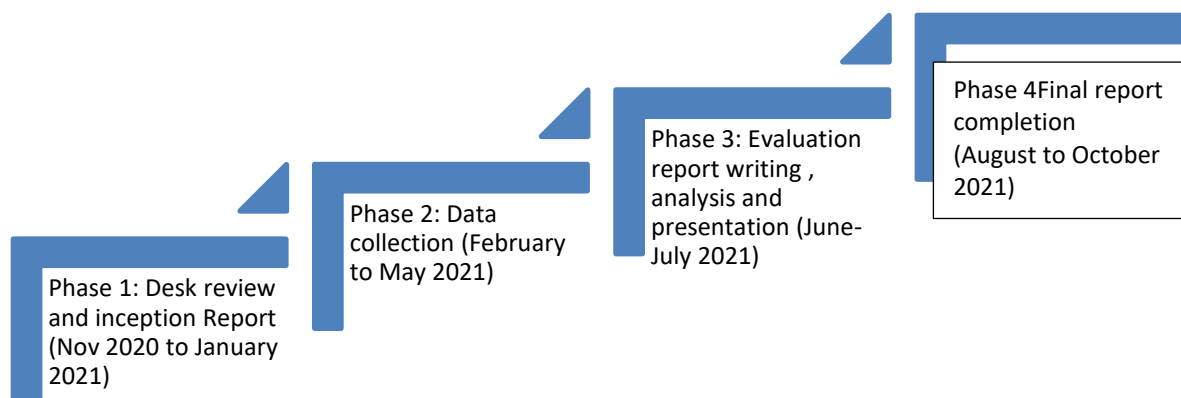
5.5 Type of the evaluation

Given the evaluation type (non-experimental process evaluation of an ongoing project) and the sampling method (non-random), the results of the evaluation are not generalizable and is confronted with external validity challenge. However, to the extent possible, the evaluation mitigated the challenge by the application of methodological triangulation through the comparison of individual responses and their cross- validation with the data and information available, the evaluator's observations, and survey results.

5.6 Size and composition of the sample

The initial sample was selected by the evaluator from the list provided by the UNDP. It is composed of 56 participants from three-island clusters covering the three selected provinces with the following categories:

- One province that performed well in terms of quality of results
- One province with weak performance and implementation results based on reports
- One province with innovative practice particularly with CSO participation

This categorization allowed generalizations from three different experiences, through cross-examining the responses and juxtaposing with implementing agency and other responses allows validation of findings to a certain extent.

- *2 National Offices: Donor and Implementing Partner (UNDP, DILG)*
- *3 Regional Offices-CAR, Region VII and Region XII*
- *3 Provincial Local Government Units from CAR, Region VII and Region 23.*
- *3 Governance hubs from CAR, Region VII and Region*
  Total: 11 agencies and institutions

The sample did not include direct beneficiaries of the *Roads2SDGs* project i.e. local communities; limiting the scope of the analysis and the validity of the findings. However, interviewees with the GHUBs are representative of the communities and represented the voices of the communities, CSOs and private sector, as mentioned in the ProDoc.   Not all interviewed stakeholders completed the online survey; likewise, not all respondents who completed the survey were available for interviews.

Annex 3 provides the table with the actual number of evaluation participants and are disaggregated into gender, including information for interviews and survey completion.

5.3 Availability of respondents

The list of project stakeholders was made available by the UNDP-PMO. As per consultation with the UNDP, three selected provinces were identified. From the three provinces, the evaluator created a list composed of 56 key informants to be interviewed including the staff from the DILG especially the focal persons working with the provincial government, the PLGU particularly staff from the PDMU, LRMT, etc. and the GHUBs providing support to the selected province. Due to the restrictions from the Covid19, only one province was covered for the on-site visit. The rest of the interviews were conducted virtually through zoom communications. The three provincial governors who were initially planned to be interviewed were not able to participate in any interviews. However, on their behalf, designated staff or representatives were interviewed in instead. Out of the 56 persons initially selected, only 42 or 75% made themselves available for the interview and FGDs.   The final list of actual interviewees is provided in Annex 3. This number does not include the 12 survey respondents as most of the online respondents were interviewed.

5.4 Quality of survey data

The 35-question survey was sent to the stakeholders particularly to the DILG, PLGUs and GHUBs. In total, 30 persons were invited to fill out the survey of which, only 12 (40%) complied[9]. Although there was a limited number of responses, the quality of the survey responses was satisfactory: almost all questions were answered; responses were substantial and coherent. (See annex 7).

5.5 Knowledge of the project

During the interviews, most stakeholders demonstrated a considerable knowledge of the project in *its entirety* and demonstrated a reasonable knowledge of the components relevant to their role, level of engagement and involvement of the project.

The majority did not feel comfortable answering the question about the effectiveness and efficiency of the project, as they were not aware of the implementation beyond their area of involvement or role. They were urged to discuss the achievement of results specific to their work and the answers were consolidated to gauge the extent of the project effectiveness and efficiency.

VI. EVALUATION FINDINGS

The chapter presents the consolidated findings of the evaluation regarding the project implementation and achievement of the planned results obtained through the review of primary and secondary data. Findings presented in this chapter reflect the opinions of the interviewed stakeholders and information contained in the reviewed material. This section does not include the appraisal of the findings by the evaluator, which are presented in Chapter 7. Conclusions section.

6.1 Relevance

> *Findings 6.1. The project is considered mostly relevant and responsive to local needs; tools and know-how offered by the project and the governance mechanisms employed for capacity building are considered extremely important and are responsive to SDGs reporting.*
>
> *In particular, the Roads2SDGs project is mostly "relevant" to the attainment of the SDG2030 agenda which aligns with the UNDP's strategic plan and country programme outputs and outcomes and to "a great extent" relevant to economic well-being and other development purposes for which they were intended to; to the theory of change; and to its project design. The project also contributes to a "large extent" to gender equality, empowerment of women and to the human rights-based approach to governance.*

6.1.1 Relevant to the profession
At a professional level, 100% of the survey respondents responded that the *Roads2SDGs* project is relevant to their current professional activity and that they will be able to use their learnings from the projects in the performance of their duties and responsibilities in other related projects.

6.1.2 Relevance to Economic Well-being
Based on the data obtained from the desk review, interviews and surveys, the project was considered as timely and relevant especially within the context of SDGs and national development priorities. A specific example is its contribution to the Build Build Build Program of the present government and as stipulated in the PDP 2016-2021 Ambisyon 2040. The project has significantly supported the 10-point economic agenda of the current administration and in advancing the SDGs by providing communities better access to healthcare, education, market, et through the paving the roads to SDGs. Although it is indirectly a by-product, it advanced and improved previous efforts from Kalsada program[7]. According to one evaluation respondent, the roads to governance project is *"undeniably the road to development."* Because of the presence of the roads, almost all SDG goals are advanced i.e. increase of income, clean water and sanitation, decent living and employment and access to education, etc. In particular, SDG localization has been rolled-out in 30 provinces of Region CAR, I, II, III, IVA, VI, VII, VIII, IX, X, XI, XII, Caraga and BARMM – aligning

---

[7] The KALSADA program was the previous version of the CMGP which aimed to help LGUs in progressively **improving local road conditions** by providing technical and capacity development assistance to provinces through training, mentoring and coaching on local road management as well as funding for road upgrading, improvement, and rehabilitation.

their provincial Results Matrices and PGRRs with the 62 provincially-disaggregated indicators identified by the Philippine Statistics Authority (PSA), plus roads-related SDG indicators (Annual Report 2020). One respondent stressed, "it is easier now to transport clean water."

6.1.3 Relevance to the SDG2030 Agenda
When it comes to the project's relevance to SDG Agenda 2030, a respondent from Cotabato says that the project "*covers all aspects as the provision of safe roads which anchors on a sustainable infrastructure paves the way for economic growth. From here, access to quality education, alleviation of poverty with zero hunger as decent job would be available from the economic activity in the area and the promotion of gender equality is best exemplified in the involvement of the community in the process.*" One important aspect of the project's relevance for the provinces is its focus on strengthening both national and local capacities and awareness through the transfer of knowledge and know-how and sharing of experiences.

6.1.4 Relevant to the TOC for Country Program Outcome
The project was also viewed as valuable for closing knowledge gaps and identifying areas for future interventions. The Provincial Governance Reform Roadmap (PGRR) developed in the framework of the project, was perceived as particularly relevant as they are customized based on the gaps analysis and prioritized with the guidance of UNDP technical staff and the DILG regional offices. In that regard, all beneficiary provinces considered ownership of the process. This is an important characteristic of the project, i.e LGUs themselves and DILG does the "handholding" as most respondents coined the term during the interviews. Both national government and local government worked collaboratively through the governance mechanism set by the project and the GHUBs come in the picture to complete the governance processes. This is where we could say that the project contributes to the TOC for the relevant CPD at least at the output level: i.e. in terms of enhancing the capacities of DILG and PLGUs; engaging the governance hubs; and citizens organization and mobilization.

6.1.5 Relevance to Mainstreaming Issues
The project has also greatly contributed to gender equality, empowerment of women, human rights and peace. In the online survey, on the question, "does the project contribute to gender equality, empowerment of women and to the human rights-based approach", 64% of the respondents answered to a great extent, 16 percent answered to a very great extent and only 18 per cent answered to some extent. This is also validated in the interviews were most of the respondents say that the *Roads2SDGs* project contributed to livelihood, peace and order, good governance, transportation, farm to market, health, and education. Within the context of peace, In the words of one respondent from Kalinga, *"the Roads2SDGs project served as lifeline to sustainable development and channel for the attainment of peace in the province."* This was supported by the other evaluation participants who stated that insurgencies have been lessened because the rebels could now see real transformation or could feel that there is already a "government in action" or a working government. They observed that that there is a government that cares and involves the local people in the local governance affairs.

The three-tier approach (national, regional and local level actions) and engagement of different institutions for each tier were considered as appropriate by stakeholders. Most of the respondents valued the community engagement through the GHUBs as an important

feature of the project. Increased involvement of the citizens, and universities in road project monitoring, procurement, etc. Evaluation respondents say that the project's aims are directed towards capacitating the GHUBs while they are also providing technical support to local governments. The governance structure/framework was well-designed but interviewees stressed that GHUBs in some areas could have done better especially with their role in the rolling out of the DevLIVE platform. In addition, at least one evaluation participant did not believe that the potential of the GHUBs was exhausted to the fullest. Over-all participation has been adequate confirming the relevance of the project stakeholders. It is hoped that the GHUBs will be institutionalized as part of the governance processes even beyond the project lifetime. There is a need to sustain their capacities as well.

6.1.6 Relevance to Project design

At the national level, the project was valued for contributing to the geographically isolated and disadvantaged areas (GIDA) i.e. "the most marginalized, vulnerable, and at-risk people and groups benefit from inclusive and quality services and live in a supportive environment wherein their nutrition, food security, and health are ensured/protected." At the regional level, respondents valued the project for its capacity building components which DILG and other aligned agencies valued to a large extent. Although DILG is an implementing partner, they themselves are benefitted with all the capacity building opportunities and the tools and products prepared in relation to the project. The close coordination between and among the DILG region and the provincial government is considered as a "partnership." At the start of the project, it is what DILG calls "handholding", but provinces are gradually learning and are now capable of delivering expected tasks on their own. At provincial level, the PLGUs are the direct beneficiaries of the project and they mentioned that it was their first time to have a one-on-one mentoring/handholding with both UNDP and DILG which they valued a lot. They acquired new skills and competencies especially on QA of roads with integration of the SDG indicators which they could utilized not only for the project per se but also with other similar projects in the future. The project was able to influence mindsets and performance of local functionaries through its capacity building activities, workshops, trainings, development of PGRR, etc.

The online survey, albeit of limited statistical significance, partially confirms the finding with 100% of the respondents answered "relevant" on the extent of relevant of the *Roads2SDGs* in the 2030 agenda including the relevance of the project in the performance of their work. On the question, to what extent does the project contribute to the theory of change for the relevant country programme outcome, 45% answered to very great extent, 45% answered to large extent and only 9% answered to some extent.

6.1.7 Relevance to Context Sensitive Approach

Premium is attached on partnership. The respondents expressed that the relevance of the project is now more felt in the closing of the project. The project has the highest multiplier effect and the project was considered as economic driver as infrastructure in terms of mobility of people, livelihood, education, access to trade and commerce and benefits cut across sectors- farmers, businessmen, employees. At first, LGUs were hesitant to accept that they need something or they need help. They only realized the importance of the capacity building during the conduct of the trainings. They would later realize that the objectives of the partnership is for their own good. The PLGUs learned from the gaps and shortcomings in roads governance, and they tried their best to address them. In terms of its relevance and

contribution to economic well-being and other development purposes for which they were intended, 73 % to "a very great extent." While 27% says to a large extent. However, in one of the interviews, one respondent stressed that it is relevant but not to a large extent.

In addition, PLGUs prepared and aligned their indicators along with SDG indicators. For example, in the case of South Cotabato, they cited 12 indicators related to the seven governance reform areas of the project. There is an acknowledgement of data gaps due to the unavailability of data to establish an SDG baseline. There is a need to work with the sources of data and follow up on the conduct of data laboratory workshop by utilizing the UNDP-developed local governance diagnostics for SDGs. This could be used for needs identification, prioritization, and program implementation in the context of responding to the challenges of meeting the SDGs. Even beyond the project lifetime, mainstreaming the SDGs at the lowest level of governance could still be pursued.

6.2 Effectiveness

*Findings 6.2 The project has delivered to **a large extent almost** all milestones at **output level.** It also **"largely"** involved stakeholders in project implementation through strengthening partnership and coordination with GHUBs; providing continuous technical support to PLGUs, citizens, and DILG in the implementation of project; building the capacities of both PLGUs and DILG built to plan, design, implement, and maintain quality road networks thru effective governance processes; and organizing and mobilizing citizens to ensure transparency and accountability in the implementation of roads project in 78 provinces.*

6.2.1 Effectiveness in terms of Achievement of programs outcomes and outputs

Embedding GHUBS participation in all aspects and activities of the projects in the citizens' feedback, monitoring, and participation in planning and designing and SDG localization has been effective. This design of embedding GHUBs is considered as the strongest value of the project. The table below shows the progress and milestones according to UNDP CPD alignment. Outputs from CPD were successfully delivered by the project as shown in the following parameters:

Table 5. Progress and Milestones according to UNDP CPD alignment

Item according the CPD	Milestones as December 2020 (from 2020 Annual Report)
CPD 1.1.1 Number of UNDP-assisted LGUs with geographically isolated and disadvantaged (GID) communities having development plans and budgets integrating the SDGs	• All 78 provinces (covering 99.4 million of the country's population and 18 out of the top 20 poorest provinces) covered by the Project have formulated their Provincial Governance Reforms Roadmaps (PGRRs), incorporating therein several SDGs and its corresponding indicators and were adopted by their respective Sangguniang Panlalawigan. Out of the 78 provinces covered by the project, 72 provinces have communities identified as geographically isolated and disadvantaged (4,449 GID barangays in 772 Municipalities)[8]. PGRR is a medium-term

	local plan of provincial government that focuses on the achievement of the seven (7) governance reform areas on Local Road Management (LRM) and Public Financial Management (PFM).
	• SDG localization has been rolled-out in 30 provinces of Region CAR, I, II, III, IVA, VI, VII, VIII, IX, X, XI, XII, Caraga and BARMM – aligning their provincial Results Matrices and PGRRs with the 62 provincially-disaggregated indicators identified by the Philippine Statistics Authority (PSA), plus roads-related SDG indicators.

CPD 1.1.2
 	
Number of UNDP-assisted NGAs and LGUs implementing reforms and innovations for delivery and monitoring of services, public finance management, or public procurement
	• **Seventy-eight (78) Provincial Local Government Units (PLGUs)** have been assisted by UNDP in mapping out their initiatives and innovations, including annual targets for the delivery and monitoring of governance reform areas on LRM and PFM through the crafting of their respective PGRRs for 2018-2022.
	
	• **National Government Agencies (NGAs)** assisted by UNDP in implementing reforms:
	
	    o Development of the Local Road Asset Management (LRAM) Manual – DILG, Commission on Audit (COA), DBM, and Department of Public Works and Highways (DPWH), together with a few pilot provinces;
	
	    o Development of the Procurement Guide for LGUs – DILG and the Government Procurement Policy Board (GPPB);
	
	    o Development of Road Project Quality Management Manual for LGUs, Infrastructure Project Management System (IPMS), Road Construction Instructional Videos and Capacity Assessment Tool for Construction Management and Supervision – DILG;
	
	    o Enhancement of the Roads and Bridges Information System (RBIS), Guidelines in Updating the Local Road Network Development Plans (LRNDP), and the Local Road Management Performance Assessment Tool (LRMPAT) – DILG;
	
	    o Development of CMGP Theory of Change and Results Framework -- DILG;
	
	    o Development of Monitoring and Evaluation Guide for CMGP/Road Governance for DILG
	
	    o Mid-Term Review of CMGP –

CPD 1.1.3 Number of individuals and institutions engaged in NGAs and LGUs through UNDP-	• **Sixteen (16) local consortia have been institutionalized as G-HUBS (with 83 institutions currently participating – 59 CSOs, 21 HEIs, 3 Private Sectors)** assisting the Project in SDG localization, the engagement of citizens in road governance through the LRMTs, promoting integrity of

supported civic engagement mechanisms	roads project, and to augment in the mentoring of provincial governments in the implementation of local governance reforms.

Series of publications of R2SDG's magazines captured several stories of real people in the communities who are thankful for the project activities and innovations like PGRR (Road Network Development Planning, the QA Tool and the guidebook and the asset management manual, etc.)

The CMGP project which funds the construction of road projects has connections to the SDGs. The strategic plan of UNDP on good governance to improve the lives of the people; and the national development priority on economic development and the Build Build Build project which is concentrated on infrastructure projects are aligned toward the attainment of the project goals. For example, the road projects helped the farmers in transporting their products and addressed procurement issues.

Evidence obtained from the reports available by the time of the evaluation, and stakeholder responses, indicates that the project has completed all of the planned activities achieving most output-level results, and, according to the interviewed stakeholders had a positive effect to the PLGUs in terms of sense of ownership and accomplishment on roads governance reform.

6.2.2 Effectiveness of stakeholders in project implementation
The project coordination was excellent. Many stakeholders were involved. The UNDP team handled the project coordination well especially in establishing good relationship with the DILG and the LGU-Leagues. However, more work could have been done to activate more GHUBs from the higher education institutions (HEIs) to participate in the governance framework.

UNDP, in close coordination with DILG and the GHUBs, has delivered several milestones for the *Roads2SDGs* project.   At the end of the first year of implementation in 2018 , policies and systems of LRM and PFM were reviewed; 78 PGRRs were formulated and legislated; capacity building on quality assurance was delivered for PLGUs; QA of 2017 CMGP projects was held and 16 local consortia (GHUBs) were established. In 2019, milestones include the development of various manuals and systems including the following: (1) assessment tool on gender responsiveness of road infrastructures and related facilities; (2) roads project quality management manual for LGUs (3) capacity assessment of LGU Engineering Offices on Contract management; (4) QA manual; (5) local governance diagnostic toolkit; among others. QA of 2018 CMGP project was also held and mentoring of the GHUBs to PLGUs for SDG localization was held. In 2020, in the last year of implementation of the project highlights included systems enhancements, roll out of systems and manuals to LGUs. Capacity building and roll out of community monitoring through DevLIVE was started towards the end of 2020 and continued in the 2021 towards project closure and completion.

In addition, the following were also successfully covered by the *Roads2SDGs* project: capacity development trainings that were conducted, the enhancement of existing and the production

of several manuals, of instructional videos on road construction and powerpoint materials on updating the LRNDP (2021-2025), magazines, web-based system applications on road and bridges inventory, monitoring, good governance, and SGD localization toolkits - all through the technical assistance component.

6.2.3 Effectiveness in terms of Participation, Partnership, and Coordination

One evaluation respondent considered the project as an **eye opener** on the capability of the LGUs to not just rely on the national government, but they can do the job on their own.

As shown in Table 6, the project has established and engaged 16 GHUBs[9] to provide continuous technical support to PLGUs, citizens and DILG in the implementation of the project. These GHUBs built and developed the capacities to PLGUs and DILG to plan, design, implement, and maintain quality road networks through effective governance processes. Through this mechanism, citizens were organized to insure transparency and accountability in the implementation of roads project in 78 provinces. They are committed to help the government in implementing the project. As one GHUB in CAR regions stated, *" the members of GHUB CAR are united and guided by our main objective which is to uphold good governance, transparency, and accountability and to curb corruption."* In the case of South Cotabato GHUBs, they say that relationship building is key for effective CSO participation. It works both ways. In terms of synergies, one respondent from a GHUBs in South Cotabato mentioned that a friendly relationship has been proven as strong contribution/ factor for the success of project implementation in South Cotabato.

The project was well design including the establishment of a project board; however, the board was not fully utilized. Since the project is under the CMGP; in order to be functional, the CMGP project board was activated as the project board for the Roads2SDGs project as well. The Board was in charge of overall policy and technical guidance, inputs to and approval of plans, budgets and schedules, changes, requests and monitoring, decision-making, arbitration, oversight and endorsements. . Table 6 shows the partnership at different levels of the project. For example, incorporating the SSC, UNDP Philippines partnered with the UNDP Seoul Policy Center (USPC) and the Seoul Metropolitan Government (SMG). USPC provided UNDP-Philippines minimal funds for a SSC under its Development Solutions Partnership (DSP), for USPC to share Korea's CCS and innovative, tested, and proven policy tools through UNDP's global network, in tandem with the SMG. This prompted DILG and UNDP to jointly develop hybrid systems through the Project *Roads2SDGs* – the development of LGU Infrastructure Project Management System (IPMS) and the CMGP Module for the DevLIVE as a citizen feedbacking application.

---

[9] One convenor is designated per region with members from different private and state universities and colleges, non-government organizations, people's organizations, and Philippine Institute of Environmental Planners for example).

Table 6. Partnerships at different levels

Name of Partner	Type	Description of partnership and how it has contributed to project results or sustainability
G-HUBS consortiums in the 16 regions	Other	*Roads2SDGs* engages the academe and CSO on the ground as G-HUBS or a consortium rather than dealing with the organizations individually. This approach is aimed at institutionalizing citizens' participation and ensuring sustainability of citizen monitoring through G-HUBS. See link below for the list of G-HUBS per region: https://drive.google.com/drive/folders/1KztUTQDrFGe8lfEybAdBw6HH5LNAhq-L
Provincial Local Government Units (78 provinces)	Local Government Unit	Partner-clients. PLGUs are participant-beneficiaries in Capacity Development activities and at the same time partners in formulating their PGRRs and in the eventual roll-out of governance reform interventions under the project. See link below for the list of provinces covered by *Roads2SDGs*: https://drive.google.com/drive/folders/1K_sA6wiT0pryuFIYqgvF2G0z_CF8fREr
DILG, COA, DBM, DPWH and GPPB	National Government Agencies	UNDP and DILG coordinated with various National Government Agencies in the formulation of the Local Road Asset Management (LRAM) Manual and Guidelines for the Roads Procurement Manual for the Provinces, initiatives that will enhance capacities and support governance reforms at the Provincial level.
UNDP Seoul Policy Center (USPC) and the Seoul Metropolitan Government (SMG)	Regional development /government agencies	USPC provided UNDP-Philippines minimal funds for a South-South partnership under its Development Solutions Partnership (DSP), for USPC to share Korea's CCS and innovative, tested, and proven policy tools through UNDP's global network, in tandem with the Seoul Metropolitan Government (SMG). This prompted DILG and UNDP to jointly develop hybrid systems through the Project *Roads2SDGs* – the development of LGU Infrastructure Project Management System (IPMS) and the CMGP Module for the Development LIVE (DevLIVE) as a citizen feedbacking application.

Source: 2020 Annual Report

6.2.4 Effectiveness and Synergy and other Alternative Strategies

The project established internal and external synergies with various initiatives and activities of the project. The collaboration agreement between UNDP, DILG and other aligned agencies, the PLGUs and GHUBs allowed enhancing linkages and dialogue about SDGS. There is clear attribution to SDGs including SDG4, SDG 16, and infrastructure, and health care.

All evaluation respondents stressed that good roads contribute to achieving the SDGs; however, translating them into specific indicators that could be measured at the local level needs more work. There is a lack of mechanism on how to integrate SDGs into the reform agenda or existing plans of the government. Hence, the government i.e. DILG and the PLGUs should look into the synergies of the SDG indicator framework vis-à-vis monitoring of the country's medium and long term development plan and the local development plan. If the PLGUs are not updated with the global and national development, this will affect the quality of their local development plans. In the case of this project, the prerequisite to availing the CMGP funds is to match the fund from the national government with good governance practices at the provincial level through the preparation of the PGRR and ensuring that the seven key governance reforms are incorporated in their PGRRs. Of the seven governance reform areas, four areas are under the Local Road Management (local road information system, local road network development, local road construction and maintenance, and local road asset management; while three reform areas are under Public financial management (internal audit, budgeting, revenue generation and expenditure management; and procurement). In addition, The PLGUs still needs the assistance from either UNDP or DILG to translate the SDGs to a specific indicator to make it more measurable like for instance the integration of SDGs to Road Bridges Information System (RBIS).The PGRR illustrates the performance targets for each reform area and the strategies to achieve and sustain these agenda.

Figure 5: *Roads2SDGs* Mechanism for PLGUs

The GHUBS, come into play in the above illustration by providing assistance to the implementation of the *Roads2SDGs* in coordination with the UNDP, DILG and the PLGUs. With the involvement of the GHUBs, the Roads2SDGs becomes an innovative framework and a foundation for SDG attainment. The question according to one respondent is, how do we develop and engage the universities more? GHUBs could be involved in participatory audit, fund management, procurement, and monitoring. Mechanisms for data collection - jurisdiction and authority on municipal data collection and reporting, M&E of PGRRs should reflect indicators of relevant SDGs - mechanisms for data collection should be discussed.

6.3. Efficiency

6.3 The project is considered efficient to "a large extent" specifically on the use and availability of resources and timely delivery of project activities. The project has encountered significant challenges in the course of implementation of project activities during the period of Covid19 as project delivery has to shift to online modality or remote delivery.

6.3.1 Efficiency in utilization of funds vis-à-vis planned budget

The analysis of available information indicates that the project funds were reasonable for the implementation of *planned* actions. The evaluation did not find any evidence of a significant shortage of funds affecting the achievement of the planned results. In terms of financial efficiency, the obtained evidence suggests that the project had executed 96% of programmed funds as of 31 August 2021. The available report provided were the Annual Reports of 2018, 2019 and until third quarter of 2020. From the over-all total budget of USD 7,367,046.75 for the whole duration of the project including no-cost extension, the delivery rate in the third quarter of 2020 was only 49% with a total budget in 2020 of USD 1,597,412.38 rate.

Table 7. Summary of Planned Budget and Expenditure in Q3 of 2020

Item No.	2020 Q3 Financial report		
	Planned Budget (USD)	Expenditure (USD)	Delivery Percentage
Output 1: 16 Governance HUBS strengthened to provide continuous technical support to provincial governments, citizens, and DILG in the implementation of CMG	218,385.00	106,817.68	49%
Output 2: Capacity of Provincial Governments and DILG enhanced to plan, design, implement, and maintain quality roads networks through effective governance processes	835,000.00	642, 958.40	77%
Output 3: Citizens organized to instill transparency and accountability in the Implementation of road projects in 78 provinces	102,500.00	88,177.55	86%
Output 4. Effective Project Management	395,000.00	185,584.01	47%

Table 7 shows the financial expenditure and delivery rate of the project per output. The delivery percentage is cumulative expenditure over planned budget. The highest delivery rate include output 3 which includes, System Development: DILG OPDS DevLIVE and 86% delivery includes SC salaries and IPMS payment under Output 2, submitted COA correction request in the position management tool and GLJE. The reason for the low delivery rate in Output 4 i.e. 47 % is that since the project is extended some planned activities were postponed until extension end date of February 2022.

6.3.2 Exogenous challenges

This section describes the challenges reported by the respondents and identified in the documents that were beyond the control of the project management and were related to environmental factors, donor requirements, institutional capacities and availability of information and the like. The most significant challenge was the occurrence of the Covid19 pandemic, which affected the implementation of the planned activities for 2020. The Philippines particularly the government agencies diverted their attention to response efforts. The DILG performed a critical role in the Covid19 response including the local governments; hence, some provinces were not able to deliver their planned activities on time since most of them are functioning in a response mode and are adjusting with the "new normal" of working from home. Due to localized lockdowns and community quarantines, some tasks that need to be delivered on site are delayed. For example, the DevLIVE launch should have been done earlier but it was postponed until the extension of the project to roll out the activity.

Furthermore, as a consequence of climate change, some activities were delayed due to weather condition in many parts of the country including those that in CAR Region. In particular, most locations that are customarily visited by natural disasters and occasions of rains, weather conditions, landslides, transportation have caused the disruptions in the project implementation and low execution rates in some months in every year of implementation. The natural terrain and geography of the project sites should be considered for future programming and planning as part of risks and assumptions. In relation to Covid19, the PLGUs recommended to the Contractors to hire workers within the community due to some restrictions on boundaries.

Some respondents reported a relatively low level of participation of GHUBS as in the case of Cebu Province, where the nature of involvement was described more as merely for coordination purposes. Another challenge was the convening of the project board which required a high-level input and participation from top management of all partners. To be strategic, the same project board of CMGP was tapped to discuss and update the work of the *Roads2SDGS*.

6.3.3 Endogenous Challenges

This section describes challenges inherent to the implementing agencies and partners, their management structure, rules, and regulations that govern the implementation of the project.
An endogenous challenge in implementation of the project in the Philippines, as always in the case of other projects is political factor. Political interference and political will are crucial factors to the success or failure of a project in the LGUs. Each LGU has its own priorities and plans depending on the interest of the current/incumbent leadership.   If there is a change of leadership, this affects the future of the project. Hence, there is a need for harmonization of efforts of national government and local governments. There were also problems with the

procurement from the side of the UNDP especially in engaging into contracts through the responsible parties. Several types of procurement are also the cause of delays at times.

6.3.4 Strengths

Data obtained from the interviews, the survey and project documents identified strong points that contributed to the achievement of the results and could be translated into replicable good practices.

One of the strengths of the project is its design which involved the unique component to utilize the GHUBs. The project design i.e. embedding GHUBs could be replicated and be utilized in other related projects as it promotes social participation and participatory governance in almost all aspects of project implementation including, among others, planning, citizens' feedback, citizens' monitoring, citizens' participation in planning and designing. Engaging citizens encourages trust and confidence from the people and creates a sense of ownership of the project. In turn, it will not be hard to engage the communities as needed. Although there were feedbacks from the respondents that GHUBs could have been utilized further, it was still considered as the most important element of the project considering that GHUBs' involvement opened doors for a potential sustainable partnership with local governments especially on the increased role of the LGUs with the Mandanas ruling. Increase budget could mean increased role and this requires support from partners including the GHUBs. The evaluation participant considered every component of the GHUBs process including the capacity building component as the major strength of the project,highlighting the importance of this experience for the success of the project. This is something that could be institutionalized in the governance process.

In addition, support provided by UNDP-hired technical personnel in each region was considered a big factor in the successful implementation of the project. The LGUs also appreciate the high-caliber cadre of training consultants provided by the UNDP.

Linked to the success of the project is the UNDP's long standing partnership and collaboration with the government, NGOs and INGOs, international organizations and private sectors. This is the very idea of governance, i.e, thinking of solutions of the society by engaging diverse actors in the process. Fostering horizontal collaboration between agencies and the communities is very important. The evaluation participants considered that the project management design is well thought of and remarkable.

6.3.5 Weaknesses

Despite the presence of established coordination mechanisms and processes, the evaluation participants highlighted certain weaknesses in coordination and exchange of information between institutions, in relation to the implementation of activities and travel. As noted by several participants of the project, planning of events was challenging since stakeholders' agendas were not always available. In addition, there were some issues and challenges in the implementation of some capacity building activities during the Covid 19 pandemic. For example, in the conduct of pilot training of the Local Road Network Development Plan (LRNDP). The pilot batch originally involved 15 provinces, but one province later begged off from participating due to lockdown measures from Covid19. This is one experience in the conduct of activities that could be considered as a lesson learned for the LGUs for future intervention. Alternative options could be explored including the conduct of online capacity building activities or a combination of hybrid approach i.e. both online and offline modalities whatever is deemed appropriate.

One weakness of the organizational set up is the non-involvement of municipalities especially in the preparation of plans including the LRNDP. In more advance and innovative PLGUs, they involve the lower levels of the government including the municipal and the barangay level. In particular, in the case of CARAGA Region, the LGUs (by cluster) participated in the crafting of enhanced Local Road Network Development Plan (LRNDP 2021-2025) in order to incorporate the Municipal Road, Farm to Market Road and Tourism Road in which is Key Reform Area #2 under the PGRR. But one challenge with other LGUs is their non-involvement although it was factored in the set up. For example, despite the announcement that municipalities should be included in the planning process, it has not materialized yet. The PLGU still initiates the planning. Also, most of the time, budgeting comes first before the actual planning of what is needed. The mandate for the province is to have a multi-sectoral development plan after which, an integrated plan coming from this will follow. But the reality of having a budget first really happens. So, either of the processes is being followed in the province. Given the different contexts in the LGUs, any of the processes implemented could be acceptable at this time for their implementation. Also, the rate and pace of compliance vary for each province. A way forward is to involve the municipalities that are involved with the project as project beneficiary should have a more active role in planning and implementation.

GHUBs are considered as third party to conduct monitoring of SDGs, train communities through the DevLIVE and establish work with the PLGUs; however, only one GHUB is identified per region. Hence, a total of 16 GHUBs for this project. This brings in the challenge of logistics and coordination with the LGUs where the academia could have filled in the gap particularly the State Universities and Colleges (SUCs) since they are closer to the PLGUs or at the municipal level. The academia played a minimal role in the project.

6.4 Sustainability

> Finding 6.4 The project's outcomes and outputs are considered as moderately likely sustained beyond the lifetime of the project as it is dependent on financial and economic resources available to sustain the benefits achieved by the project stakeholders including exit strategies.

This chapter provides the evaluation's findings on the potential sustainability of the project results and challenges thereof, based on the respondents' opinions and the revised material. This chapter does not offer the evaluator's appraisal of the sustainability of the results, which will be offered in Chapter 7. Conclusions.

Most of the respondents would reason that the number one problem for sustainability is funding but according to the evaluation respondents, a project will be sustained if engagement with UNDP is continued.   They envision that there will be a potential that provinces will continue what UNDP and DILG have started once the Mandanas law will be implemented. PLGUs have more funds to implement; however, they would need a sustained capacity building to implement the added responsibilities related to Mandanas. An important condition of sustainability is the emphasis on ownership and mechanisms for stakeholder participation which are integrated in the project logic. Most of the interviewed stakeholders manifested strong interest of their institutions to implement roadmaps in their entirety or components thereof through their PGRR, indicating the possibility of using funds from the increased budget for local governments. Other respondents stressed that, yes, funds will be needed for the sustainability of the projects. But

even if LGUs are funded, they may not know what to do with the funds. LGUs should take advantage of the new learnings and skills, for example with QA if they will perform similar projects in the future other than roads projects. With the implementation of the Mandanas law, the LGU's efforts should be more focused and directed; LGU's should know what to do with support from the DILG and GHUBs as needed.

The project had a strong sustainability aspect incorporated in its logical framework. The GHUBs were required to prepare a Sustainability plan. The intervention logic built on the enhancing the capacities of DILG and PLGU in the planning, innovation, design, construction, procurement, contract management and maintenance of road projects and strengthening road network asset management; the engagement of Governance Hubs (consortium of local CSOs, academe, private sectors) to provide technical support to PLGUs and citizens in the implementation of CMGP Program; and citizen organization and mobilization to ensure transparency and accountability in project implementation. Capacity building interventions were aimed at strengthening the institutional capacities.

The PGRR per-se are policy instruments, which, while not legally binding, provide comprehensive guidance and action points for future actions and have a strong sustainability potential. Some LGUs have issued an ordinance for this purpose in order to institutionalize the roadmap and implement it for a five- year time frame. For example, under the KRA #5 of PGRR, the Provinces of Agusan del Norte and Surigao del Sur issued an ordinance for the creation of Provincial Internal Audit Office. In addition, Executive Orders were issued for the creation of teams, its operation and functionality like LRMT, CPES-IU, Road Safety Audit Team and many others. This is just one of the many initiatives of PLGUs in the Philippines to institutionalize the PGRR.

Another important element of sustainability is the institutionalization of the governance framework in the government processes. GHUBS prepared their sustainability plans. It is up to them to continue their engagement and involvement in the affairs of the local governance. Mandanas ruling will surely have policy implications in the next fiscal year; however, GHUBs should have already identified additional interventions based on the project results or key strategic, planning andprogramming actions should be identified that require local and regional coordination; and also look into some opportunities for cooperation and collaboration for enhanced implementation of similar projects beyond project lifetime.

Despite strong sustainability component of the project and the expressed support of the different stakeholders, almost all respondents say that sustainability is a challenge. One respondent stressed, "who will bridge the project to the future?" There is a need to identify an institutional champion or a strong leader to advocate the sustainability of the project. There should be a high-level commitment from the national government in order to sustain the project. Also, institutional latch is important i.e constantly look beyond the project and its long term perspectives beyond project lifetime. How can it be integrated with other projects?

The institutionalization of tools and processes with the development of manuals and guidelines could help in sustaining the gains of the project including the RBIS and EPMS, among other tools. The DevLIVE, for example, could be considered as a base for citizens monitoring but could be utilized further; however, it requires technical support and commitment from the PLGUs to support its rolling out. Ownership of the process is very important for it to be sustained. For instance, the roll-out of QAQC Manual as reference manual for project implementation particularly on quality assurance and quality control.

Sustaining high level commitment of the project given the changes in political landscape due to

change of leadership is a challenge for sustainability especially at the central level of government where steering is required. However, evidence of sufficient participation of the leading institutions and government agencies in workshops, meetings (of project boards for instance) and dialogues suggest a certain level of ownership and political, which needs further reinforcement through institutional mechanisms for proper sustainability both at national government and local governments.

In the online survey, when it comes to the likelihood of mechanisms, procedures, and policies exist allowing primary stakeholders to carry forward the results attained on governance reforms, gender equality, empowerment of women, human rights, and human development, respondents say that 36% answered Likely (L): negligible risks to sustainability; 36% answered moderately likely (ML): moderate risks; 27% answered moderately unlikely (MU): significant risks.

When responding to the question on the likelihood that exit strategies and sustainability be employed; only 27% answered Likely (L): negligible risks to sustainability and majority or 73% answered moderately likely (ML): moderate risks. See annex 7 for the detailed list of responses.

6.5 Gender and vulnerability and other mainstreaming issues

The project allotted special provisions for gender mainstreaming in all project activities and ensured that gender and other vulnerability factors and gender-sensitive language were included in the checklist and community assessment criteria, needs of women and vulnerable groups were taken into account during the revision and selection of tools proposed to enhance the integrated project, as well as in the improvement of the DevLIVE.

Gender issues were addressed by the project by : advancing the discourse on the importance of roads from gender lens; formulating the Assessment Tool on the Gender Responsiveness of Road Infrastructures and Related Facilities; integrating Gender and Development in the Local Roads Network Development Planning (LRNDP) process; and enhancing the quality assurance standards to incorporate gender-sensitivity in the evaluation of designs and implementation of road projects; and engaging more women in the Project – either as personnel in the PMO, as experts- consultants, as partners in the CSOs or the academe, as PLGU or NGPA partners

To ensure proper gender mainstreaming in all project activities, the project conducted activities that incorporate gender mainstreaming in the plans and programs of the provinces particularly in the preparation and development of their PGRR. In terms of gender responsiveness, the project can be considered as gender sensitive. In terms of governance mechanisms, more women are taking supervisory roles. In terms of capacity building and policy, planning and programming:

- Relatively, there is a balance between women and men among specialist and experts engaged by the Project – among the Governance and Institutional Development Specialists (GIDS), the Regional Engineers and Field Engineers, Workshop Facilitators/Documenters, among others.

- Balanced representation between women and men in the Local Road Management Team of each of the 78 provinces.

- Balanced representation between women and men is notable among key personnel from the CSOs and academic institutions making up the G-HUBS.

- Roads2SDGs has developed an "Assessment Tool on the Gender Responsiveness of Road Infrastructure and Related Facilities"

Some documented success stories on women empowerment are worth noting and sharing:

- The trainings/capacity development activities conducted through Community-Based Road Maintenance Contracting provided the members of the Los Amigos Group of Women and Farmers Association based in Sto. Tomas, Davao del Norte to upgrade their skills and to be more financially capable for their family and to explore new opportunities such as record-keeping and administrative work for local or overseas employment.

- Opportunities arise for women in Bukidnon. The improvement of their road inspired women of Dagumabaan, Maramag in Bukidnon to organize themselves and create their source of livelihood. The women sew pillows and sell them to their neighborhood to earn and augment the income of their farming husbands. Aside from its main agricultural industry, women-led entrepreneurial endeavors are strengthened primarily through access and infrastructure, providing opportunities for provinces to become business-friendly and competitive.

- In Leyte, housewives from Brgy. Templanza, Matalom can now augment their husband's income by weaving abaca to produce "sinamay" fabric which they

VII. CONCLUSIONS

This chapter offers some conclusions drawn by the evaluator after the analysis of the findings and triangulation. Unless specified otherwise, all statements in this chapter are those of the evaluator.

7.1. Relevance

Conclusion 7.1 Based on the findings of the terminal report, the evaluation concludes that the project, "Paving the *Roads2SDGs* through good local governance," was relevant and necessary at all levels of government from national to local governments; the logical framework was innovative; horizontal and vertical partnerships were established; governance hubs were capacitated while also providing support in capacitating the LGUs and the governance framework were employed. SSC mechanisms were also employed and found relevant. However, for more relevance, future interventions need to better reflect the local needs of the local governments according to their profile and geography.

Project activities are adequate and coherent which led to results. Likewise, the delivery modalities and partnership arrangements are appropriate and effective.

The strategic alliances between the implementing agencies- UNDP and DILG at both national and regional levels have been highly relevant and adequate. This serves as an important factor of the project success. Likewise, partnership with other players such as UNDP Seoul Policy Center (USPC) and the SMG and also at national level with DILG, COA, DBM, DPWH and GPPB has been relevant and beneficial as they allowed to strengthen the synergies between the ongoing initiatives and maximize the project results.

The relevance of the project, albeit undoubtedly high, was limited by its scope, in that it only addressed the level of provincial governments and limited number of GHUBs. For the ToC, future interventions need to take into account diverse social, economic and geographic characteristics of each province,identify and address all institutional and technical capacity gaps, and engage a wider group of stakeholders at community level including the state universities and colleges at the locality.

This said, the project, through its governance framework, can be considered as a well-targeted, innovative, and adaptable blueprint for future action and in that sense, its relevance is undoubtedly high.

7.2. Effectiveness

> Conclusion 7.2 The project has been effective in achieving all planned output level results in accordance with the identified indicators. There were challenges in the implementation including delays and disruption brought about by the Covid 19 pandemic; however, these were addressed and overcome in an effective manner without incurring changes to the overall project objectives. The project has also contributed to the outcome level results by installing capacities and knowledge required to empower citizens from increased connectivity to basic services and through effective road governance

This terminal evaluation concludes that the project was relevant and a needed endeavor in all government levels: from the national to local government levels. The project's TOC and the logic of intervention was practical and innovative as all three expected outputs listed above have been met; horizontal and vertical partnerships and alliances established and sustained; governance mechanisms and tools relevant and sustainable through the continuous engagement of third-party monitoring through DevLIVE by CSOs, private organizations and individuals beyond the lifetime of the project. The project has been effective in achieving almost all planned results in accordance with the established indicators. The progress towards the results has not been steady towards the latter part of the project due to the disruption of the Covid19 specially the implementation and rolling out of activities including DevLIVE, citizens monitoring application and the engagement of citizens using the DevLIVE mobile and web-based application, among others.

The project has achieved measurable progress in improving the capacities of the PLGUs to plan, design, implement and maintain quality roads through effective governance processes. However, there is a need for continuous capacity development for the PLGUs or cascading at municipal level.

One of the most notable and valuable achievements of the project, which was a key factor of its success, is the effective vertical and horizontal transfer mechanism. This includes the methodology, capacities, and know-how, GHUBS networks established between the participating regions and a technology that engage the community. Interest and commitment of the national government and the ownership of local government to pursue further collaboration within or beyond theproject framework is the strongest indicator of the success of this model.

Despite its obvious success, the evaluation considers that the maximization of the governance hubs and sustaining their interest especially the universities was rather ambitious. The work does not end on their establishment. The real essence of governance is that they are involved in

the governance processes from planning to monitoring and evaluation. More HEIs and SUCs in particular could be tapped at the local level; for example, engineering students who would need opportunities for on-the-job training could be tapped and trained which could contribute in part in achieving SDG4 on education.

In terms of capacity development, the evaluation agrees with the stakeholders that it is not possible to conduct an entire, robust knowledge transfer in five days or less. Any capacity building effort should be well-thought of. A follow up evaluation should be employed on the effectiveness of capacity building activities of the project to measure its over-all impact.

Quality and quantity of data is needed to report to SDGs. PLGUs should know how to find data, collect and manage the type of information that is required to support SDG. As mentioned in the findings, there is a need for continued coaching and mentoring in this aspect/area.

The complex, but well-developed coordination model established by the project is another important achievement and a contributing factor of the success of the project, especially given the numerous challenges it encountered and the complexity of the institutional settings. The evaluation considers that without the rigorous coordination, monitoring and reporting it would have been impossible to successfully complete all planned activities, deliver all results and achieve the current level of recognition and participation given the complexity of the intervention and the series of challenges encountered during the implementation.

Despite its limited scope, the project effectively contributed to the 3 CPDs. While no project is able to address all the needs and capacities, the project has set solid bases for change, equipping the institutions with relevant knowledge and tools and most importantly, created awareness on the existing gaps and identified pathways for action.

Stakeholder participation in the project implementation was highly satisfactory, especially their involvement in the identification of the gaps and development of solutions. The evaluation considers that stakeholder participation in the project was reasonable, especially considering the funding and human resource limitations of the participating institutions and the limited timeframe that did not allow to fully roll-out the SSC mechanism and entrench the know-how and skills in institutions and communities.

The project has made modest achievements in terms of gender mainstreaming, mainly through identifying gender-specific indicators and notions in the workshops, plans etc. The evaluation shows clear evidence of strong efforts made by the project team. Most respondents pointed out the increased consideration of gender issues in the discussions, tools and processes supported by the project and appreciate the inclusion of gender-sensitive criteria in the checklist and solution packages.

Communication and visibility actions have been highly satisfactory with the existence of diverse communication materials and knowledge products such as social media, publications, and handbooks; magazines; the project has achieved a reasonable level of visibility in target provinces; however, their effect on population in terms of increasing awareness and behavioral change is not clear.

7.3   Efficiency

> Conclusion 7.3 The terminal evaluation considers that the project has been highly efficient in achieving its planned results with the exception of some operational obstacles in the rolling out of systems and devices. Most delays are exogenous or outside the control of the project including the Covid19 disruption.

Given the significant challenges and limitations due to the Covid19 pandemic, the project has been efficient, achieving the results within the initial cost estimates and completing all actions within the allocated time extension. With the exception of some operational obstacles related to procurement and payments, most delays in the implementation were of exogenous nature and beyond the control of the project.

However, for more effectiveness and efficiency of the project in other areas, future interventions need to better reflect geography, hazard and risk profile of some local government units (LGUS) in relation to its road infrastructure program and to widen and better engage the community organizations and universities in those LGUs through the GHUBS in relation to the governance framework.

The project has encountered significant challenges, of which the majority were of exogenous nature and were beyond the control of the project. Most important challenges were related to the reported shortage of human resources in national counterpart institution and PLGUs given the nature of employment of some staff who are in charge with the project. There should be sustainability even with HR. There were also some bureaucratic barriers in procurement and reporting but these could be overcome by proper planning and coordination.

In terms of monitoring and reporting, this project of such complexity of coverage i.e. almost all provinces in the Philippines, should maximize the participation of the GHUBs specifically the CSOs and universities in the provinces near the project locations. This situation should be considered in locating or identifying members of the GHUBs who are in proximity of the project area. Tapping the community organizations is a strategic move to ensure that monitoring is done by those who are on the ground.   This could also increase better visibility of the project and helped better advocate the importance of SDGs, while also strengthening the capacities of PLGUs in managing roads infrastructure. This also contribute to better coordination between the DILG and the PLGUs especially in the identification of bottlenecks in the implementation of the project that could be communicated to the project team for interventions/mitigations. The suggestion of one GHUB respondent is to have at least 2 GHUBS per province.

7.4 Sustainability

> Conclusion 7.4 The evaluation concludes that the project has attained moderate to high degree of sustainability. It now rests on provincial ownership of the project given the Mandanas implication to budgeting for local governments. It also changes the way DILG defines its relationship with the LGUs and whether or not to include the governance framework components of the *Roads2SDGs* project or part of it in the continuation of the over-all CMGP program.

While the over-all CMGP programme addresses the under-investment of local roads, the project

supports the quality assurance and ensures that governance reforms are in place. Even with the departure of UNDP as program implementer, it will be helpful if the government builds on the gains of the CMGP project with its governance reform framework and will be continued as a national government initiative. For example, in the DILG MC 2021, in terms of project monitoring and reporting, 5.11.1.3, states that PLGU shall use the Infrastructure Project Management System (IPMS) developed by DILG-UNDP Partnership as their Project Management tool to monitor the day-to-day implementation activities of CMGP Projects and other infrastructure projects. The necessary data needed in the report shall be linked to SubayBAYAN System (http://subaybayan.dilg.gov.ph) for DILG vetting.

In addition, the capacities built from the *Roads2SDGs* project will provide support to the implementation of new sets of activities under the CMGP project. The tools and manuals will be utilized particularly in the monitoring and reporting. In particular, 5.11.3 on Third Party Monitoring Consistent with the Special Provisions of the FY 2021 GAA under the DILG-OSEC for MEALGU and DILG Memorandum Circular No. 2018-89 entitled "Guidelines on Engagement with Civil Society Organizations," shall utilize third party monitoring thru Development LIVE (DevLIVE) by CSOs, private organizations and individuals shall be used for the monitoring of the projects.

While the project has been successful in terms of providing tools and knowledge and installing capacities (output-level results), the limited project timeframe only covered the upper level of local governments i.e. PLGUs but did not allow opportunity to cascade or involve the lower levels of governments i.e. municipalities and barangays to properly entrench the know-how and skills leading to change in their behavior (outcome-level results) that are needed for sustainability. On the other hand, despite the commitments manifested by the UNDP and DILG, commitments are not legally binding, and sustainability of the project per se is not guaranteed, especially considering the changes in the landscape of local governments as implicated by the Mandanas ruling. UNDP or the DILG could still get involve in the oversight role or handholding role should the local governments include the *Roads2SDGs* project design in their plans and priorities particularly for their road infrastructure project. There was an expressed concern that PLGUs could not afford the cost of road maintenance; hence, they are now thinking of ways on how to generate revenues including boosting up real property tax collection as in the case of Cebu. PLGUs interviewed also identified the importance of CSOs in providing sustained capacity building of LGUs such as in the case of Cotabato City. Some members of the GHUBs are now part of the provincial development councils and municipal or city development councils. This could be a venue to continue what has been started and to advocate the principles of good governance at the local level.

While it is very unlikely that the transferred tools and knowledge will be lost, the only effective and sustainable way to ensure their further application and enhancement of skills and competencies gained from the project is through the institutionalization of GHUBs in the local governments. This could be materialized through relevant legal acts, resolutions, or ordinances and operationalization with budget allocations. The project was successful in transferring the tools, developing the roadmaps,installation of capacities, testing the solutions, and laying basis for sustainability through the sustainability plans of the GHUBs. However, with the few exceptions, there is no guarantee that these capacities and tools will be applied, especially if faced by challenges of change of political leadership, change of human resources, limitations of funds or non-prioritization or changing priorities triggered by emergencies and crisis such as the Covid19. Without a proper appropriation through legal frameworks and organizational structures, capacities of stakeholders installed by the project will just turn into individual

knowledge that can be easily lost due to staff turnover. Continuous training and secured application of the acquired technologies and skills are required and can only be guaranteed with proper institutionalization.

VIII. RECOMMENDATIONS

The following are recommended to maximize the benefits of the *Roads2SDGs* project.

8.1 Relevance

- To ensure the relevance of the project, it is important to consider the socio-cultural dimensions of the project down to the lowest level of local government. There are more than 80 provinces in the Philippines with diverse background. These diversity and profile should be intrinsic into the analysis and solutions offered. Design and process are the same and these are non-negotiables; however, in order to be locally relevant, the local context (economic, political, social, cultural and environmental aspects) should be considered primordial and should be taken into account. Integrate efforts from the *Roads2SDGs* project to the localization of the SDGs to contribute to the result matrices set in the Philippine Development Plan 2017-2022 and in future PDPs along with Ambisyon 2040 and the SDG2030.

- There should be a compendium of best practices so that other LGUs could refer to and benchmark. The successful experience of Kalinga and other provinces with good practices is built around a supportive political leadership, capacitated staff, social environment that is collaborative and participatory approach even before project initiation which then addresses the issues of community participation, harmony, social mobility and achievement of peace and development. This aspect, while well understood by the successful provinces, needs to be included in enhancing future project design. It is therefore recommended that if given an opportunity and funding, conduct and collect data on the direct impact of the project after 5 years or more particularly in its contribution to the SDGs. This could be a research impact that will show the real change in the real world including a reflection from the beneficiaries.

- Also, within the context of SDGs, include the aspect of crisis management and scenario modeling to address future hazards and risks associated with the implementation of the project in crisis situation such as the Covid19 pandemic and natural disasters and climate change which could affect the quality of roads infrastructure and other development initiatives. This could be part of the anticipatory governance mindset i.e. futures thinking and foresight that could be employed in policy making and decisions.

8.2 Effectiveness and efficiency

The need to continue for coaching/mentoring from UNDP, DILG through the GHUBs. Widen the scope of GHUBs membership and expand their roles as coaches/mentors in each municipality in the province. The original members of the GHUBs from the project could act as master trainers to additional members of GHUBs. These GHUBs could better provide technical assistance to the provinces if they are positioned or institutionalized in the governance/management of the province through the Provincial Development Councils (PDCs) and at local development councils. It is also recommended that they follow up the implementation of the PGRR to assist

them in linking the SDGs to their PGRRs reform areas and other mainstreaming and crosscutting issues. For better planning and implementation of activities in the province, include in the formulation process, the linkage if our PDPDF > LRNDP> PGRR for better understanding. For every reform area, designate a team leader & at least 3 members to work out the reform area (Require LGU to submit the team). LCES and SPs should be briefed on the plans related to *Roads2SDGs* so that they are in sync with it. There is a need to do continuous monitoring of PLGUs when it comes to the implementation of their PGRRs. The experience with the project on the *Roads2SDGs* will serve as tangible examples for improved local governance. The PLGUs would also need supplemental or follow up training. They also emphasize the importance of the establishment of baseline data for benchmarking and M&E. There is a need to take a look on the SDG indicators related to attainment of road objectives - as one of the main references in the formulation of the reform strategies.

Relevant to Output 3, in terms of organizing the citizens, in the case of CARAGA, there is a need to intensify campaign on CSO Accreditation to engage with DILG PPAs MC-2018-2019. Other factors of non-activation of CSOs would include the non-implementation of the Community Based Road Maintenance Contracting due to lack of guidelines on implementation. There is a need for capacity development intervention on strengthening the CSOs particularly in undertaking the road maintenance work. In terms of availability of human resources, the project implementation was rather stretched, asmost of the national beneficiary institutions, as well as some implementing agencies have relatively small teams, and the same personnel has to address various issues.

For better planning, financial management and monitoring of implementation, it is recommended that GHUBs who were involved in the planning and design will be involved in the monitoring and evaluation to ensure knowledge and consistency. It is also recommended to **identify possible influencers and leaders at the community level**, such as churches, youth organizations, community leaders, local radios and businesses to identify and support volunteers and establish communication channels.

For horizontal transfer, it is **recommended to assess the feasibility of transferring technology and skills at the local level by** breaking it down into phases and adapting it to the existing circumstances, availability of data, human resources, and the like. There is also a need to develop a roadmap for follow-up transfer actions, including continued capacity development, which may be covered if there will be continuation of the project by the DILG or to be carried out by PLGUs themselves with the assistance of UNDP and relevant government agencies.

It is recommended to define properly the scope and targets of each PLGUs related to their prepared PGRRs and see areas of intervention for future programming and budgeting. Mapping of donors with identified source of funds could be done in order to sustain the project. In this way, interventions are tailored to the real specific needs of the LGUs and to avoid duplication of efforts by the national government or any international organizations doing the same development initiative.

To add a strong SSC component, UNDP and the DILG should explore additional stakeholders from South-South countries that are doing similar interventions or initiatives and include components on sharing of best practices or study visits to other countries with best practices aside from South Korea.

To keep the momentum and for regular progress updates, it is recommended that the project

should have a specific project board separate from the project board of the CMGP. In this way, there is a separate follow up and reporting of project activities solely for the *Roads2SDGs* project. There should also be a consideration of online trainings or seminar for future programming, planning and budgeting so that in crisis situation, flexible modes are activated including the conduct of blended or hybrid training.

There are rich resources and knowledge products (KPs) generated from the capacity building activities. It is recommended that if flexible learning is an option for capacity building, institutionalize the training in DILG such as the Local Government Academy (LGA) or any training arm of the government, for example offering the course as professional development for engineers for example or for accountants. The course could be digitized and uploaded in a learning management system (LMS) that could be accessed asynchronously anytime by other prospective trainees. This will be an idea called "local governance university" or LOG-U to be implemented with GHUBs with the universities tapped to develop the course and in collaboration with the local governments. A moodle-based LMS shall consist all materials, guidelines, manuals, toolkits uploaded with UNDP and DILG logos and other stakeholders who prepared the KPs. This mechanism would benefit the local governments for the long term. A partnership with the different leagues could be possible in rolling out of the capacity building. Additional recommendations regarding efficiency and effectiveness are to:

- Maintain the coordination structure with DILG, PLGUs and the GHUBs to ensure proper monitoring and follow-up if another opportunity for the same project will be given.
- Establish coordination channels for technical experts involved in horizontal transfer to exchange lessons and tips on the implementation, challenges, and mitigation measures particularly when there is a change of leadership/management and movement of staff.
- Engage key stakeholders in the design/updating of the communication strategy early on to better tailor the messages to different audiences and support implementation.
- Identify possible influencers and leaders to champion the *Roads2SDGs* project and advocate for its activities within the broader framework of the CMGP programme. Advocates/champions may come from various levels not only from the national level but also at local level including the community, such as churches, youth organizations, community leaders, local radios and local business enterprises.
- Ensure that systems and tools are effectively utilized even after the project use including the utilization of the DevLIVE apps. These are heavy investments on technology that aid the monitoring aspect of the project and therefore needs to be utilized in its maximum potential.
- Carry out a stock-taking evaluation of training capacity of different recipients of the capacity building activities conducted in this project, and what partnership opportunities could be leveraged to inter-link these for the institutionalization of GHUBs in the governance framework. Some members of the GHUBs have a long-standing experience and partnerships with the LGUs. Knowledge-sharing and co-creation for sustainable development and an examination of innovative practices and experience with LGUs among GHUBs could be explored.
- Baseline data should be completed before a project will be implement which is crucial for results-based management system (RBMS).

8.3 Sustainability

Building on the recommendations of key informants and the commitments of the roadmaps, it

is recommended **to combine a robust advocacy component of SDGs with continued engagement of the GHUBs in capacity building and monitoring and evaluation** to support the CMGP program as a whole and the *Roads2SDGs* as governance reform framework. Continue to tap the GHUBs in monitoring and evaluation of related projects including the CMGP. GHUBS in 16 regions of the Philippines prepared their sustainability plan and this document will guide them to continue to provide support not only to the PLGUs but also to the lower level LGUs.

To further foster the sustainability of the transferred tools and skills, it is recommended to **facilitate local coordination channels with PLGUs and agreements** to facilitate coordination channels and agreements and to continue to engage partners including DILG and other international organizations and the GHUBs to further ensure continuity and sustainability of the results of the implemented project.

There is also a need to identify institutional Focal Points from the participating institutions to act as champions to integrate the component of governance reform areas in any project implemented by the government. If feasible for UNDP, present a framework or strategy outlining a "road map" for achieving the legal, institutional, and operational reforms that were not realized by the end of the project. The strategy should indicate roles and responsibilities, and also identify where external support might be warranted to facilitate the process.

Develop an impact message to be included in an advocacy component or communication strategy to continue to continue to engage other stakeholders in providing technical support to LGUs especially in capacity building and monitoring of projects.

Continue to implement the annual maintenance program to ensure that project outputs will be sustained for the long-term including continuous monitoring of other aspects of the project to ensure sustainability.

Present a framework or strategy outlining a "road map" for achieving the legal, institutional, and operational reforms that were not realized by the end of the project. The strategy should indicate roles and responsibilities, and also identify where external support might be warranted to facilitate the process.

8.4 Gender and vulnerability

Within the context of SDG5 and the GAD related policies of the government of the Philippines, it is imperative to strengthen the awareness on the gender dimension of any local government projects at all levels as well as among other stakeholders including the GHUBs and the beneficiary communities. In this regard, it is recommended to design short presentations on gender and development, human rights and disaster risk reduction for participating institutions and communities including how to manage projects in crisis situation such as the Covid19.

In terms of preparation of plans and programs, it is highly recommended that the government will need to strengthen the awareness on the gender dimension at all levels and among stakeholder institutions and implementing partners, to improve gender mainstreaming within any project. It is advisable to organize a Gender Team or appoint a gender focal person in project implementation and coordination to help with gender mainstreaming within the project, improvement of gender-related indicators, support data disaggregation and analysis.

It is also recommended that UNDP will continue to enforce data collection and disaggregation by gender, age, disability and other relevant criteria and its regular inclusion in reporting documents both internally, by the implementing partners, as well as by the local and national institutions. However, there is also a need to strengthen the commitment of the implementing partners to foster inclusion and gendere quality by advocating for a higher and targeted financial and human resources allocation to gender-specific actions and gender mainstreaming to guarantee the effectiveness of the proposed actions. There is also a need to conduct an assessment on the environmental impact of the project; human rights compliance as well gender equality to determine the project's gender sensitivity.

8.5 Knowledge Management, Communication and Reporting

The results of the project and lessons learned should be distilled in a form of knowledge products, which could then be disseminated among relevant stakeholder groups. For example, a compendium of best practices on Roads2SDGs. There is a need to conduct exit conferences to capture insights for final reporting.

IX. LESSONS LEARNED

Several lessons have been collected during the terminal evaluation. The majority of the lessons learned are related to effectiveness criteria and to the over-all relevance of the project. The remaining few include lessons related to relevance, sustainability, efficiency and gender. Hence, the evaluator also summarized the lessons learned also in the form of ways forward within four lenses derived from Brillantes and Fernandez 2010 i.e. "Reform Framework for Good governance vis-à-vis the OECD DAC criteria on relevance, effectiveness, efficiency and sustainability.

9.1 Relevance: Active Citizens Engagement

The Project has provided avenues for discussion and engagement between and among CSOs/POs, academe, and private sectors on their potential role in supporting LGUs, which led to the establishment of consortia called the GHUBS. These actors have been instrumental in localizing SDGs and in augmenting the capacities of LGUs in implementing governance reforms. In a recent study commissioned by UNDP on GHUBS, by giving them institutional identity, organizational form, and legal existence, GHUBS will acquire the personality to effectively engage regional offices of the national government, local government units, existing networks of state and non-state development actors in long-term development collaborations. The regional aspect of the partnership; however, needs to be assessed given the geographical dispersal of some regions where provincial HUBS with regional consolidation might work.

Moreover, the Mandanas Ruling as provided in EO138 Series of 2021 will provide opportunities for GHUBS to work closely with LGUs. The *Roads2SDGs* provided technical support to GHUBS in the development of their Sustainability Plans that focuses on their unique strengths and expertise. Since the ruling will automatically release and increase local governments' share of national government revenue and entails full devolution of certain functions of the executive branch of the government. There would be a need for capacity building on the part of the LGUs in order to implement the EO138.

Because of partnership with UNDP, outputs are multiplied due to quality assurance and teamwork. Partnership with UNDP is primordial in assessing and implementing projects due to its technical assistance, quality assurance, and good governance improvements.

9.2 Efficiency and Effectiveness: Reformed institutions, processes and procedures

Instituting accountability mechanisms in the program (CMGP) and project (*Roads2SDGs*) is a key ingredient toward good local governance. The governance reform framework with accountability mechanism instituted in its design enhanced accountability, transparency and ownership of LGUs and other stakeholders through the participation of the CSOs and other stakeholders. This has upheld an inclusive and participatory processes. The Project ensured that PLGUs, relevant NGAs, CSOs, and other stakeholders are involved in the project from planning to monitoring towards achievement and sustainability of governance reforms. This framework or structure should be maintained and sustained if the government is truly sincere about implementing the principles of good governance particularly at the local level.

Within the over-all framework of the CMGP, the *Roads2SDGs* has become a catalyst for convergence and synchronization of initiatives between and among several NGAs. Collaboration of efforts among NGAs optimizes sharing of resources and maximizes joint benefits. Harmonization of efforts also reduces duplication of projects and makes other similar initiatives cohesive and relevant, as it ensures that policies/guidelines issued by agencies are consistent and aligned with one another thus, creating larger impact in development. For example, previously, the matter on Asset Management was a mere policy issuance from COA but had never been cascaded down/implemented by the LGUs for several years. With the Project, the push for road governance reforms has become the perfect convergence and entry point for both COA and DILG, together with other related NGAs, for formulating a step-by-step manual on Local Road Asset Management (LRAM).

Similarly, the Project has provided a venue for collaboration between DILG and GPPB-TSO in the formulation of a Road Procurement Management Guidelines for PLGUs; and several units within DILG (particularly between OPDS and BLGD) for the synchronization of their initiatives on the SDGs -- by integrating SDG Localization in Roads with Results Matrices and localization of the Philippine Development Plan (PDP) 2017-2022 which is also aligned and consistent with UNDPs Country Programme Document (CPD) 2018-2021 at outcome and output indicator levels including the UNDAF.

The governance reform component of the project has brought success in the development of the Provincial Governance Reform Roadmap (PGRR) of 76 out of 78 provinces endorsed by the Provincial Development Councils (PDCs) and adopted by the Sangguniang Panlalawigan (SP). However, capacity development (CAPDEV) does not end in the support for formulation of a medium-term local plan like to PGRR, there is a need to maintain capacities for sustainability of efforts and commitment to implement and update this plan if they would like to see its effectiveness over time. Transition to new local leadership as a result of the May 2022 elections may also affect the project' prioritization and sustainability unless PGRRs have been institutionalized by way of resolutions. Other PLGUs have passed resolutions to open plantilla positions like those related in internal audit.

The quality assurance (QA) component of the project has resulted into the development of quality assurance manuals and tools that have capacitated the PLGUs in the QA process of roads construction and maintenance with governance components including SDG indicators. This is an innovative process that could be sustained even beyond project lifetime.

Funds for the *Roads2SDGs* are not only for capital outlay but could be considered funds for capital development that indirectly benefits other sectors such as health, education, peace and security, human rights and gender, climate change, among others.

9.3 Sustainability: Leadership and Political will

Leadership plays a crucial effort in the success and failure of any program or project. A program or a project that is given the right political support flourishes and could be sustained for the longer term if coupled with a well-functioning institution. As an example, the experience of Kalinga province, is proof of an effective implementation of a project such as the *Roads2SDGs* through leadership and political will that also motivated and encouraged commitment of the provincial government staff and the community as a whole. For example, the provincial governor personally reached out to the barangay level, i.e community level and encouraged dialogue from project initiation to monitoring and evaluation (M and E), which in turn, provided a sense of ownership and belonging of the project down to the community level. This has resulted into the lessening of the occurrence of local insurgencies in their area as the community people would generally say, "the government is near, and we are part of it and the government is working and we can feel it."

A project, in order to be effective, will have to be championed by an effective and transformative leadership. The DILG applied the core governance principles of partnership, accountability, transparency, and equity. These are important elements that have been proven effective in the project. DILG treated the PLGUs as partners in the governance processes as they were involved in the project from planning, designing, organizing, reporting, and M and E. DILG acted as an enabler and mentor to the PLGUs ie. "handholding" which means treating LGUs as partners and not merely recipients are essential to success. For example, R.A. 9184 mandated to handhold LGUs in implementation of projects by administration is achieved, thus, lengths or outputs of projects as per indicative timelines are duly implemented. Champions from the top management of the national government are needed to sustain or promote the project.

9.4 Gender Mainstreaming and other Cross-cutting issues: Changed mindset, behaviors, and paradigms

Culture, gender and development, human rights are mainstreaming issues that were covered in the *Roads2SDGs* project. These are important elements or factors to the success of the project. In the workshops, trainings and dialogues, the project ensured that all sectors are represented, and the disaggregation of male and female were reported. Although gender-responsive, there has to be more work in gender mainstreaming i.e., changed behavior on the part of the beneficiaries. One good example is the CSO participation in the case of South Cotabato. CSOs were involved actively in the governance process which has led to the success of the implementation of the project.

Merit reform in the form of the CMGP and the *Roads2SDGs* design to be conditionally given a grant from the government for the PLGUs roads project was proven to be effective to institute reforms in the system as well as changing the mindsets and behavior of the people. The compliance and the carrot scheme are effective ways to instill positive behaviors and dispel negative bureaucratic behaviors including nepotism, red tape, etc. which became a strategy for "collective reform mindset" for PLGUs. Innovative and performance mindsets are also set through the Seal of Good Local Governance (SGLG). This puts primacy to integrity and good performance among LGUs across several governance areas. For example, in setting their PGRRs with seven governance reform areas. This could build a model work culture that is transparent, collaborative and participatory worth emulating, for example, in the case of Kalinga.

Annex 1. Evaluation Matrix

This is an indicative list to be more detailed with specific questions upon review of the ERG and the M&E expert.

Relevant Evaluation Criteria	Evaluation Question (EQ)	Assumptions	Specific Sub Questions (SQ)	Data Sources/	Data Collection Method/Tools	Baseline Indicators/ Success Standards	Methods of Analysis
1. Relevance of the Project	Is the project relevant with respect to the development priorities at the local, regional and national levels?	The project is relevant with respect to development priorities.	SQ1. To what extent was the project in line with the national development priorities, the country programme's outputs and outcomes, the UNDP Strategic Plan and the SDGs?	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; interviews with project team, UNDP and other partners	Level of participation of the concerned agencies in project activities. Consistency with relevant strategies and policies.	Qualitative and quantitative methods of analysis
		UNDP continues to show commitment in making sure that the project contributes to ToC	SQ2 To what extent does the project contribute to the theory of change for the relevant country programme outcomes?	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; interviews with project team, UNDP and other partners	Consistency with the elements of the ToC of the project	Qualitative and quantitative methods of analysis
		Databank and other literatures of related projects are readily available and can be accessed freely UNDP and project partners	SQ3 To what extent were lessons learned from other relevant projects considered in the project's design?	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; Literature review; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis

		have incorporated mainstreaming issues from project design, implementation.					
			SQ4 To what extent does the project contribute to gender equality, empowerment of women and to the human rights-based approach?	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis
2. Effectiveness	To what extent has the project contributed towards its planned outcomes?		SQ1. To what extent did the project contribute to the country programme outcomes and outputs, the SDGs, the UNDP Strategic Plan and national development priorities?	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis
			SQ2. To what extent the project outputs were achieved?	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis

			SQ3 What factors have contributed to achieving or not achieving intended country programme outcomes and outputs, and project outputs**?**	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis
			SQ4 What, if any, alternative strategies would have been more effective in achieving the project's objectives?	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis
			SQ5 To what extent have stakeholders been involved in project implementation?	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis
			SQ6. To what extent are project management and implementation participatory and is this participation contributing towards the achievement of the project objectives?	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis

			SQ7 To what extent has the project contributed to gender equality, the empowerment of women, and the realization of human rights?	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis
3. Efficiency	To what extent is the project maximizing the outcomes it achieves?		SQ1 To what extent was the project management structure as outlined in the project document efficient in generating the expected results?	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis
			SQ3 How effective were the project coordination and responsiveness mechanisms including between the implementing agencies, with the Project Board, with the Government, and with other project stakeholders/benefi ciaries?	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis

			SQ4 How well did the project complement any other initiatives existing in the same area and what efforts did the project make to identify such initiatives and strengthen synergies?	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis
			SQ5 To what extent have resources been used efficiently. Have activities supported the strategy been cost-effective?	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis
			SQ6 To what extent have the project funds and activities been delivered in a timely manner?	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis
			SQ7 How effective were the project's monitoring and evaluation mechanisms?	Minutes of meetings, Project progress reports, national and regional strategy and	Documents analyses; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis

				policy documents			
			SQ8 How well did the project measure and respond to risk during design and implementation?	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis
4. Sustainability	To what extent are the outcomes, or the progress achieved, likely to endure beyond the duration of the project? To what extent are the outcomes, or the progress achieved, likely to endure beyond the duration of the project?		SQ 1 How likely are the outputs and results of the Project to be sustained?	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis
			SQ2 To what extent will financial and economic resources be available to sustain the benefits achieved by the	Minutes of meetings, Project progress reports, national and regional strategy and	Documents analyses; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis

			project?	policy documents		
			SQ3 To what extent do stakeholders support the project's long-term objectives?	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis
			SQ4 To what extent do mechanisms, procedures, and policies exist to allow primary stakeholders to carry forward the results attained on governance reforms, gender equality, empowerment of women, human rights, and human development?	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis
			SQ**5** What could be done to strengthen exit strategies and sustainability?	Minutes of meetings, Project progress reports, national and regional strategy and policy documents	Documents analyses; interviews with project team, UNDP and other partners		Qualitative and quantitative methods of analysis

Annex 2. Evaluation Rating Scale

	RATINGS FOR OUTCOMES, EFECTIVENESS, EFFICIENCY, M&E, AND I&E EXECUTION		SUSTAINABILITY RATING		RELEVANCE RATING
6	Highly Satisfactory (HS): no shortcomings	4	Likely (L): negligible risks to sustainability	2	Relevant (R)
5	Satisfactory (S): minor shortcomings	3	Moderately Likely (ML): moderate risks	1	Not relevant (NR)
4	Moderately Satisfactory (MS)	2	Moderately Unlikely (MU): significant risks		**IMPACT RATING**
3	Moderately Unsatisfactory (MU): significant shortcomings	1	Unlikely (U): severe risks	3	Significant (S)
2	Unsatisfactory (U): major problems			2	Minimal (M)
1	Highly Unsatisfactory (HU): severe problems			1	Negligible (N)

Additional ratings where relevant:

Not Applicable (N/A)
Unable to Assess (U/A
Source: Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects, 2012, UNDP

Annex 3. List of Interview Respondents per Institutions

No.	Office/Agency		Participant	Designation/Position	Sex		Interview Modality
					M	F	
1	UNDP		Mr. Cleto Gales	UNDP Project Manager	1		Online
			Mr. Emmanuel Buendia	UNDP Team Leader	1		Online
			Mr. Jonathan Hodder	UNDP	1		Online
			Ms. Maria Luisa Lim-Jolongbayan	Team Leader UNDP Partnerships		1	Online
2	DILG Central/CMGP PMP		Usec. Mario Iringan	DILG Central Office	1		Online
			Dir. Rolyn Zambales	OPDS		1	Online
			Roselyn Ilaya	Project Manager - CMGP		1	Online
3	CAR	GHUBS	Belmore Pacapac	CCAGG	1		Online
			Engr. Renato Brasuela	CCAGG	1		Online
			Cristina Aban	Iyaman Foundation		1	Face-to-Face
			Rochel Utas	Iyaman Foundation		1	Face-toFace
			Ronalyn Butil	Igorota Foundation		1	Face-to-Face
		DILG	Engr. Clifford Alingawad	UNDP-PMO Regional Engr	1		Face-to-Face
			Johnny Mauting	DILG-CAR	1		Face-to-Face
		Kalinga	Proceso M.D. Bayubay	PEO - Kalinga	1		Face-to-Face
			Remely T. Battilin	PPDO - Kalinga		1	Face-to-Face
			Babileo Garnace Jr	DILG - Kalinga	1		Face-to-Face
			Jack Gamatero	DILG - Kalinga	1		Face-to-Face
			Cynthia Imperial	PPDO – Kalinga Focal Person		1	Face-to-Face
			Alice A. Bulily	PPDO - Kalinga		1	Face-to-Face
			Nympha Ansagay	PEO - Kalinga		1	Face-to-Face
			Jeffrey L. Oyan	PAO - Kalinga	1		Face-to-Face
			George A. Ban-ol	OPA - Kalinga	1		Face-to-Face
			Demi Chumalan	PGO - Kalinga	1		Face-to-Face

			Gelyin B. Agoy	PPDO - Kalinga		1	Face-to-Face
4	Region VII	GHUBS	Rosalinda G. Paredes	Bohol Skills Enhancement Center (BOSEC), Inc.		1	Online
		DILG	Marithel Oporto	PDMU Chief - R7		1	Online
			Bernadeth Forones - Camilo	CMGP Regional Coordinator - R7		1	Online
		Cebu	Cebu Province Staff		1		Online
			Merceditas Coca	PPDO-Cebu		1	Online
			Henry Resentes	Cebu	1		Online
			Ma. Junlene Arenas	Cebu		1	Online
5	Region XII	GHUBS	Lisa Hora	Coalition of Social Development Organizations in South Cotabato (CSDO-SC)		1	Online
			Dr. Alicia Manondong	Coalition of Social Development Organizations in South Cotabato (CSDO-SC)		1	Online
			Dennis	Coalition of Social Development Organizations in South Cotabato (CSDO-SC)	1		Online
			Sonny Esclamada	Coalition of Social Development Organizations in South Cotabato (CSDO-SC)	1		Online
		DILG	Lailyn A. Ortiz	DILG Region 12 ARD		1	Online
			Engr. Francis	DILG Region 12	1		Online
			Engr. Leo Mar	DILG Region 12	1		Online
			Engr. Ruel	DILG Region 12	1		Online
		South Cotabato	Marites S. Tanseco	Project Development Officer IV - PPDO		1	Online
			PEO Maintenance		1		Online
				Total	22	20	
				GRAND TOTAL		42	

Annex 4. Evaluation Report Outline[10]

This **evaluation report template** is intended to serve as a guide for preparing meaningful, useful and credible evaluation reports that meet quality standards. It does not prescribe a definitive section-by-section format that all evaluation reports should follow. Rather, it suggests the content that should be included in a quality evaluation report.

The evaluation report should be complete and logically organized. It should be written clearly and be understandable to the intended audience. In a country context, the report should be translated into local languages whenever possible. The report should also include the following:

1. **Title and opening pages** should provide the following basic information:
   - ☐ Name of the evaluation intervention.
   - ☐ Time frame of the evaluation and date of the report.
   - ☐ Countries of the evaluation intervention.
   - ☐ Names and organizations of evaluators.
   - ☐ Name of the organization commissioning the evaluation.
   - ☐ Acknowledgements.

2. **Project and evaluation information details** to be included in all final versions of evaluation reports (non-GEF)[44] on second page (as one page):

Project/outcome Information

NO.	Project/outcome		
1	Project/outcome title		
2	Atlas ID		
3	Output		
4	Country		
5	Region		
6	Date project document signed		
7	Project dates	Start	End
8	Project budget		
9	Project expenditure at the time of evaluation		
10	Funding source		
11	Implementing party		

Evaluation information

NO.	EVALUATION ITEMS		
1	Evaluation type (project/ outcome/thematic/country programme, etc.)		
2	Final/Midterm Review/Other		
3	Period under evaluation	Start	End

---

[10] The outline is adapted from the UNDP Evaluation Guidelines for Terminal Evaluation.

4	Evaluators		
5	Evaluator email address		
6	Evaluation dates	**Start**	**Completion**

3. **Table of contents,** including boxes, figures, tables and annexes with page references.

4. **List of acronyms and abbreviations.**

5. **Executive summary (four-page maximum).** A stand-alone section of two to three pages that should:
   - Briefly describe the intervention of the evaluation (the project(s), programme(s), policies or other intervention) that was evaluated.
   - Explain the purpose and objectives of the evaluation, including the audience for the evaluation and the intended uses.
   - Describe key aspect of the evaluation approach and methods.
   - Summarize principle findings, conclusions, and recommendations.
   - Include the evaluators' quality standards and assurance ratings.

6. **Introduction**
   - Explain why the evaluation was conducted (the purpose), why the intervention is being evaluated at this point in time, and why it addressed the questions it did.
   - Identify the primary audience or users of the evaluation, what they wanted to learn from the evaluation and why, and how they are expected to use the evaluation results.
   - Identify the intervention of the evaluation (the project(s) programme(s) policies or other intervention—see upcoming section on intervention).
   - Acquaint the reader with the structure and contents of the report and how the information contained in the report will meet the purposes of the evaluation and satisfy the information needs of the report's intended users.

7. **Description of the intervention** provides the basis for report users to understand the logic and assess the merits of the evaluation methodology and understand the applicability of the evaluation results. The description needs to provide sufficient detail for the report user to derive meaning from the evaluation. It should:
   - Describe **what is being evaluated**, **who seeks to benefit** and the **problem or issue** it seeks to address.
   - Explain the **expected results model or results framework**, **implementation strategies** and the key **assumptions** underlying the strategy.
   - Link the intervention to **national priorities**, UNDAF priorities, corporate multi-year funding frameworks or Strategic Plan goals, or other **programme or country-specific plans and goals.**
   - Identify the **phase** in the implementation of the intervention and any **significant changes** (e.g., plans, strategies, logical frameworks) that have occurred over time, and explain the implications of those changes for the evaluation.
   - Identify and describe the **key partners** involved in the implementation and their roles.

- Identify **relevant cross-cutting issues** addressed through the intervention, i.e., gender equality, human rights, marginalized groups and leaving no one behind.
- Describe the **scale of the intervention**, such as the number of components (e.g., phases of a project) and the size of the target population for each component.
- Indicate the **total resources**, including human resources and budgets.
- Describe the context of the **social, political, economic and institutional factors**, and the **geographical landscape** within which the intervention operates and explain the effects (challenges and opportunities) those factors present for its implementation and outcomes.
- Point out **design weaknesses** (e.g., intervention logic) or other **implementation constraints** (e.g., resource limitations).

8. **Evaluation scope and objectives.** The report should provide a clear explanation of the evaluation's scope, primary objectives and main questions.
    - **Evaluation scope.** The report should define the parameters of the evaluation, for example, the time period, the segments of the target population included, the geographic area included, and which components, outputs or outcomes were and were not assessed.
    - **Evaluation objectives.** The report should spell out the types of decisions evaluation users will make, the issues they will need to consider in making those decisions and what the evaluation will need to achieve to contribute to those decisions.
    - **Evaluation criteria.** The report should define the evaluation criteria or performance standards used.[46] The report should explain the rationale for selecting the particular criteria used in the evaluation.
    - **Evaluation questions** define the information that the evaluation will generate. The report should detail the main evaluation questions addressed by the evaluation and explain how the answers to these questions address the information needs of users.

9. **Evaluation approach and methods.[47]** The evaluation report should describe in detail the selected methodological approaches, methods and analysis; the rationale for their selection; and how, within the constraints of time and money, the approaches and methods employed yielded data that helped answer the evaluation questions and achieved the evaluation purposes. The report should specify how gender equality, vulnerability and social inclusion were addressed in the methodology, including how data-collection and analysis methods integrated gender considerations, use of disaggregated data and outreach to diverse stakeholders' groups. The description should help the report users judge the merits of the methods used in the evaluation and the credibility of the findings, conclusions, and recommendations. The description on methodology should include discussion of each of the following:

    - **Evaluation approach.**
    - **Data sources:** the sources of information (documents reviewed and stakeholders) as well as the rationale for their selection and how the information obtained addressed the evaluation questions.

- ▢ **Sample and sampling frame.** If a sample was used: the sample size and characteristics; the sample selection criteria (e.g., single women under age 45); the process for selecting the sample (e.g., random, purposive); if applicable, how comparison and treatment groups were assigned; and the extent to which the sample is representative of the entire target population, including discussion of the limitations of sample for generalizing results.
- ▢ **Data-collection procedures and instruments:** methods or procedures used to collect data, including discussion of data-collection instruments (e.g., interview protocols), their appropriateness for the data source, and evidence of their reliability and validity, as well as gender-responsiveness.
- ▢ **Performance standards:**[48] the standard or measure that will be used to evaluate performance relative to the evaluation questions (e.g., SDGs, national or regional indicators, rating scales).
- ▢ **Stakeholder participation** in the evaluation and how the level of involvement of both men and women contributed to the credibility of the evaluation and the results.
- ▢ **Ethical considerations:** the measures taken to protect the rights and confidentiality of informants (see UNEG 'Ethical Guidelines for Evaluators' for more information).[49]
- ▢ **Background information on evaluators:** the composition of the evaluation team, the background and skills of team members, and the appropriateness of the technical skill mix, gender balance and geographical representation for the evaluation.
- ▢ **Major limitations of the methodology** should be identified and openly discussed as to their implications for evaluation, as well as steps taken to mitigate those limitations.

10. **Data analysis.** The report should describe the procedures used to analyse the data collected to answer the evaluation questions. It should detail the various steps and stages of analysis that were carried out, including the steps to confirm the accuracy of data and the results for different stakeholder groups (men and women, different social groups, etc.). The report also should discuss the appropriateness of the analyses to the evaluation questions. Potential weaknesses in the data analysis and gaps or limitations of the data should be discussed, including their possible influence on the way findings may be interpreted and conclusions drawn.

11. **Findings** should be presented as statements of fact that are based on analysis of the data. They should be structured around the evaluation questions so that report users can readily make the connection between what was asked and what was found. Variances between planned and actual results should be explained, as well as factors affecting the achievement of intended results. Assumptions or risks in the project or programme design that subsequently affected implementation should be discussed. Findings should reflect a gender analysis and cross-cutting issue questions.

12. **Conclusions** should be comprehensive and balanced and highlight the strengths, weaknesses and outcomes of the intervention. They should be well substantiated by the evidence and logically connected to evaluation findings. They should respond to key evaluation questions and provide insights into the identification of and/or solutions to

important problems or issues pertinent to the decision-making of intended users, including issues in relation to gender equality and women's empowerment

13. **Recommendations.** The report should provide practical, actionable and feasible recommendations directed to the intended users of the report about what actions to take or decisions to make. Recommendations should be reasonable in number. The recommendations should be specifically supported by the evidence and linked to the findings and conclusions around key questions addressed by the evaluation. They should address sustainability of the initiative and comment on the adequacy of the project exit strategy, if applicable. Recommendations should also provide specific advice for future or similar projects or programming. Recommendations should also address any gender equality and women's empowerment issues and priorities for action to improve these aspects.

14. **Lessons learned.** As appropriate and/or if requested by the TOR, the report should include discussion of lessons learned from the evaluation, that is, new knowledge gained from the particular circumstance (intervention, context outcomes, even about evaluation methods) that are applicable to a similar context. Lessons should be concise and based on specific evidence presented in the report.

15. **Report annexes.** Suggested annexes should include the following to provide the report user with supplemental background and methodological details that enhance the credibility of the report:
    - TOR for the evaluation.
    - Additional methodology-related documentation, such as the evaluation matrix and data-collection instruments (questionnaires, interview guides, observation protocols, etc.) as appropriate.
    - List of individuals or groups interviewed or consulted, and sites visited. This can be omitted in the interest of confidentiality if agreed by the evaluation team and UNDP.
    - List of supporting documents reviewed.
    - Project or programme results model or results framework.
    - Summary tables of findings, such as tables displaying progress towards outputs, targets and goals relative to established indicators.
    - Code of conduct signed by evaluators.

Annex 5. Interview Guide (for Provinces)

1. Evaluator Introduction

1.1. Presentation of Evaluator

1.2. Presentation of Evaluation purpose, objectives, scope

1.3. Ethical considerations: disclosure of impartiality, independence and anonymity

1.4. Request for permission to record

2. Respondent information

2.1. Brief introduction by the respondents

2.2. Brief recount of involvement with the project (duration, occupation, charge)

3. Testing awareness of the Project

3.1. How familiar are you with the objectives and activities of the Project?

3.2. If not, why?

4. Awareness/Involvement/ Synergies in the Project

4.1 How is the province involved in and contributing to the objectives of the project?

4.2 How is the organization/office/province providing support and benefitting from the project?

4.3 Were there synergies with other similar initiatives? What are the benefits of such synergies? Were there challenges?

4.4 What are your recommendation to improve synergies.

5. Project Overview/Relevance

5.1 Was the project able to contribute significantly to the implementation of CMGP?

5.2 What lessons from the previous projects were considered and applied in the current project?

5.3 What are the advantages of partnering with UNDP, DILG and GHUBS in terms of strengthening the implementation of the *Roads2SDGs* project?

5.4. How do you see this partnership in the next years to come?

5.5 What are the SDGs that were advanced by the project?

6. Effectiveness

6.1 Has the project been effective in achieving planned results? Producing timely deliverables?

6.2 Has the project been innovative and produced innovative interventions/outputs?

6.3 What capability-building efforts has the LGU achieved to guarantee the agency's objective of maintaining local roads in good condition?

7. Efficiency

7. 1 Has the following been sufficient resources to achieve the results and produce deliverables?

    7.1.1 financial resources

     7.1.2 human and technical resources

     7.1.3 operational and logistical arrangements

     7.1.4 M&E mechanisms and tools

7.2 Have there been challenges in terms of timely delivery of the results? delays?

7.3 How is the monitoring framework used to inform project decisions during implementation?

8. Potential Impact and Sustainability
8.1 Are there any existing financial and economic resources available to sustain the benefits achieved by the project?
8.2. How do the project ensure that stakeholders support the project's long-term objectives?
8.3. What existing mechanisms, procedures, and policies allow primary stakeholders to carry forward the results attained on governance reforms, gender equality, empowerment of women, human rights, and human development?
8.4. What are the ways to strengthen exit strategies and sustainability?
8.5 Did the project address long-terms issues like gender equality? Interests and needs of vulnerable groups? Environment? SDGs? How?

9. Lessons Learned
9.1 What have been the most important lessons learned to date which the province can use with other projects for the regions/communities?
9.2 Was the project able to instill lessons on good governance, capability-building, and community involvement? How?
9.3 What has/have been the projects' major strengths? Weaknesses?

10. Partnership and Resource Mobilization
10.1 Has the project been successful in forging strategic partnerships?
10.2 Has there been new agreements, commitments with new partners?
10.3 Have there been new financial commitments expressed?
10.4 Have there been challenges with the existing partnerships?

11. Knowledge and Innovation
11.1 Is the project contributing to generating knowledge and innovative practices? Cite specific examples
11.2 Are the project knowledge products relevant and of quality?

12. Project Management and Governance
12.1 Has the governance structure been adequate and effective?
12.2 Have the coordination arrangements been adequate and effective?
12.3 Has the inter-institutional communication been adequate and effective?
12.4 Have there been key management/operational/governance/communication challenges? Strengths?

13. Communication and Visibility
13.1 Has the project advanced the implementation of its Communication Strategy?
13.2 Has the project achieved visibility among stakeholders and beneficiaries?
13.3 Could you provide examples/stories?

14. Recommendations and Other Comments

14.1 What are your overall recommendations for future projects? (related to the Province specifically or in road governance challenges in general?)
14.2 Would you like to add your observations and/or suggestions?

Annex 6. List of Key Documents Reviewed

NO.	Type	Title	Remarks
1	Annual Progress Report/Annual Project Quality Assurance Assessments, etc	Annual Progress Report 2018	
		Annual Progress Report 2019	
2	Annual Work Plans including Revised/Restated AWPs	Annual Work Plan 2018	
		Work Plan 2019-2020	
		2020 Annual Work Plan	
3	Magazines	*Roads2SDGs* Magazine Issue 1	
		Roads2SDGs Magazine Issue 2	
		Roads2SDGs Magazine Issue 3	
4	Manual/Guidelines Developed	Assessment Tool on the Gender Responsiveness of Road Infrastructures and Related Facilities	
		Road Projects Quality Management Manual for Local Government Units	
		Capacity Assessment of LGU Engineering Offices on Contract Management/Construction Supervision	
		Conducting the SDG Laboratory Workshop	
		Guidelines for the Formulation, Roll-Out and Implementation of the Provincial Governance Reform Road Map (PGRR) in Twenty (20) Pilot Provinces	
		LGU Procurement Guide	
		Local Road Asset Management Manual	
		Local Governance Diagnostic Toolkit	
		Memorandum Circular 2020 - 119 Guidelines on the Enhancement of the Local Roads Network Development Plan (LRNDP)	
		Road and Bridges Information System (RBIS) User's Manual	
		DILG-DBM JMC No. 2017 - 2 Guidelines for the Implementation of the Conditional Matching Grant to Provinces for Road Repair, Rehabilitation, and Improvement (CMGP) For FY 2017 and Thereafter	
5	Project Stakeholders	GHUBS Directory	
		DILG-CMGP National / Region / Province / PLGU	
6	Quarterly Reports	2019 First Quarter Progress Report	
		2019 Second Quarter Progress Report	

		2019 Third Quarter Progress Report	
		2020 First Quarter Progress Report	
		2020 Second Quarter Progress Report	
		2020 Third Quarter Progress Report	
		Roads2SDGs Project Brief	
		Project Document and Cost Sharing Agreement for CMGP	
		Project Document Amendment and Project Extension	
		Overview and Updates on Project Board	
		Project Document Amendment *Roads2SDGs*	
		Log Frame	
		List and contact details for project staff, key project stakeholders, including Project Boards, and other partners to be consulted	
		Project sites, highlighting suggested visits	
		Midterm evaluation (MTE) and other relevant evaluations and assessments if there are	
		Project budget, broken out by outcomes and outputs	
		Project tracking tool	
		Financial Data	
		Other project communications materials, i.e. press releases, brochures, documentaries, etc	
7	Supplementary Documents	Development Assistance Framework (UNDAF))	
		Country Programme Document (CPD)	
		Country Programme Action Plan (CPAP)	

SECTIONS OF THE EVALUATION	RESPONSE
1. Relevance	
a. In your current professional activity, how relevant is the *Roads2SDGs* project?	100 % of the respondents answered relevant.
b. Based on your past or current experience, how would you assess the relevance of the *Roads2SDGs* project in the Agenda 2030?	100 % of the respondents answered relevant.
c. To what extent does the project contribute to the theory of change for the relevant country programme outcome?	45% answered to very great extent. 45% answered to large extent. 9% answered to some extent.
d. To what extent were lessons learned from other relevant projects considered in the project's design?	45% answered to very great extent. 45% answered to large extent. 9% answered to some extent.
e. To what extent does the project contribute to gender equality, empowerment of women and to the human rights-based approach?	18% answered to very great extent. 64% answered to large extent. 18% answered to some extent.
f. To what extent has the Road2SDGs project adopted relevant context-sensitive approach in its implementation?	36% answered to very great extent. 45% answered to large extent. 18% answered to some extent.
g. To what extend has the road project been relevant to the economic well-being and other development purposes for which they were intended?	73% answered to very great extent. 27% answered to large extent.
3. Effectiveness	
a. To what extent did the project contribute to the country programme outcomes and outputs, the SDGs, the UNDP Strategic Plan and national development priorities?	64% answered to very great extent. 36% answered to large extent.
b. To what extent the project outputs were achieved?	9% answered to very great extent. 91% answered to large extent.

c.	To what extent have stakeholders been involved in project implementation?	27% answered to very great extent. 64% answered to large extent. 9% answered to some extent.
d.	To what extent has the project contributed to gender equality, the empowerment of women and realization of human rights?	18% answered to very great extent. 73% answered to large extent. 9% answered to some extent.
2. Efficiency		
a.	To what extent was the project management structure as outlined in the project document efficient in generating the expected results?	27% answered to very great extent. 73% answered to large extent.
b.	How satisfactory were the selected implementation modalities (i.e., direct implementation, engagement of implementing partners) to implement the Project?	18% Answered Highly Satisfactory (HS): no shortcomings. 82% Answered Satisfactory (S): minor shortcomings.
c.	How satisfactory were the project coordination and responsiveness mechanisms including between the implementing agencies, with the Project Board, with the Government and with other project stakeholders/beneficiaries?	43% Answered Highly Satisfactory (HS): no shortcomings. 29% Answered Satisfactory (S): minor shortcomings. 29% Answered Moderately Satisfactory (MS)
d.	How satisfactory did the project complement any other initiatives existing in the same area and what efforts did the project make to identify such initiatives and strengthen synergies?	9% Answered Highly Satisfactory (HS): no shortcomings. 82% Answered Satisfactory (S): minor shortcomings. 9% Answered Moderately Satisfactory (MS)
e.	To what extent have resources been used efficiently? Have activities supporting the strategy been cost-effective?	18% Answered to very great extent. 82% Answered to large extent.
f.	To what extent have the project funds and activities been delivered in a timely manner?	9% Answered to very great extent. 91% Answered to large extent.
g.	How effective were the project's monitoring and evaluation mechanisms?	27% Answered Highly Satisfactory (HS): no shortcomings. 73% Answered Satisfactory (S): minor shortcomings.
h.	How well did the project measure and respond to risk during design and implementation?	9% Answered Highly Satisfactory (HS): no shortcomings. 91% Answered Satisfactory (S): minor shortcomings.

4. Sustainability	
a. How likely are the outcomes, or the progress achieved, to endure beyond the duration of the project?	18% Answered Likely (L): negligible risks to sustainability. 82% Moderately Likely (ML): moderate risks
b. How likely are the outputs and results of the Project to be sustained?	18% Answered Likely (L): negligible risks to sustainability. 82% Answered Moderately Likely (ML): moderate risks
c. How likely be the financial and economic resources be available to sustain the benefits achieved by the project?	18% Answered Likely (L): negligible risks to sustainability. 64% Answered Moderately Likely (ML): moderate risks 18% Answered Moderately Unlikely (MU): significant risks.
d. How likely will stakeholders support the project's long-term objectives?	36% Answered Likely (L): negligible risks to sustainability. 55% Answered Moderately Likely (ML): moderate risks. 9% Answered Moderately Unlikely (MU): significant risks.
e. How likely do mechanisms, procedures, and policies exist to allow primary stakeholders to carry forward the results attained on governance reforms, gender equality, empowerment of women, human rights, and human development?	36% Answered Likely (L): negligible risks to sustainability. 36% Answered Moderately Likely (ML): moderate risks. 27% Answered Moderately Unlikely (MU): significant risks.
f. How likely could exit strategies and sustainability be employed?	27% Answered Likely (L): negligible risks to sustainability. 73% Answered Moderately Likely (ML): moderate risks.
5. Monitoring	
To which extent did the project build and maintain a monitoring framework as a mechanism of accountability and a learning tool for ongoing and	45% Answered to very great extent. 55% Answered to large extent.

future programming?	
6. Crosscutting	
a. To what extent does the project address pertinent cross-cutting issues under the SDGs?	18% Answered to very great extent. 64% Answered to large extent. 18% Answered to some extent.
b. To what extent has the road project development solutions in harmony with community goals and natural environments and meets more than just transportation objectives?	36% Answered to very great extent. 64% Answered to large extent.
7. Knowledge and Innovation	
a. To what extent has the project contributing to generating knowledge and innovative practices?	36% Answered to very great extent. 64% Answered to large extent

Annex 8. Audit Trail

Author and Date of Submission	Comment/ feedback on the draft report	Evaluator response and actions taken
TE_MFCarag 08/15/2021	UNDP Feedback	All comments taken and acted upon
TE MFCarag 09/30/2021	ERG and UNDP Feedback	All comments taken and acted upon as required
TE MFCArag 10/11/2021	Minor comments on format and contents	All comments taken and acted upon as required
TE MFCarag 10/13/2021	Report returned for formatting and editing	Edited and reformatted as needed
TE MFCarag 10/20/2021	Report returned for minor comments on formatting and additional information required	Edited and reformatted as needed