UNDP Country Programme Document (CPD) For The Philippines (2019-2023)

Mid-Term Review
Report

Time Frame of the Review:

1 January 2019-31 December 2021

Date : 2 May 2022

Evaluation Team

Team Leader: Jose Ramon G. Albert, Ph.D.

Team Members:

Marlene D. Tablizo

Frances Michelle C. Nubla

Sebastian V. Aenlle

Mary Grace N. Chung

Imelda H. Corros

Revised (Final) Draft

Programme Information	
Programme Title	UNDP Philippines Country Programme Document (CPD) 2019-2023
Atlas ID	Not applicable
Corporate outcome and output	**OUTCOME 1: By 2023, the most marginalized, vulnerable, and at risk people and groups benefit from inclusive and quality social and economic services and live in a supportive environment wherein their nutrition, food security, and health are ensured/protected.** Output 1.1. Government capacities enhanced to utilize resources and track progress against the Sustainable Development Goals. Output 1.2. Public financial management strengthened for efficient and effective execution of budgets allocated for the delivery of basic services. Output 1.3. Existing platforms for citizen engagement strengthened to build strong local constituencies for democracy and governance reforms. **OUTCOME 2: By 2023, national and local government and key stakeholders ensure that urbanization, economic growth, and climate change actions are converging for a resilient, sustainable and equitable development path of communities.** Output 2.1. Climate-sensitivity models and hazard maps developed and applied to help NGAs and LGUs better understand and plan for the extent, scope, and distribution of medium and long-term risks. Output 2.2. Enabling policies, private sector engagement, monitoring, reporting and verification systems strengthened to help the country meet its commitments to the Paris Climate Agreement. Output 2.3. Partnerships strengthened and economic models introduced to reduce biodiversity degradation from unsustainable practices and climate impact. **OUTCOME 3: By 2023, national and local governments and key stakeholders recognize and share a common understanding of the diverse cultural history, identity and inequalities of areas affected by conflict, enabling the establishment of inclusive and responsive governance systems and accelerating sustainable and equitable development for just and lasting peace in conflict affected areas in Mindanao.** Output 3.1. Effective participation of former combatants in local governance, public administration, and political processes supported to secure lasting peace. Output 3.2. Platforms for transitional justice and community security established and operationalized to respond to the deep sense of marginalization. Output 3.3. UNDP-assisted combatants and conflict-affected communities provided with incentives and capabilities to become productive members of society in times of peace.
Country	Philippines
Region	Asia and the Pacific
Date UN Partnership	21 November 2018

Framework for Sustainable Development signed		
CPD dates	**Start**	**Planned End**
	1 January 2019	31 December 2023
Total budget for 2019-2021	USD 95.21 million	
Total delivery for 2019-2021	USD 59.06 million	
Funding source	Regular and Other Resources	
Implementing party	GPH and UNDP CO	

Evaluation Information		
Evaluation Type	Country Programme	
Final/Midterm/Other	Mid-Term Review	
Period Under Evaluation	**Start**	**End**
	1 January 2019	31 December 2021
Evaluators	Team Leader: Jose Ramon G. Albert, Ph.D. Team Members: Marlene D. Tablizo; Frances Michelle C. Nubla; Sebastian V. Aenile; Mary Grace N. Chung; Imelda H. Corros	
Evaluators' email addresses	jrgalbert@gmail.com marl_dt726@yahoo.ca ; francesmichellecianonubla@gmail.com ; svaenlle@kpmg.com; mnchung@kpmg.com ; icorros@kpmg.com	
Evaluation Dates	**Start**	**Completion**
	25 November 2021	2 May 2022

Table of Contents

Abbreviations

ADB	Asian Development Bank
AP	Attribution Problem
APR	Annual Progress Report
ARG	ARMM Regional Government
ARMM	Autonomous Region in Muslim Mindanao
ASEAN	Association of Southeast Asian Nations
BARMM	Bangsamoro Autonomous Region in Muslim Mindanao
BD	Biodiversity
BOL	Bangsamoro Organic Law
BPO	Business Process Outsourcing
BSP	*Bangko Sentral* ng *Pilipinas*
BTA	Bangsamoro Transition Authority
BUB	Bottom Up Budgeting Project
BUR	Budget Utilization Rate
CAB	Comprehensive Agreement on Bangsamoro
CAPT	Climate Action Programme Team
CAR	Cordillera Administrative Region
CCI	Consumer Confidence Index
CHR	Commission on Human Rights
CO	Country Office
COVID-19	Coronavirus Disease
CPD	Country Programme Document
CPI	Consumer Price Index
CRS	Civil Registration System
CSOs	Civil Society Organization
D&I	Design and Implementation
DAC	Development Assistance Committee
DBM	Department of Budget and Management
DENR	Department for Environment and Natural Resources
DFAT	Department of Foreign Affairs and Trade
DICT	Department of Information and Communications Technology
DILG	Department of Interior and Local Government
DIM	Directly Implemented
DOH	Department of Health
DP	Development Partner
DPC	Direct Project Costs
DPO	Data Protection Officer
DQAF	Data Quality Assessment Framework
DRRM	Disaster Risk Reduction and Management
DTI	Department of Trade and Industry
EFs	Engagement Facilities
FASPS	Foreign Assisted and Special Projects Service
FGD	Focus Group Discussion
FOI	Freedom of Information
GDP	Gross Domestic Product

GEF	Global Environment Facility
GESI	Gender Equality and Social Inclusion
GHG	Greenhouse Gas
GIDAs	Geographically Isolated and Disadvantaged Areas
GMV	Gross Merchandise Value
GPH	Government of the Philippines
HAs	Hectares
HLPF	High-Level Political Forum on Sustainable Development
I&P	Institutions and Partnerships
IAT	Impact Advisory Team
IC	Independent Contractor
ICT	Information and Communications Technology
IDP	Internally Displaced Person
ILO	International Labor Organization
IMF	International Monetary Fund
IP	Indigenous People
IT	Information Technology
JP	Joint Programme
JPST	Joint Peace and Security Team
JP INFF	Joint SDG Fund Joint Programme on Integrated National Financing Framework
KIIs	Key Informant Interview
KPI	Key Performance Indicator
LeAPS	Localizing e-Governance for Accelerated Provision of Services
LGBTQIA+	Lesbian, Gay, Bisexual, Transgender, Questioning, Intersex, Asexual/Aromantic/Agender, and other gender variants
LFS	Labor Force Survey
LGU	Local Government Unit
LNOB	Leave No One Behind
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MILF	Moro Islamic Liberation Front
MILG	Ministry of the Interior and Local Government
MPI	Multidimensional Poverty Index
MSME	Micro, Small and Medium Enterprise
MTIT	Ministry of Trade, Industry and Tourism
MTR	Mid-Term Review
NCR	National Capital Region
NDC	Nationally Determined Contribution
NDRRMC	National Disaster Risk Reduction and Management Council
NEA	National Electrification Administration
NEDA	National and Economic Development Authority
NEP	National Evaluation Portal
NEPF	National Evaluation Policy Framework
NGA	National Government Agency
NICTHS	National ICT Household Survey
NIM	Nationally Implemented
OECD	Organisation for Economic Co-operation and Development

PA	Protected Area
PDP	Philippine Development Plan
PFSD	Partnership Framework for Sustainable Development
PIDS	Philippine Institute for Development Studies
POCOMAS	Portfolio Country Office Management Solution
PPE	Personal Protective Equipment
PPMS	Programs and Project Monitoring System
PPP	Purchasing Power Parity
PREMS	Philippine Renewable Energy Management System
PSA	Philippine Statistics Authority
PSEA	Preventing Sexual Exploitation Abuse
PSRTI	Philippine Statistical Research and Training Institute
QPR	Quarterly Progress Report
RC	Resident Coordinator
RCO	Resident Coordinator Office
SB	Senate Bill
SDG	Sustainable Development Goal
SE	Social Enterprise
SPEF	Socioeconomic and Peacebuilding Framework
SHIELD	Strengthening Institutions and Empowering Localities against Disasters and Climate Change
SIKAP	Synergizing Recovery Initiatives, Knowledge, and Adaptation Practices
SMARTSeas	Strengthening Marine Protected Areas to Conserve Marine Key Biodiversity Areas in the Philippines
SP	Strategic Plan
TOR	Terms of Reference
UN	United Nations
UNCT	United Nations Country Team
UNDP	United Nations Development Program
UNEG	United Nations Evaluations Group
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations International Children's Emergency Fund
UNIDO	United Nations Industrial Development Organization
UN RCO	UN Resident Coordinator's Office
VNR	Voluntary National Review
WOG	Whole of Government

EXECUTIVE SUMMARY

In 2018, the United Nations Development Programme (UNDP) Executive Board approved the Country Programme Document (CPD) for the Philippines 2019-2023. Since 2021 is the mid-point of the CPD 2019-2023 implementation, the UNDP Philippine Country Office (CO) called for a Mid-Term Review (MTR) of the CPD. The CO selected KPMG as a third party to conduct the MTR.

The CPD 2019-2023 is aligned with the Philippine Development Plan (PDP) 2017-2022, the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs), the Partnership Framework for Sustainable Development (PFSD) 2019-2023, the UNDP Strategic Plan (SP) 2018-2021, as well as the long-term aspirations of Filipinos articulated in **Ambisyon Natin 2040**. The UNDP makes use of the CPD to support the government and people of the Philippines through three key intended outcomes: (Outcome 1) strengthening institutions and government effectiveness for delivering inclusive and quality basic services; (Outcome 2) supporting resilience building, achievement of Nationally Determined Contribution (NDC) and biodiversity strategy targets and results; and (Outcome 3) assisting the Philippines in securing peace in areas with long standing conflicts. From 2019 to 2021, the Country Programme has executed a portfolio of 64 projects, with a budget of USD 95.2 million, and delivery of USD 59.1 million and thus yielded a budget utilization rate of 62.0%.

The overall objective of the review is to assess the Country Programme, in terms of its relevance, effectiveness, efficiency, and sustainability of strategies in the wake of development priorities amid the changes in the socio-economic landscape and in the United Nations (UN). The changing socio-economic realities have been emerging especially from the impacts of the Fourth Industrial Revolution, the COVID-19 pandemic, the Mandanas-Garcia Ruling, the May 2022 elections, the changes in the donor landscape and the reforms within the UN. The MTR is expected also to provide inputs into the design of the next CPD. The primary audience of this MTR is the UNDP CO, the Government of the Philippines (GPH), UNDP implementing partners, the UN Country Team (UNCT), and the development community.

The MTR methodology used a mixed-methods approach, comprising (i) an analysis of all relevant programme documentation shared by UNDP with the KPMG MTR Team, aside from (ii) the collection and examination of new primary data. The latter include an online survey of 112 UNDP project partners conducted last December 2021, together with 10 Key Informant Interviews (KII) and 5 Focus Group Discussions (FGDs). The FGDs/KIIs, conducted via Video Conferencing App from December 2021 to January 2022, just like the online survey, used instruments to ensure consistency and comparability of information collected. The KIIs and FGDs involved a total of 47 participants representing the national government and local governments, Civil Society Organizations, project grantees and the UNDP. The KPMG maintained quality control over new primary data collection, as well as data analysis of both

primary and secondary data. The use of a digital means for primary data collection implied limitations, as many project beneficiaries were not interviewed despite efforts to do so. The introduction of new primary data, however, brought additional evidence to the review of secondary data. KII/FGD facilitators were trained with the data collection instruments to minimize interviewer variance. Further, regular meetings of the KPMG Evaluation Team and e-mail clarifications with UNDP staff provided a means of quality assurance of evidence gathered. This MTR report and a preliminary draft were subjected to the KPMG's internal quality assurance mechanisms to check factual errors and omissions. To also maintain quality standards and assurance, the emerging findings in the MTR were presented to the UNDP Philippine CO management committee for feedback, and an initial draft report was disseminated to the MTR Evaluation Reference Group for their review and feedback.

RELEVANCE.

The CPD is thematically relevant to country needs and priorities, as articulated in the PDP and SDGs. More than half of (44) projects examined contribute to at least one of the SDGs. As regards the Country Programme, 12 out of 19 project outputs have been attained and even surpassed relative to targets, though some outputs are likely not going to be attained even with catchup work. Interviewees also suggest that the goals and designs of UNDP projects are demand-driven. In consultation with the GPH and national and international development partners (DPs), the 2019-2023 CPD was formulated before the pandemic. At that time, the country showed stellar trends in its socio-economic performance and was making headway in reducing poverty and income inequality. The COVID-19 pandemic changed such trends with economic growth entering negative territory in 2020 for the first time since 1999 and pre-COVID-19 gains in poverty reduction reversed. Several cross-country assessments of climate and disaster risk have named the Philippines among countries most affected by extreme weather events and other natural disasters. While the GPH has formulated strong climate policies, as well as developed plans for reducing and managing disaster risks. transformative progress in climate resilience and disaster risk reduction and management (DRRM) remains limited. The pandemic has magnified climate and disaster vulnerabilities. The country also faces challenges in addressing long-standing conflicts that threaten development, especially in Mindanao. The Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) has inadequate access to basic services, with the poor and vulnerable often unable to exercise their rights to services.

The Country Programme has been remarkably agile, with adjustments aligned with the UNDP SP 2022-2025 and having been made in response to devastating impact of the pandemic in the country's health and economy, and aligned to the UN Socioeconomic and Peacebuilding Framework (SEPF) for COVID-19 Recovery in the Philippines. The UNDP also provides meaningful data/policy support to the GPH, and it has mainstreamed innovation in its projects. The CPD has, however, been overly ambitious as it is based on an optimistic assumption of being able to mobilize needed resources, but the donor landscape has been constrained especially amid the pandemic. Resources for

the CPD from the private sector in the Philippines have also been minimal, even before the onset of COVID-19. In the next CPD (and even already starting 2022 under the current CPD), UNDP could focus in the social sector more explicitly, supporting digitalization of health, education and social protection systems, say with the development and implementation of a data quality assessment framework and support for future skills development among teachers and informal sector workers, and in communicating its development work better for sustained resources.

EFFECTIVENESS.

The UNDP, together with the GPH and the entire development community, has contributed to the development objectives of the country, including positive outcomes on the SDGs. While overall poverty increased in the country amid the pandemic, the poverty rate in BARMM decreased by 17.4 percentage points from 63.2% (in the first semester of 2018) to 45.8% (compared to the first half of 2021). Thus, 583 thousand people were lifted out of poverty in BARMM, clearly a result of improved governance that the UNDP has assisted in.

The UNDP also has a high level of trust and respect for its work. About 17 in 20 project implementers agree that the Country Programme is effective in improving access to quality basic services for all (93 percent), in supporting the transition to climate-resilient development (85 percent), and assisting the peace process (89 percent).

The review notes that the CPD outcome indicators are not systematically monitored, though some data for these can be sourced which suggest some improved outcomes, though other indicators show regressions. Proxy indicators, such as indicators on the SDGs as well as on project outputs and on project contributions to CPD outcome indicators, also point to mixed results. Twelve (12) out of 19 project outputs have been attained and even surpassed relative to targets, though 4 project outputs are likely not going to be attained even with catchup work. Some partners suggest that the Country Programme is not very impactful given limited resources which are spread thin. They mention the lack of effectiveness of the Free Wi-Fi project (which faced implementation deficits), and the Bottom Up Budgeting (BUB) Project which was not institutionalized by local governments. Goals and targets of projects have been ambitious and did not fully account for risks (and limited resources). Though UNDP processes are viewed with trust, the timeliness of some internal processes are bottlenecks to effectiveness. Results on capacity development and other project outcomes are also not immediate. More steps are also needed to make risk monitoring and assessment of projects more purposeful.

EFFICIENCY.

UNDP staff admit that efficiency varies considerably across projects especially given the staff complement that is not sufficient for UNDP to deliver on its commitments. Project operational costs include costs for UNDP systems and processes such as General Management Support Fees and Direct Project Costs (DPCs). Although these costs are transparently discussed with funding partners

and government partners, policies on DPCs need regular review to optimally allocate program budgets While corporate requirements ensure that processes are above board, internal processes could be speeded up for more timely responses. Delivery across the years, whether on absolute terms or relative to budget, worsened amid COVID, though even prior to the pandemic (in 2019), delivery was still at 67.9% of the budget. While BURs don't give a full picture of efficiency, but it gives warning signals. A list of On-going Projects with BURs less than 50% at any year consists of 14 projects. The pandemic affected resources and implementation of project activities. Among 19 projects that experience implementation delays, as many fourteen (14) reported the pandemic-related reasons to have caused delays in project activities.

SUSTAINABILITY.

Among the four criteria examined in the MTR, sustainability has the least confidence among partners, with only 71% of partners consider their projects to be sustainable (whereas the ratings for other criteria are in the 90 percent level). Sustainability of projects can be improved although half (50%) of projects examined, most prominently for Outcome 1 (being largely government financed) and least prominently for Outcome 3 projects, have reported establishing, or putting in place sustainability mechanisms. To ensure that projects are sustainable, there should be ownership (i.e. buy-in) of institutions (and leaders and stakeholders), as well as guaranteed financing of activities. While partners are engaged in design and implementation (D&I) of projects, but this engagement is not enough. Sustainability standards must be identified, with regular feedback on sustainability strategies. Mechanisms should be in place for learning lessons, particularly from long term monitoring and evaluation (M&E). Communication with partners is key. The more ownership obtained from the partner institutions in the sustainability effort, the harder they will work to make it a success and to institutionalize either project activities or the entire project. Further, capacities of institutions to continue the work is crucial, but capacity development has been challenging, especially in the wake of COVID-19. Resources have not been plentiful nor "guaranteed"; so, sustained financing of project activities is a persisting challenge.

CROSS-CUTTING ISSUES.

UNDP is viewed as a strong champion of human rights as well as gender equality and social inclusion (GESI). Nearly all (97%) partners agree that the D&I of the UNDP projects they are implementing are supportive of GESI, and in particular, ensuring equal participation of people from vulnerable sectors. Some projects report on whether or not they target vulnerable populations as beneficiaries. As much as two fifths (40%) of UNDP projects involve civic and youth engagements. While there is a lot of respect for UNDP's advocacy for gender equality, but there is no available data on whether gender equality is part of targeting beneficiaries.

As regards innovation, UNDP actively promotes mainstreaming of innovation, and supporting policies in developing the innovation ecosystem. Out of 44 projects examined, about half (21) made use of innovative approaches, notably

mobile-based feedback mechanisms, and new data sources (including big data).

A major strength of the Country Programme is partnerships with LGUs, National Government Agencies (NGAs) and with DPs, especially within the UNCT. Coordination within the UNCT could still be strengthened to make their work more impactful. The KPMG team tried to look into the some reforms in the UN system, particularly the newly formed Resident Coordinator Office (RCO) but could not find strong evidence of the impact of this UN reform to the UNDP Country Programme.

KEY LESSONS LEARNED AND RECOMMENDATIONS.

Despite the pandemic, the UNDP CO of the Philippines has done considerable and commendable work managing its portfolio with some substantial results, including knowledge and research products. Project partners view the Country Programme very favorably. CPD D&I should be based on better risk assessment and analysis of the resource landscape, anticipated challenges, unintended consequences, and the capacity to deliver and sustain outcomes. Partnerships with local and national government institutions has been strong, but other partnerships (especially with the private sector) need to be developed and harnessed. The communication strategies, monitoring and evaluation, resource mobilization and internal processes (particularly procurement of big ticket items and processes during disasters) should be improved. A set of seven recommendations are suggested to improve relevance, efficiency sustainability and to strengthen development effectiveness of the Country Programme.

Mid-Term Review (MTR) Report of Country Programme Document (CPD) for the Philippines (2019-2023)

1. INTRODUCTION

1. **The United Nations Development Programme (UNDP) Country Programme Document (CPD) for the Philippines for 2019-2023, is at the mid-point of its implementation; thus, a Mid-Term Review (MTR) of the CPD is in order**. The overall objective of the CPD MTR is to assess the progress in achieving the results of the Country Programme, its relevance, effectiveness, efficiency, and sustainability of strategies in the wake of current and emerging development priorities resulting from conditions and dynamics in the socio-economic landscape and in the UN. As stated in the Terms of Reference (TOR) for the conduct of the MTR (see **Annex A**), the CPD MTR should "assess the achievements and progress made of the CPD against planned results as well as assess challenges and lessons learnt over the three years of CPD implementation against the programme theory of change." The specific aims for conducting the review (see Annex A) are:

    - "to take stock of achievements, progress, and challenges of the CPD, …
    - to inform management's course corrections, as warranted, and adaptive approaches to ensure the CPD makes the intended impact and contributes to the overall development results at the country level … (and)
    - to assess the contribution of the CPD to the achievement of development outcomes, the strategic alignment of UNDP programming with the country needs, operational risks especially following the outbreak of the COVID-19 which has led to emergence of new priorities, as well as the level of ambition of the original estimates around the CPD funding requirements".

The UNDP Philippine Country Office (CO)[1] selected KPMG as a third party to undertake the review. The 2019-2023 CPD serves as the cooperation framework between the UNDP and the Government of the Philippines (GPH). As such, the 2019-2023 CPD guides the UNDP Country Programme to support the achievement of the Philippine Development Plan (PDP) and

---

[1] The UNDP Philippine CO is a part of the United Nations Country Team (UNCT) in the Philippines. It is one of eleven resident funds, programmes, and specialized agencies, six project offices, and three secretariat offices of the UN System in the Philippines.

the Agenda 2030 for Sustainable Development and the Sustainable Development Goals (SDGs).

2. **The review is expected to take stock of the progress, challenges and opportunities in the design and implementation (D&I) of the County Program in the period 2019 to 2021, to look into whether the CPD makes the intended contribution to Philippine development outcomes, and to suggest course corrections, if warranted., especially on account of emerging realities.** According to the Evaluation Guidelines of UNDP (2019),

> "An evaluation is an assessment, conducted as systematically and impartially as possible, of an activity, project, programme, strategy, policy, topic, theme, sector, operational area or institutional performance. It analyses the level of achievement of both expected and unexpected results by examining the results chain, processes, contextual factors and causality using appropriate criteria such as relevance, effectiveness, efficiency, impact and sustainability. An evaluation should provide credible, useful, evidence-based information that enables the timely incorporation of its findings, recommendations and lessons into the decision-making processes of organizations and stakeholders."

3. **The emerging realities are a result largely of the impacts of a number of megatrends as well as systemic shocks to the country's development path, aside from the conditions in the development community.** These megatrends and systemic shocks include the Fourth Industrial Revolution, the novel coronavirus (COVID-19) pandemic, the Mandanas-Garcia Ruling, the May 2022 national and local elections, the changes in the donor landscape and the reforms within the UN. During the formulation of the CPD, the Philippines was preparing to move up to an upper middle-income country given its growth trajectory. Further, it also was retrofitting as a response to the increasing use of frontier technologies of the Fourth Industrial Revolution that have been reshaping production and consumption, disrupting business models, and changing the nature of work (Dadios *et al*. 2018; ADB 2018; World Bank 2019). However, the Philippines suffered from the devastating impacts of the novel coronavirus (COVID-19) pandemic in the country's health and economy (Abrigo *et al*. 2020). Local government units (LGUs) are also set to be given bigger revenue allotments as a result of the landmark Supreme Court Mandanas-Garcia ruling[2] (Manasan 2020). In May 2022, Filipinos are voting for a new set of national and local leaders[3] who are expected to usher new policy directions and initiatives. The pandemic has had repercussions not only to health and economies of

---

[2] As pointed out by Manasan (2020), in April 10, 2019, the Supreme Court ruled with finality on the motions for reconsideration of its initial decision promulgated in July 3, 2018 on the petitions filed by separately by Batangas Governor Hermilando Mandanas *et al*. and former Bataan Governor Enrique Garcia regarding what the petitioners perceived to be errors in the computation of the Internal Revenue Allotment (IRA), or the share of LGUs in national internal revenue taxes (NIRTs), as mandated under Section 284 of the 1991 Local Government Code. As a result, the IRA of LGUs in 2022 will increase by P225.3 billion relative to what it would have been prior to promulgation of the Mandanas-Garcia ruling to reach PhP 1,102.7 billion".

[3] Each Filipino is voting for (a) the main leaders of the Executive Branch of government, i.e. a President and Vice-President; (b) half of the members of the Senate (i.e., 12 Senators), (c) a Representative in the locale of his/her residence for the Lower House of the legislature; and, (d) the chief executives and legislators at their locale.

countries but also to the priorities of the development community. Further, in response to the approval by the UN General Assembly in May 2018 of changes for "repositioning" the UN development system, including transitioning of UNCTs in working together with the UN Resident Coordinator (RC) system delinked from UNDP. Previously, the role of the RC has been combined with that of UNDP's Resident Representative. The UN reforms attempt to enable the UN so that is best able to help the world make progress on the SDGs. Further, management reforms in the UN are being pursued to simplify processes, work toward gender parity, streamline human resources procedures, and generally create a more efficient organization. There is also a recognition that the UN should restructure its peace and security operations to better meet modern day challenges. Amid this evolving context in the Philippines, in the UN system and in the UNDP CO, the MTR is expected to also provide early inputs into the design of the next CPD. The primary audience of this MTR is the UNDP, the Government of the Philippines (GPH), UNDP implementing partners. UN Country Team (UNCT), and the development community.

This report is structured as follows. The following chapter depicts the UNDP CPD in brief. The third chapter discusses the MTR Scope and Objectives. The fourth chapter then describes the MTR approach, methodology and limitations; with the following chapter describing the process of the data analysis. The sixth chapter discusses the evaluation findings in terms of the main evaluation criteria. Then, the main conclusions are summarized in the succeeding chapter. The last two chapters respectively lists the main MTR recommendations; and condenses the main Lessons Learnt.

2. DESCRIPTION OF THE INTERVENTION

2.1. UNDP CPD and alignment with PFSD, PDP, SDGs, SP and SPEF

4. **The CPD 2019-2023 was designed to be aligned with the socio-economic thrust and priorities of the government and people of the Philippines.** These development priorities have been laid out in the PDP 2017-2022, the Partnership Framework for Sustainable Development (PFSD) 2019-2023, as well as the long-term aspirations of Filipinos articulated in **Ambisyon Natin 2040.** The CPD, aligned also with the SDGs, and the UNDP Strategic Plan (SP) 2018-2021, sets the strategy for the UNDP CO to support the Philippines in the period 2019-2023 through three priority areas, viz.:

   (i)   strengthening of institutional capacity to deliver targeted programmes that ensure no one is left behind;
   (ii) assisting the country's structural transformation to low-carbon and climate-resilient development; and
   (iii) addressing the key drivers of conflict and instability, especially in Mindanao.

   with the promotion of financing for results delivery, gender equality and social inclusion (GESI), innovation and partnership-building as cross-cutting themes. Based on the three CPD priorities, the key result areas of the CPD are as follows:

CPD (PFSD) Outcomes/ SP Outcomes / PDP Goals	CPD Outputs
CPD (PFSD) OUTCOME 1: 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. UNDP SP 2018-2021, OUTCOME 1: Advance poverty eradication in all its forms and dimensions. PDP 2017-2022, GOAL: People-centered, clean and efficient governance.	1.1. Government capacities enhanced to utilize resources and track progress against the Sustainable Development Goals. 1.2. Public financial management strengthened for efficient and effective execution of budgets allocated for the delivery of basic services. 1.3. Existing platforms for citizen engagement strengthened to build strong local constituencies for democracy and governance reforms.
CPD (PFSD) OUTCOME 2: Urbanization, economic growth, and climate change actions are converging for a resilient, equitable, and sustainable development path for communities. UNDP SP, 2018-2021, OUTCOME 2: Accelerate structural transformations for sustainable development.	2.1. Climate-sensitivity models and hazard maps developed and applied to help NGAs and LGUs better understand and plan for the extent, scope, and distribution of medium and long-term risks. 2.2. Enabling policies, private sector engagement, monitoring, reporting and verification systems strengthened to help the

CPD (PFSD) Outcomes/ SP Outcomes / PDP Goals	CPD Outputs	
PDP, 2017-2022, GOAL: Ensuring ecological integrity, clean and healthy environment.		country meet its commitments to the Paris Climate Agreement.
	2.3.	Partnerships strengthened and economic models introduced to reduce biodiversity degradation from unsustainable practices and climate impact.
CPD (PFSD) OUTCOME 3: National and local governments and key stakeholders recognize and share a common understanding of the diverse cultural history, identity and inequalities of areas affected by conflict, enabling the establishment of inclusive and responsive governance systems and accelerating sustainable and equitable development for just and lasting peace in conflict affected areas in Mindanao. UNDP SP, 2018-2021, OUTCOME 3: Strengthen resilience to shocks and crisis. PDP, 2017-2022, GOAL: Reduce vulnerability of individuals and families; attain just and lasting peace	3.1.	Effective participation of former combatants in local governance, public administration, and political processes supported to secure lasting peace.
	3.2.	Platforms for transitional justice and community security established and operationalized to respond to the deep sense of marginalization.
	3.3.	UNDP-assisted combatants and conflict-affected communities provided with incentives and capabilities to become productive members of society in times of peace.

Formulated following participatory consultations across the Philippines with the GPH, national and international development partners (DPs), the CPD was, approved and adopted by the UNDP Executive Board on 7 September 2018.

5. **The CPD theory of change (TOC) considers the national development priorities to be functions of global, national, and sub-national demands (Figure 1).** The intervention logic assumes that the path to development is quite complex. and can be affected by the current enabling context and binding constraints, including inequality, climate change, and conflict, as well as existing institutional capacities (i.e., budgetary resources, human resources, leadership, processes, coordination, ICT systems). To ensure that by 2023, the poor, marginalized and at-risk improve access to quality social services, UNDP enhances government capacities for utilizing resources and tracking progress on the SDGs, strengthens public financial management, and empowers citizen oversight in governance. To enable government and stakeholders to ensure that urbanization, growth, and climate change actions are converging for a resilient, sustainable and equitable development path of communities, UNDP develops models and climate hazard maps, deepens partnerships to improve natural resources management, and strengthens policies, implementation, reporting and verification systems strengthened to help the country meet its Nationally Determined Contribution (NDC). Finally to mainstream a culture of peace and social cohesion, UNDP supports the effective participation of former combatants in local governance, establishes platforms for transitional justice

and community security, and provides combatants and conflict affected communities with incentives and capabilities. In strengthening the effectiveness of institutions and mechanisms that are targeted to monitor, track and empower those who are left behind, or at the risk of being left behind cross-cutting approaches are used. These approaches include financing for development and results delivery; innovation; gender equality and social inclusion (GESI); human rights based approach; as well as SDGs integration and coordination with UN agencies.

Figure 1. 2019-2023 Country Programme Document Theory of Change
Source: UNDP CO

The TOC and intervention logic (**Figure 2**) suggests that by means of the variety of inputs to the Country Program, inequality will be reduced, climate action will result, and peace will be secured. Inclusive, resilient and sustainable development is viewed as a function of the degree to which people are endowed with equal opportunities to participate in growth processes and governance through strong institutions, regulatory

18

frameworks, and the enabling environment. The intervention logic goes further: it assumes that an improved ecosystem will result with institutions capacitated to deliver more effective, inclusive and responsive services, with the enabling environment for policy actions better prepared for climate change impacts, and with resilient communities experiencing lasting peace. The tracking of outcomes is quite straightforward through the CPD results framework.
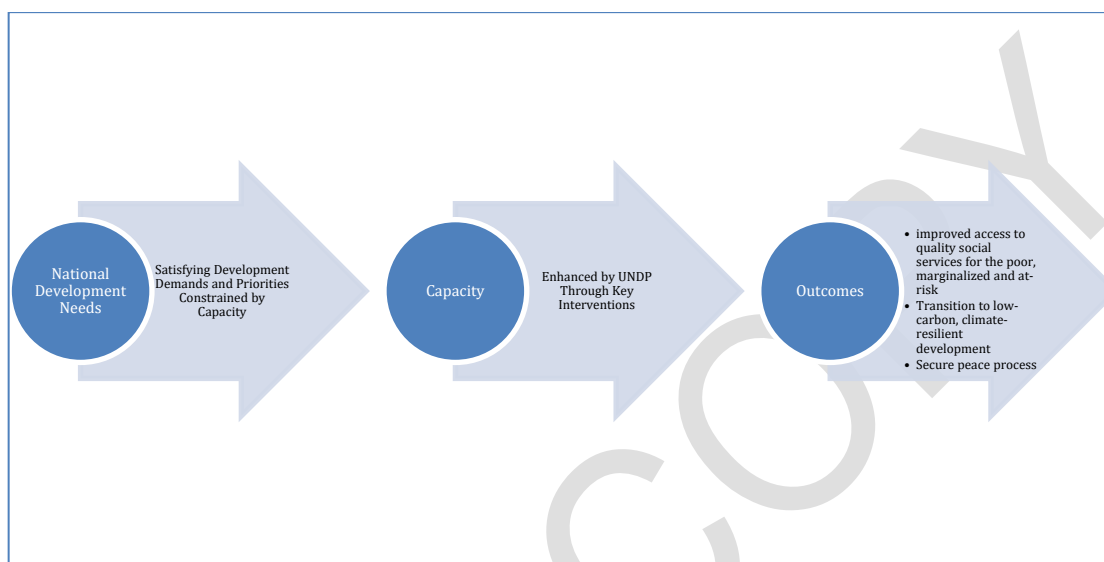

Figure 2. Intervention Logic
Note: Based on Analysis of KPMG Evaluation Team

6. **As with usual practice, the TOC of the Country Programme specifies the set of changes (intermediate outcomes and impacts) that UNDP intends to realize by 2023, aside from key interventions, duty bearers and right holders (Figure 1).** Elaborations on the TOC are also given in the CPD Results Framework and in its Monitoring, Evaluation and Learning (MEL) Plan.

7. **Although the CPD did not foresee the pandemic, nor its impacts and the challenges in responding to its effects. The Country Programme, however, has been remarkably agile.** Adjustments to the CPD have been made in 2020 that are aligned to the UNDP SP 2022-2025 as well as to the redefined priorities described in the UN Socioeconomic and Peacebuilding Framework (SEPF) for COVID-19 Recovery in the Philippines. The SEPF updates the PFSD, and serves as the UN Philippines' COVID-19 response and recovery plan, across three mutually reinforcing SDG pillars of People, Prosperity and Planet, and Peace. The overall theory of change for the SEPF is that if the UN system in the Philippines prioritizes catalytic responses to the pandemic, aligns with national recovery plans and repositions itself within the overall humanitarian, development and peacebuilding partnership landscape, then this will lead to strengthened results and impact in support of the SDGs.

8. **To improve implementation of the Country Programme, the UNDP CO has incorporated risk management into projects, monitoring risks from a corporate**

risk dashboard (cf. Chapter 6 on efficiency). Country Programme-level Risks have been documented at the programme level and these risks are updated annually during the CO Business Plan / Integrated Work Plan exercise. Several documents discusses assumptions and risks on the Country Programme implementation. The PFSD section on risks and assumptions discusses trust (of GPH with the UNCT), disaster coordination, the changing donor landscape (and programming, budgeting and reporting systems across the UNCT), and data gaps (including the lack of granular data for project formulation and impact evaluation). The CPD narrative also makes reference to some risks, such as a shift to federalism (which has not actually resulted) and fiduciary risks, as this risk assessment is part of the CPD Programme Appraisal conducted by UNDP HQ and Regional Bureaus before CPDs are endorsed for approval.

9. **At inception of the CPD 2019-2023, the Country Programme was expected to have a total resource outlook of USD 202.67 million.** From 2019 to 2021, the Country Programme has executed a portfolio of 63 projects, of which 32 are still active at the moment of writing this report, while 20 have been operationally closed, with the remaining 11 financially closed. In the project portfolio, 27 projects started from 2019 onward with resources of USD 28.1 million, while the rest of the 36 projects that commenced prior to the approval of the CPD, though are still thematically relevant, had total resources of USD 248.9 million. Among the 63 projects, 17 projects are nationally implemented (NIM) and 46 are directly implemented (DIM) by the CO, 2 of which, are engagement facilities (EFs).

    - In the area of **Institutions and Partnerships (I&P),** the UNDP has provided support to GPH toward strengthening of both national and local government capacities to conduct integrated and evidence-based planning, financing, budgeting and utilization of resources, as well as monitoring and evaluation (including tracking the progress on the SDGs). As regards SDG Financing, the UNDP through the I&P Team strengthened discussions with key partners, including government, civil society organizations, and private sector, to provide support in accelerating financing for SDGs. Part of this support included initiating the work on SDG Budget Tagging as well as technical discussions on the conduct of Development Finance Assessment which both aim to support development of strategies as well as the identification of alternative financing for SDG-related programs in the country. Through the Strategic M&E Project, UNDP has supported the GPH in its efforts to strengthen the evaluation culture by strengthening the M&E capacities of national government to support the achievement of the PDP and the SDGs through evidence-based decision-making. Notably, UNDP supported the drafting of the Guidelines for the National Evaluation Policy Framework (NEPF). The Country Programme has also supported the SDG localization processes leading to the adoption of medium-term plans among 78 provincial local government units (LGUs). These LGU plans ensure alignment of local road projects with SDG indicators. Civil

society organizations (CSOs) including youth, private sector and academe have also been mobilized; their participation in local governance and SDG advocacy has been strengthened. About half, i.e., 49% of representatives of these CSOs (consisting of 565 unique individuals) are from underrepresented sectors. From 2017-2021, as many as 153 young leaders, innovators, and entrepreneurs have been capacitated to amplify SDG advocacy and develop innovative and impact-driven enterprises. Further, the UNDP has assisted the government in narrowing the digital gap by supporting internet connectivity and e-governance in geographically isolated and disadvantaged areas (GIDAs). The UNDP has also promoted a rights-based approach to development and freedom of information. The UNDP has also strengthened partnerships and convened dialogue platforms to promote transformation of businesses towards sustainability. According to the 'Better Business Better World Philippines' study, we should expect $82B in potential investments and 4.4 million jobs by 2030. Support has also been provided to accelerate impact-driven enterprises and leveraged private capital for the SDGs. UNDP's 2nd Transformational Business Report mentions that as much as 160 companies have made 399 discreet investments totaling $626M in SDG-related interventions. Capacity and resilience of micro, small and medium enterprises (MSMEs) has been enhanced through digitalization and business foresight. During the pandemic, 21 social enterprises (SEs) have thus kept their businesses afloat and the jobs of 193 employees. The UNDP has also reported on and recognized the private sector contribution to the SDGs.

- As regards **Climate Action and Natural Resource Management,** the UNDP has mobilized innovative finance for green, low carbon (e.g. renewable energy and urban transport), and risk informed investments engaging local governments, communities, private sector – linking with modeling of long-term climate scenarios to establish evidence base. The UNDP has also supported green recovery to generate jobs, stimulate economy from COVID impacts. The Department of Energy and UNDP launched the establishment of the Philippine Renewable Energy Management System (PREMS). Three policies for leveraging investments in Renewable Energy projects were formulated. Further, support has been given to the formulation of a resilience index, and to national and local disaster risk reduction. For instance, support was given to the National Disaster Risk Reduction and Management Council (NDRRMC) in updating its National Disaster Risk Reduction and Management Plan. Support was also provided to retrofit the IT-Enabled Post Disaster Needs Assessment tool, to account for COVID-19-related losses and damages, as well as to provide timely and evidence-based formulation of recovery plans. The UNDP has supported integrated approaches in management of biodiversity (BD) corridors and key BD areas to expand protected area (PA) coverage. For instance, support was given to the Department for Environment and Natural Resources (DENR) in the development of the National Plan of Action on Marine Litter. Further, assistance was given to complete BD expenditure tagging for 2014 to 2018 across 60

government agencies. The UNDP has also given integrated recovery and resilience support for innovation, nature-based solutions, human mobility, conflict, finance, gender, and social inclusion. Two policy frameworks have been approved, namely, Guidelines on Establishment of Marine Protected Area Networks and Guidelines on Mainstreaming Sustainable Land Management. The UNDP has also given assistance to implement systems approach to circular economy in priority sectors and plastic wastes issue to achieve transformation at scale. The UNDP has also strengthened enabling conditions to derive wealth equitably from BD. With all these support, 134,863 hectares of community Protected Areas (PAs) have been established; 684,495 hectares (HAs) of production landscapes and seascapes have been established and under management; 7 models of community-managed PAs have been executed by 39 CSOs; 167,616 HAs of Indigenous Peoples and Local Communities have been conserved (Areas and Territories included); and, 2.18 Million hectares of marine PA effectively have been managed.

- In the area of **Peace and Security**, the UNDP has focused efforts on capacity-building and community-based rebuilding of communities affected by armed conflict. The UNDP has strengthened the BARMM Government capacity to support Bangsamoro Transition Authority (BTA) and include COVID-19 recovery needs into its development plan. In particular, support to BARMM has been provided in developing the Bangsamoro Community Resilience Framework. The UNDP played a key role in shaping BARMM and LGU response and recovery plans, including that on COVID-19, and the Mindanao Peace and Development Framework. It helped in the development of the BARMM Socio-Economic Impact Assessment for COVID 19, the BARMM Regional Recovery Plan, and municipal post-COVID 19 recovery plans. The UNDP also assisted in the development of the Bangsamoro Development Plan Dashboard: A prototype dashboard and an automated data collection system has been developed for and in partnership with the Bangsamoro Planning and Development Authority. The UNDP has also found durable solutions for internally displaced persons (IDPs), including those remaining from the Marawi siege. It has helped shape the Barangay Development Plans of 98 barangays in Marawi. The UNDP has supported the development of Islamic micro-financing and other avenues to financial inclusion. The UNDP has given assistance on the sustainable rehabilitation, reintegration and transformation of former combatants and returnees from violent extremist groups. In particular, UNDP assisted the Independent Decommissioning Body in the decommissioning 12,000 combatants and 2,100 weapons. It has also helped in accelerating the transformation of the camps and communities of the major Moro armed groups towards peace and productivity, and of their commanders into leadership roles. The School for Peace and Democracy initiative, and camp transformation efforts are being realized at the community level in 16 Moro Islamic Liberation Front base commands. The UNDP has also provided support for the BARMM government to build a credible youth volunteer programme as an

alternative to violent extremism. The UNDP-supported Intrafaith Dialogue Platform enabled the publication of materials on the Principles of Islamic Law for Preventing and Responding to Violent Extremism. The UNDP has also aided in advancing women's roles in peacebuilding and violence prevention. A first ever platform of its kind in SE Asia - the Women Insider Mediators' Rapid Action and Mobilization Platform formally launched in partnership with the Bangsamoro Women's Commission.

Policy support and innovation have also been mainstreamed throughout the UNDP Country Programme. Projects specifically providing data and policy support to the Philippines include:

- Support for the development of M&E tools and platforms for the National Economic and Development Authority (NEDA), including; (i) the National Evaluation Portal (NEP), to serve as the central repository of all evaluation studies commissioned by NEDA and other government agencies; (ii) Matching Algorithm web application to trace projects from databases of NEDA and the Department of Budget and Management (DBM); this work served as take-off point for discussions between NEDA and DBM on how to improve tracing and analysis through operationalization of the unique project identification code in their systems and processes; (iii) Programs and Project Monitoring System (PPMS), a digital platform that automates and streamlines existing M&E databases, processes, and systems of NEDA; (iv) Advisory services for the NEPF Guidelines.
- Support for the FASSTER platform to improve the quality and timely availability of data on COVID-19 cases, and support to the Socio-Economic dashboard that enables decision making to control the spread of the virus at national and local levels (182 LGU accounts)
- Advisory Support to LGUs in collaboration with the Department of Health (DOH) and the Department of Interior and Local Government (DILG) to take anticipatory measures for Covid-19 response. This is being expanded to 5 LGUs in BARMM
- An ongoing study, the Vaccines Acceptance Study, to analyze trends in COVID-19 Vaccine Acceptance in the Philippines and its Implications on Vaccine Literacy
- Ongoing studies on the Mandanas-Garcia Ruling, (1) "The State of Local Governance in the Philippines: Toward Recovery and Sustainable Development in a Post-Mandanas Era; (2) "Assessment of Readiness of Select LGUs for the Implementation of the Mandanas Ruling"
- With the support of Germany and Qatar , UNDP Philippines also launched Accelerator Lab PH to "future proof" development progress . This is part of a worldwide network of 70 other Accelerator Labs.
- UNDP is also managing and implementing the DevLIVE+ application, a tool to collect, organize, visualize, and manage local data and information for assessing the barangays' vulnerabilities and exposures to climate change, natural hazards, and other pressing societal issues.

This has been piloted in the City Government of Vigan, the City Government of San Fernando in La Union, the municipalities of Daraga in Albay and Tuao in Cagayan, and in eight (8) municipalities in Lanao del Sur (viz., Amai Manabilang, Balindong, Butig, Marantao, Piagapo, Saguiaran, Tamparan, and Wao)

- UNDP, in cooperation with the Bangsamoro Government, is also piloting the project Localizing e-Governance for Accelerated Provision of Services (LeAPS) in the BARMM municipalities of Butig and Piagapo. LeAPS is designed toward transforming local governance in BARMM by significantly accelerating connectivity in communities and enabling citizens to capitalize on the benefits of digitalization and capacity-building through improved access to services and information, community-enterprise development and skills development. Under the initiative, digital centers have been established in the two pilot areas. These centers are one-stop shops where citizens can access with ease public information or transact various frontline services such as passport application, birth certificate registration, labor registration, mobile banking, utility service, bus and airline ticketing, school-admission application and job application, among others.

UNDP has also retrofitted the Country Programme to support COVID-19 response and recovery efforts. The retrofitting are particularly implemented in its innovative support to MSMEs/ SEs, and in its green recovery initiatives.

- It provides support to EMPOWER PH, a digital platform among manufacturers, suppliers, buyers, and beneficiaries who seek to produce or acquire Protective Wear. The matchmaking platform integrates the PPE supply chain and improve its accessibility, consolidate PPE-related resources approved by the Department of Trade and Industry (DTI) and DOH through a centralized information hub, and facilitates the vetting of non-medical use PPE for consumer protection that did not exist before. Concurrently, EMPOWER PH is being localized in the BARMM region in collaboration with DTI and the Bangsamoro Government's Ministry of Trade, Industry and Tourism (MTIT).
- UNDP also launched the WONDER initiative where local women-led businesses have been equipped with technical capacity and given an opportunity to produce almost 8,000 pieces of quality face masks, earning additional income in the process.
- During the onset of the COVID-19 crisis, UNDP introduced innovations into Pasig City's distribution of social amelioration (by having digital cash transfers through mobile wallets) and introduced financial literacy through the initiative ADEPT Pasig.
- Through Synergizing Recovery Initiatives, Knowledge, and Adaptation Practices (SIKAP) for MSMEs, innovative programmatic interventions suited for recovery and strategic foresight planning were completed. Through the SIKAP Online Hub, an online MSME resilience hub, a total of 292 MSMEs were equipped with the right information and

knowledge on how they can adapt and redesign their operations in light of the COVID-19 pandemic.

- With funding from China, the UNDP is also supporting two public hospitals or quarantine facilities in Pasig City and Dr. Jose Rodriguez Memorial Hospital to provide healthcare waste treatment facilities, strengthen capacities for management of hospital wastes and development of health wastes registry.
- UNDP is also providing support to DENR in formulating policy notes, review of existing programmes and medium-term budget to mainstream green recovery, address COVID impacts and strengthen resilience to future pandemics.
- An ongoing study is also being supported to identify job creation and economic recovery opportunities with green lens in priority sectors

Recognizing the vital role of partnerships for the SDGs and the Country Programme, the UNDP works in partnership with the UNCT. Areas of support include:
- PFSD Pillars : (a) BARMM (b) HIV response with UN Joint Team on AIDS and HIV; (c) SHIELD : Australia's Department of Foreign Affairs and Trade (DFAT) resilience project with UN Habitat
- Joint Programmes : (a) Youth joint work with United Nations Fund for Population Activities (UNFPA) and International Labor organization (ILO) ; (b) Joint SDG Fund Joint Programme on Integrated National Financing Framework (JP INFF) with UNFPA and United Nations International Children's Emergency Fund (UNICEF) in coordination with the UN Resident Coordinator's Office (UN RCO)
- Policy studies: (a) UNICEF: Socio Economic Impact assessment of Covid-19 on households with children in NCR (b) FAO: Food systems research; (c) ILO and United Nations Industrial Development Organization (UNIDO): research on Economic diversification, productive employment and skills development through labor market and supply chain analysis.

In the UNDP project portfolio, 27 projects started from 2019 onward with resources of USD 28.1 million, while the rest of the 36 projects that were ongoing as of 2019 (but actually started earlier, i.e.,. prior to the approval of the CPD), had total resources of USD 248.9 million (**Table 1**).

Table 1. Total Resources and Total Expenditures to date (in USD million)

Outcome	Total Resources			Total Expenditures to date		
	Projects that were ongoing in 2019 and	**Projects that started 2019 and later**	**All Projects**	**Projects that were ongoing in 2019 and started earlier**	**Projects that started 2019 and later**	**All Projects**

	started earlier					
Institutions and Partnerships (I&P)	120.3	8.3	128.7	89.9	5.1	95.0
Climate Action Programme (CAPT)	54.8	6.8	61.6	50.3	4.8	55.1
PEACE	73.7	13.0	86.7	57.0	10.4	67.4
Total	248.9	28.1	277.0	197.2	20.3	217.4

Source: UNDP

The entire portfolio budget for the period 2019 to 2021 is USD 95.2 million, while in the same period,, USD 59.1 million has been delivered (**Table 2**), for a budget utilization rate of 62.0%.

Table 2. Budget and Delivery (for 2019-2021) of Portfolio (in USD million)

Project Outcome	Total Budget for 2019-2021			Total Delivery for 2019-2021		
	Projects that were ongoing in 2019 and started earlier	Projects that started 2019 and later	All Projects	Projects that were ongoing in 2019 and started earlier	Projects that started 2019 and later	All Projects
Institutions and Partnerships (I&P)	41.9	5.6	47.5	19.8	3.4	23.2
Climate Action Programme (CAPT)	14.9	6.0	20.9	9.9	4.2	14.1
PEACE	15.6	11.3	26.8	14.1	7.6	21.7
Total	**72.4**	**22.9**	**95.2**	**43.9**	**15.2**	**59.1**

Source: UNDP

10. **The NEDA acts as the primary government counterpart for the CPD and the PFSD.** The UN RCO and the NEDA are jointly accountable for the strategic oversight of PFSD results. The UN Resident Coordinator (RC) and the Secretary of Socio-Economic Planning are co-chairs of the PFSD 2019-2023 National Steering Committee (NSC), which provides high-level oversight and support, reviewing and guiding the strategic direction of the PFSD.

2.2. Situational Analysis

11. **The Philippines[4], a middle-income country in Southeast Asia of 109 million people as of 1 May 2020, is committed to three major pillars identified in the PFSD: enhancing the social fabric; inequality-reducing transformation, and increasing the growth potential.** As of 2021, it ranks 107th out of 189 countries in the United Nations Human Development Index (HDI). While the country has made sustained progress in all three components of human development—life expectancy, education, and gross national income (GNI) per capita, —since the UNDP first released the HDI in its 1990 Human Development Report, there is room for improvement. Between 1990 and 2021, the HDI value of the Philippines increased from 0.593 to 0.718, an increase of 21.1 percent. From 1990 to 2021, life expectancy at birth increased by 4.9 years, mean years of schooling increased by 2.8 years and expected years of schooling increased by 2.4 years. Philippines' GNI per capita increased by about 4.4 percent per year in the same period.

Table 3. Philippines' HDI trends: 1990, 2018, 2021

Year	Life expectancy at birth	Expected years of schooling	Mean years of schooling	GNI per capita (2017 PPP$)	HDI value
1990	66.4	10.8	6.6	4,157	0.593
2018	71.1	12.7	9.4	9,414	0.711
2021	71.2	13.1	9.4	9,778	0.718

Source: UNDP

12. **Prior to the pandemic, the Philippines has made headway in reducing multidimensional poverty.** According to most recent estimates of UNDP based on the 2017 National Demographic and Health survey (NDHS), the Philippines has 5.8% of Filipinos in multidimensional poverty, and when adjusted for the intensity of deprivation, the multidimensional headcount is 2.4%. This is lower than estimated 3.7% in 2013, sourced also from the NDHS (**Figure 3**).

---

[4] The Philippines is an archipelago of about 7,640 islands, has three major island groups: Luzon in the north (where the city of Manila, the nation's capital, is located), Visayas in the center, and Mindanao in the south. It has 17 regions, eight of which are in Luzon, three in the Visayas, and six in Mindanao. The executive branch of the GPH is headed by the President (elected to a six-year term) who is assisted by a cabinet that comprises secretaries of various departments. The legislature is a bicameral body composed of the Senate (serving as the Upper House), with members elected to a six-year term, and the House of Representatives (serving as the Lower House), with members elected to a three-year term. Aside from its legislative function, the Congress has broad taxing and spending power, including controls over the budget that the President proposes every year. The nation's premier judicial power is vested in the Supreme Court, which is composed of a chief justice and fourteen associate justices. The primary local government units (LGUs) in the country are the provincial governments, each headed by a governor. There are a total of eighty-one provinces across the country. Each provincial governor has jurisdiction over component cities and municipalities that, in turn, are headed by mayors. The mayors have jurisdiction over component villages, referred to as barangays. All local chief executives, including governors, mayors, and village officials, are elected for a three year term. There are no regional governments, except for the Bangsamoro Autonomous Region of Muslim Mindanao (BARMM), which has autonomy from the national government. Metro Manila, also called the National Capital Region (NCR), comprises the country's capital, Manila, and 15 other neighboring cities.
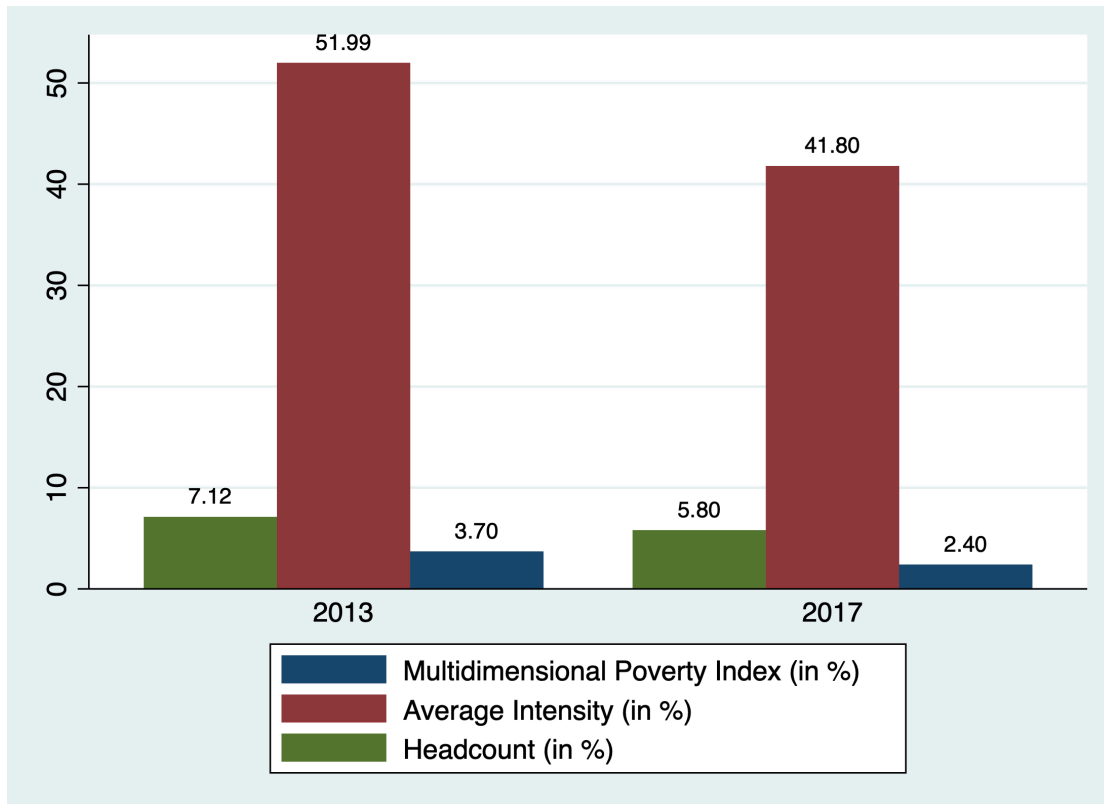
Figure 3. Headline Summary Measures on Multidimensional Poverty
Source: UNDP

NATIONAL PLANNING ARCHITECTURE.

13. **The Philippines is one of 193 UN member states that has committed to the 17 SDGs and their 169 targets by 2030.** It has achieved many of the Millennium Development Goals (MDGs), the predecessor framework to the SDGs. The latest Voluntary National Review (VNR) conducted by the Philippines, presented at the High-Level Political Forum on Sustainable Development (HLPF) in 9-18 July 2019, New York, reiterates the country's commitment to the Global Goals. The 2019 VNR focus its discussion on the Philippines progress in empowering people and ensuring inclusiveness and equality; it highlights milestones and lessons learned on Goals 4 (Quality Education), 8 (Decent Work), 10 (Reduced Inequalities), 13 (Climate Action), 16 (Peace, Justice and Strong Institutions), and 17 (Partnership for the Goals). The VNR identifies several mechanisms to accelerate progress in achieving the SDGs, including (a) leveraging ICT to reduce the digital divide and inequalities; (b) pursuing labor trade agreements to facilitate trade in services; (c) pursuing international technology transfer to accelerate the empowerment of vulnerable sectors; (d) using development assistance to address subnational development gaps; (e) addressing the huge financing gap in implementing climate change adaptation and mitigation and disaster risk reduction initiatives especially at the local level; (f) strengthening international cooperation to address cybercrimes and transnational crimes; and, (g) maximizing the South-South Cooperation and Triangular

Cooperation as means for knowledge sharing and promoting the replicability of good development experiences between countries of similar development capacities. Under the country's long-term aspirations articulated in *Ambisyon* 2040, and the current PDP, the GPH seeks to achieve all the SDGs. The strategies of the PDP are translated into sectoral plans, many of which undergo broad-based consultations. These sectoral plans are also guided by the SDGs. Plans and priorities, however, have had to undergo changes in the wake of the pandemic.

HEALTH.

14. **In 2020, the COVID-19 pandemic struck an unprecedented challenge to public health in the Philippines (Figure 4).** The DOH reported the first case of COVID-19 in the country on January 20, 2020, with local transmission identified on March 7, 2020. As of 15 January 2022, the Philippines, according to the DOH, has had 3,168,379 reported COVID-19 cases[5], of which, 280,813 are active cases, 52,858 died, with the remaining 2,834,708 recovered. Among active cases, 0.6% are either severe (1,472 cases) or critical (303 cases). The rest are asymptomatic (8,928 cases), mild (267,185 cases) or moderate (2,925 cases). Cases and deaths have been on a decreasing trend up to end of 2021, though the first three weeks of 2022 have also seen rising number of new cases and deaths (but deaths have not risen as much as cases, and the bulk of cases have been mild).

These is evidence though that the DOH data on cases and deaths are undercounted. The Philippine Statistics Authority (PSA), which manages the civil registration system (CRS) aside from conducting various data collection activities for producing general purpose statistics, released data last 17 January 2022 on "registered deaths due to COVID-19" putting COVID deaths at 75,285 from January to October 2021 (PSA 2022a). Combined with the PSA's reckoning of reported COVID deaths of 30,140 in 2020 (PSA 2021a), the cumulative death toll from the pandemic is at 105,425 according to PSA as of October 2021. This figure is nearly double the DOH's cumulative data on deaths as of 15 January 2021. The PSA's figures are based on descriptions written by health officials on patients' death certificates while the DOH data are based on an administrative database of testing and monitoring connected to hospitals and medical facilities. The DOH only counts deaths as COVID-related when actually confirmed by testing, but such data is collected very slowly, and delays in data flows get worse during surges in infections.

---

[5] As pointed out in Abrigo et al. (2020), the number of COVID positives reported by the Department of Health may represent only a fraction of the total active cases in the country at the time of reporting. The number of confirmed cases depends on health seeking behaviors of Filipinos as well as the health system's capacity for laboratory testing to confirm COVID-19 cases with accuracy and timeliness.
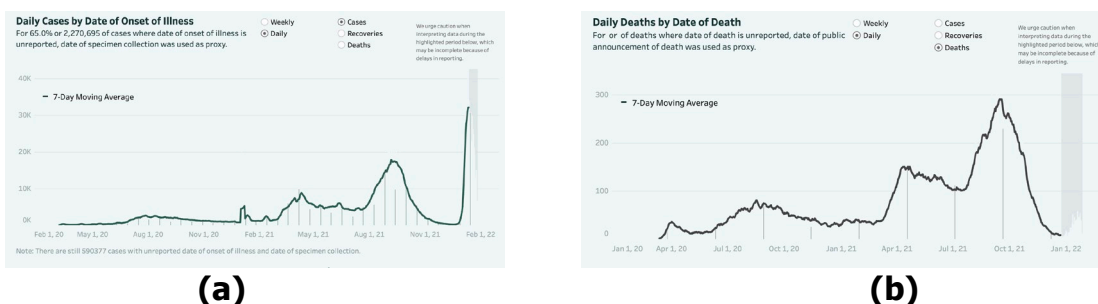
| | (a) | | (b) |

Figure 4. Daily Cases (a) and Daily Deaths (b) from COVID-19 in the Philippines as of 31 January 2022
Source: DOH COVID-19 Tracker

Notwithstanding the limitations in the timeliness of the DOH data, the microdata of cases from the DOH surveillance system can be used to profile the COVID-19 cases (**Table 4**). As of 31 March 2022, DOH data suggests that both sexes are equally likely to contract the virus. This case profile is unlike that during the onset of 2020, when men were getting more infected than women (Abrigo *et al*. 2020). Men though have been more at risk of dying since the onset of the pandemic, likely because of the difference in their lifestyle choices compared to women. Further, the bulk of current COVID positives are in the working age 15 to 44 years old (60.25%), while among COVID deaths, most are elderly aged 65 and over (49.5%), especially among women (52.8%). Finally, unlike in 2020 when more than half of cases and deaths were from the National Capital Region (NCR), as of end of March 2022,the proportion of cases in NCR, though still highest among regions, is now at a third of cases for both sexes (31.8%), while among deaths, a fifth (21.4%) of those who died from COVID are residents of NCR. Likely the changed profile of cases and deaths from the onset of the pandemic is due to vaccinations especially in NCR (also called Metro Manila) that have put NCR residents less at risk than before of contracting the virus. Further, even if the vaccinated (and boosted) do get currently infected, the COVID infections tend to be mostly mild.

Table 4. Characteristics of confirmed COVID-19 cases as of 31 March 2022

Characteristic	All cases			All deaths	
	Males	**Females**	**Missing**	**Males**	**Females**
Total (% of N)	1,801,731 (49.0%)	1,876,286 (51.0%)	44 (0.0%)	32,941 (55.2%)	26,763 (44.8%)
Age group n (column %)					
< 15 years old	146,331 (8.1%)	134,1 (7.2%)	1 (2.3%)	552 (1.7%)	411 (1.5%)
15-44 years old	1,085,176 (60.2%)	1,128,331 (60.1%)	27 (61.4%)	4,243 (12.9%)	3,224 (12.1%)
45- 64 years old	420,445 (23.3%)	430,744 (23.0%)	13 (29.6%)	12,718 (38.6%)	8,992 (33.6%)

Characteristic	All cases			All deaths	
	Males	**Females**	**Missing**	**Males**	**Females**
> 65 years old	149,77 (8.3%)	183,10 (9.8%)	3 (6.8%)	15,428 (46.8%)	14,136 (52.8%)
Missing	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)
Residence, n (%)					
NCR	581,352 (32.3%)	588,157 (31.4%)	0 (0.0%)	7,338 (22.3%)	5,426 (20.3%)
Outside NCR	1,218,371 (67.7%)	1,286,770 (68.6%)	43 (97.7%)	25,597 (77.7%)	21,335 (79.7%)
Missing	2,008 (0.1%)	1,359 (0.1%)	1 (2.3%)	0 (0.0%)	0 (0.0%)

Note: MTR Team calculations based on data sourced from DOH COVID-19 Tracker

Compared to the end of 2021, infections and deaths from COVID-19 have again risen in the first few weeks of 2022 that put health and economy at risk, though 95 percent of new infections then, likely from the Omicron variant, were of the mild type, and the rate of increase of deaths has not been as much as that of the increase in infections at that time. Infections have again declined since then, though other independent analysts project that another surge can happen after the May elections.

15. **Vaccinations have helped reduce risks of severe infections and deaths, but poorer regions are being left behind in the vaccination program (Figure 5).** As of 2 February 2022, the Philippines has administered at least 127,617,088 doses of COVID vaccines. Nearly 59.4 million Filipinos have been fully vaccinated; this is about four-fifths (78%) of the target 77 million people (70% of population) to be vaccinated. Further, 7.7 million Filipinos have been given a booster dose (10% of the target 77M). Most of the vaccinated and boosted, however, are in NCR. While the effects of the Omicron variant that caused the latest surge in cases are "mild" especially for the vaccinated and boosted – but a large part of the country, particularly areas outside NCR have yet to be vaccinated and/or boosted. The inequality in vaccination clearly raises downside risks of a scarring from any new COVID-19 surges, and of the non-inclusive recovery of the economy given persistent vulnerability from pandemic resurgence.
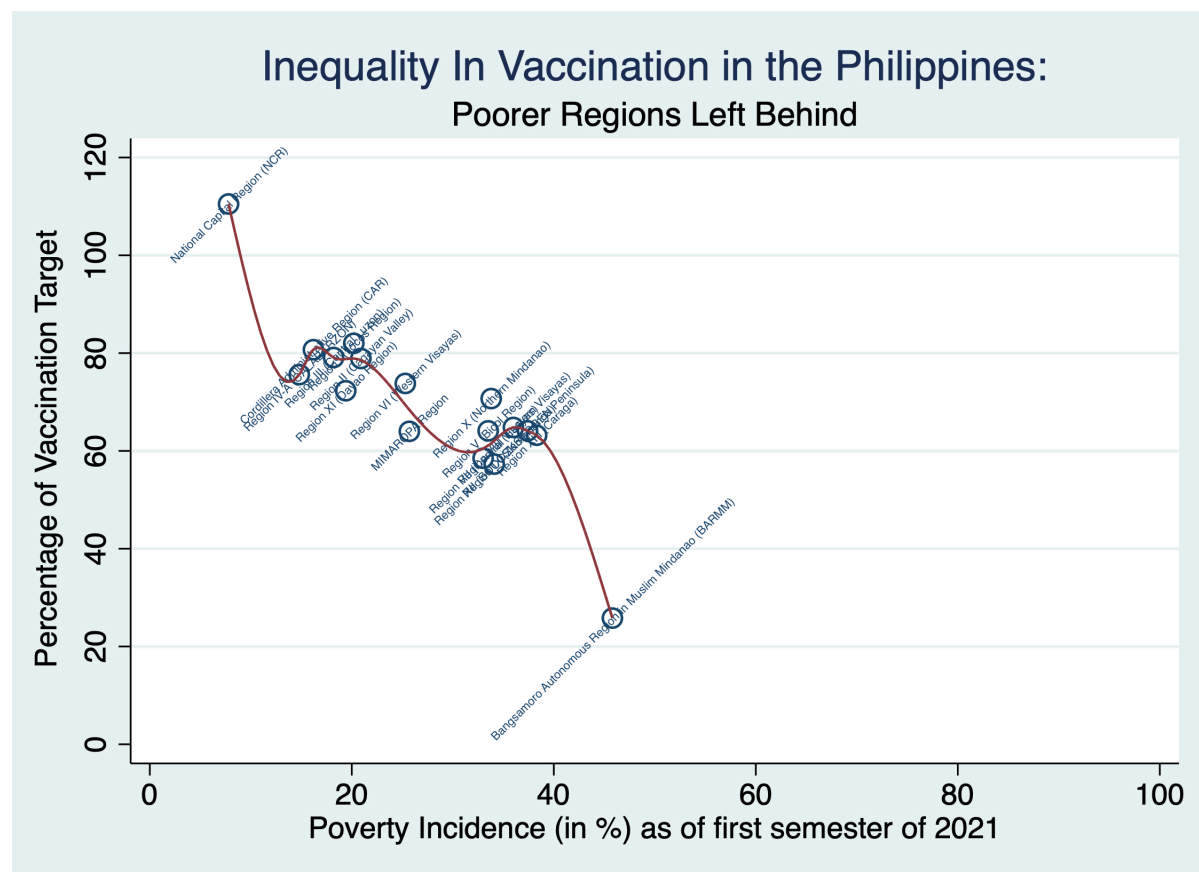
Figure 5. Percentage of vaccination targets and poverty incidence (in %) as of first semester of 2021 across regions
Sources: DOH and PSA

ECONOMY.

16. **The impact of the pandemic was felt throughout the economy, as it affected incomes, jobs and consumer confidence (Figure 6).** During the period 2012-2019, the Philippine economy grew at least 6 percent each year for eight (8) consecutive years. This period of sustained economic growth coincided with significant reduction in the proportion of the population in (income) poverty, which reduced to 16.7 % in 2018 from 23.5%[6] in 2015. The pandemic, however, has brought to a halt the sustained high economic growth that started in 2012. The Philippines' economic growth faltered in 2020 — entering negative territory for the first time since 1999. In the second quarter of 2020, GDP contracted by 17 percent, and this signaled that the Philippines went into recession, which continued until the first quarter of 2021. The contractions in economic performance resulted from the imposition of lockdowns that impeded economic activity, with many firms either temporarily or permanently closing as a result of the reduced movements of people.

---

[6] The PSA updated its estimates of the poverty incidence for 2015, incorporating the updated urban-rural classification based on the results of the 2015 Census of Population, and these classifications were also used for the 2018 estimation.
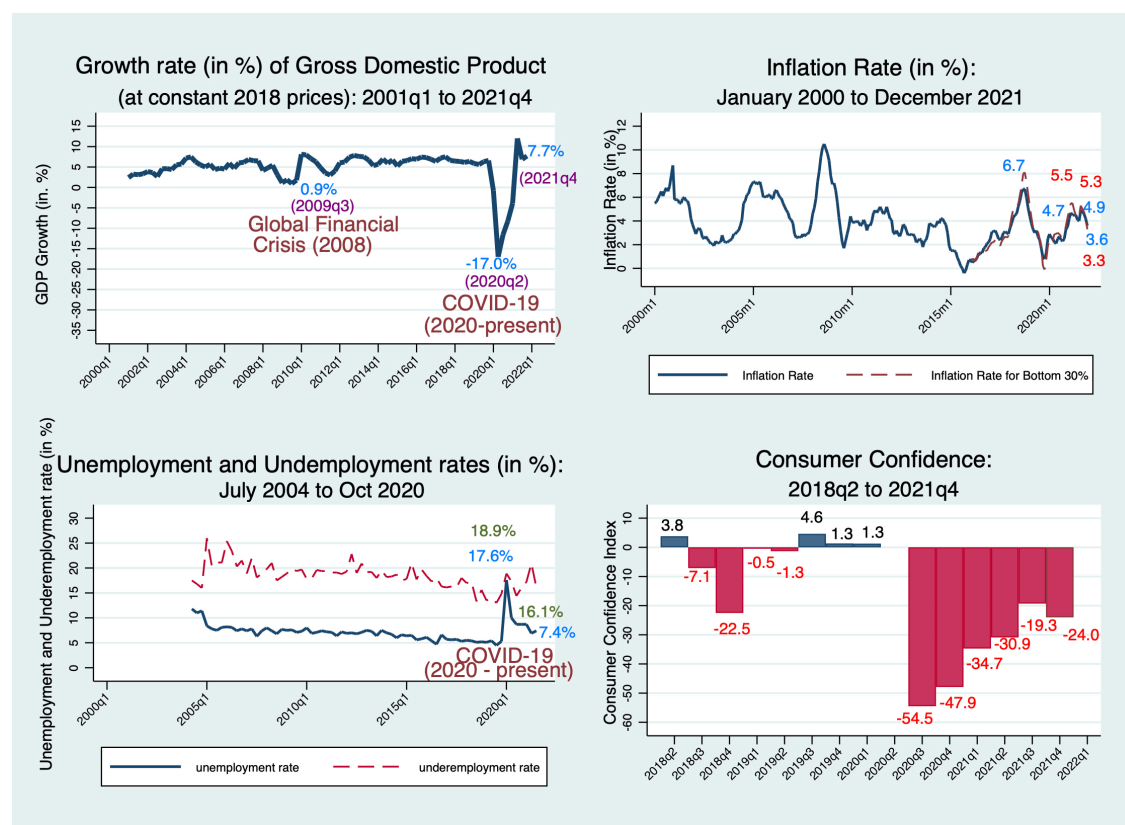
Figure 6. Trends in Selected Philippine Socio-economic Statistics
Upper left: Gross Domestic Product (GDP) growth rate: 2000q1-2021q2; upper right: Inflation rate: Jan2000-Dec2021; lower left: Unemployment and Underemployment rate: 2005q1-2021q3; lower right: Consumer Confidence Index: 2018q2-2021q4)
Sources: PSA and BSP

In the second quarter of 2021, the economy went on a different direction as it grew by 12.0 percent. Subsequently, the economic recovery gained traction with GDP respectively growing by 6.9 percent and 7.7 percent, in the third and fourth quarters of 2021. Consumer confidence and spending have increased especially toward the last quarter of 2021 with infections decreasing and restrictions lessened, thus yielding a GDP growth of 5.6% for the entire 2021, which was slightly higher than the government targeted range of 5.0% to 5.5% for the GDP growth.

17. **Another closely watched economic indicator is unemployment, which reached a historic high of 17.6 percent in April 2020 (**Figure 6**).** At the same time, underemployment was at 18.9 percent, also much higher than previous figures, although the quality of employment has been a persistent problem (World Bank 2016).. Unemployment has subsequently dropped to 10.0 percent in July 2020, to 8.7 percent in October 2020, (January 2021 up to April 2021), and to 6.9 percent in July 2021. Unemployment however, ticked up to 7.4 percent in October 2021[7].

---

[7] The PSA has begun releasing statistics on labor and employment more frequently in 2021 from the traditional quarterly releases to monthly releases with increased data collection for the Labor Force Survey planned even prior to the pandemic.

18. **Consumer outlook, reported by the *Bangko Sentral ng Pilipinas* (BSP), also became more pessimistic in the third quarter of 2020 with the consumer confidence index (CCI) falling to a record low of -54.5 percent** (Figure 6)**.** In the second and third quarters of 2021, the CCI increased to -30.9 % and -19.3%, respectively from the first quarter's -34.7 %. Consumer confidence, however, slightly reduced to -24.0% in the last quarter of 2021.

19. **Amid the ravaging impact of the pandemic on the economy's performance, the labor market and consumer confidence, prices were relatively stable in 2020, though they increased much more in 2021 amid increased consumer spending relative to 2020 (**Figure 7)**.** In 2020, inflation averaged at 2.6 percent, which was within the government's target range of 2 percent to 4 percent for the year. Lockdowns, working from home, and physical distancing caused Filipinos to spend larger shares of their household budgets on food and other essentials. The consumer price index (CPI), which is used to generate the official inflation figures, does not however reflect abrupt changes in spending patterns during the pandemic because the CPI weights are not continuously updated. A study at the International Monetary Fund (IMF) suggests that when the CPI is adjusted to account for the changes in spending patterns using credit and debit card data, the inflation in all countries during the first three months of the pandemic was found to be actually higher than we thought (Reinsdorf 2020). For 2021, inflation in the Philippines averaged at 4.5%, thus missing the government target range which was maintained in 2021, with the prices of meat (especially pork), transportation, and fuel being the top drivers of inflation. Base effects are also the most intuitive reason for higher inflation in 2021 since prices did not rise much throughout, so any comparison of 2021 with 2020 would bound to look unusually high as Filipinos began spending more in 2021 with life somewhat returning to normal.

20. **To manage the spread of infections, lockdowns and restrictions in movements of people, particularly travel restrictions, closures of schools and other gathering places, were effected but this resulted in a drastic slowdown in economic activities.** This led to reduced incomes and employment, and in the case of the latter, a shift into informal employment for some and for others in the informal sector, a loss of their jobs. From 2015 to 2019, wage and salary employment grew at an average of 4.6% annually, but the pandemic reversed some of these gains, wiping out 1.7 million wage and salary jobs in the 12 months to January 2021; in contrast, employment in informal sector rose by about 435,000 (ADB 2021). Among establishments, 99.5% MSMEs contribute 62.7% of jobs in the formal sector (DTI u.d.), yet they often lack sufficient access to credit and financial buffers. This has made it challenging for them to sustain their operations during the COVID-19 pandemic. According to UN Women (2020), nearly 33 per cent of women in the informal sector in the Philippines had lost their employment by April 2020. Further, the pandemic resulted in an increased burden of unpaid care

work, and even a mental health crisis in the Philippines (as well as in other countries of Asia and the Pacific), especially among women (UN Women 2020).

21. **Mobility data found in Google's COVID-19 Community Mobility Reports (Google u.d.) shows how the pandemic impacted on movements of Filipinos, and thus business activities.** For the second quarter of 2020, Google mobility data shows a 71 percent drop in retail and recreation activity in the Philippines relative to a pre-covid baseline period (**Figure 7**).
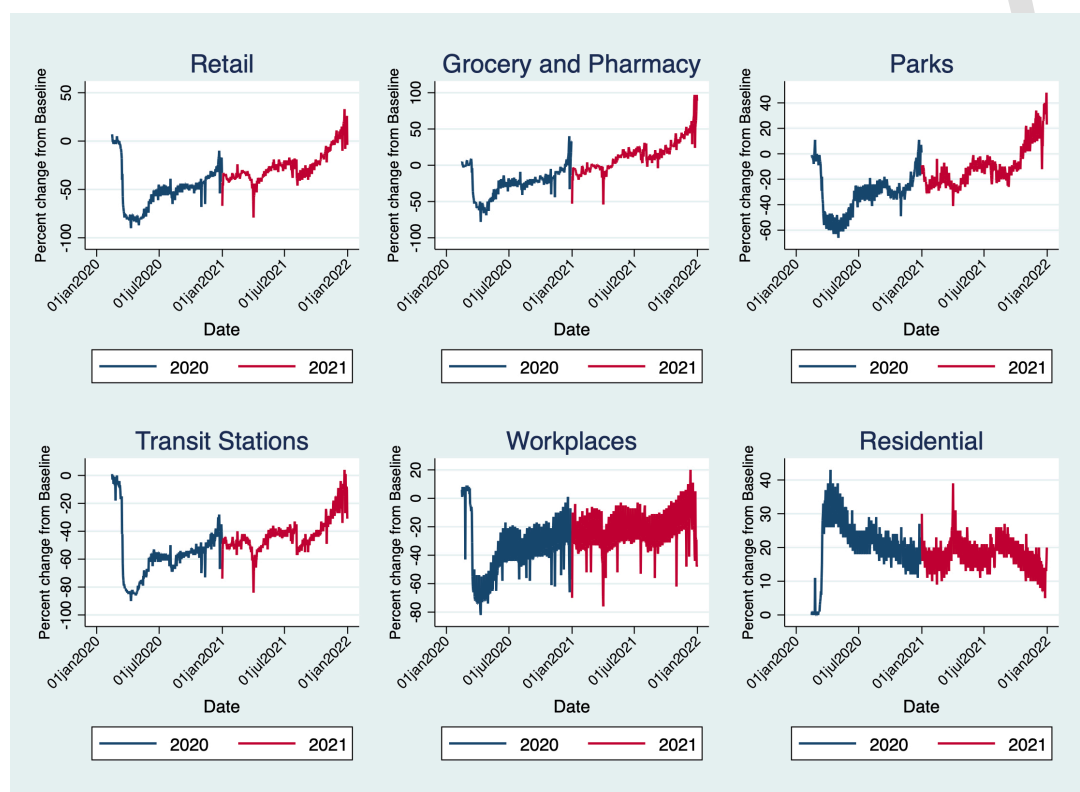

Figure 7. Google Mobility Data for the Philippines: Feb 15, 2020 – Dec 31 2021
Upper left: visits to retail and recreation; lower left: visits to transit stations;
upper middle: visits to grocery and pharmacy; lower middle: visits to workplaces; upper right: visits to parks; lower right: visits to residential areas
Source: **https://www.google.com/covid19/mobility/**

22. **Recently released official poverty data suggests an increase in both the poverty rate and the magnitude of Filipinos in poverty in the first semester of 2021 (compared to the first half of 2018).** In the first half of 2021, poverty incidence, i.e., the proportion of Filipinos with incomes below the national poverty line was 23.7%, which is 2.6 percentage points higher than the estimated 21.1% headcount in the first semester of 2018. Equivalently, 3.9 million more Filipinos have become poor in the first half of 2021 (compared to the same period in 2018). Thus, gains in poverty reduction prior to the pandemic have been reversed. Full year official poverty statistics for 2021 are likely to be slightly better given that incomes rise in the second semester compared to the first semester. In BARRM, the headcount poverty rate had

a reversed trend compared to that of the national figures. Poverty incidence decreased by as much as 17.4 percentage points from 63.2% (in first semester of 2018) to 45.8% (in same period of 2021). This means 583 thousand BARMM residents were lifted out of poverty (**Figure 8**). Aside from BARMM, poverty incidence decreased in 4 other regions between 1.3 to 4.4 percentage points in the same period. These regions are Davao; Eastern Visayas; Cordillera, and Zamboanga Peninsula.
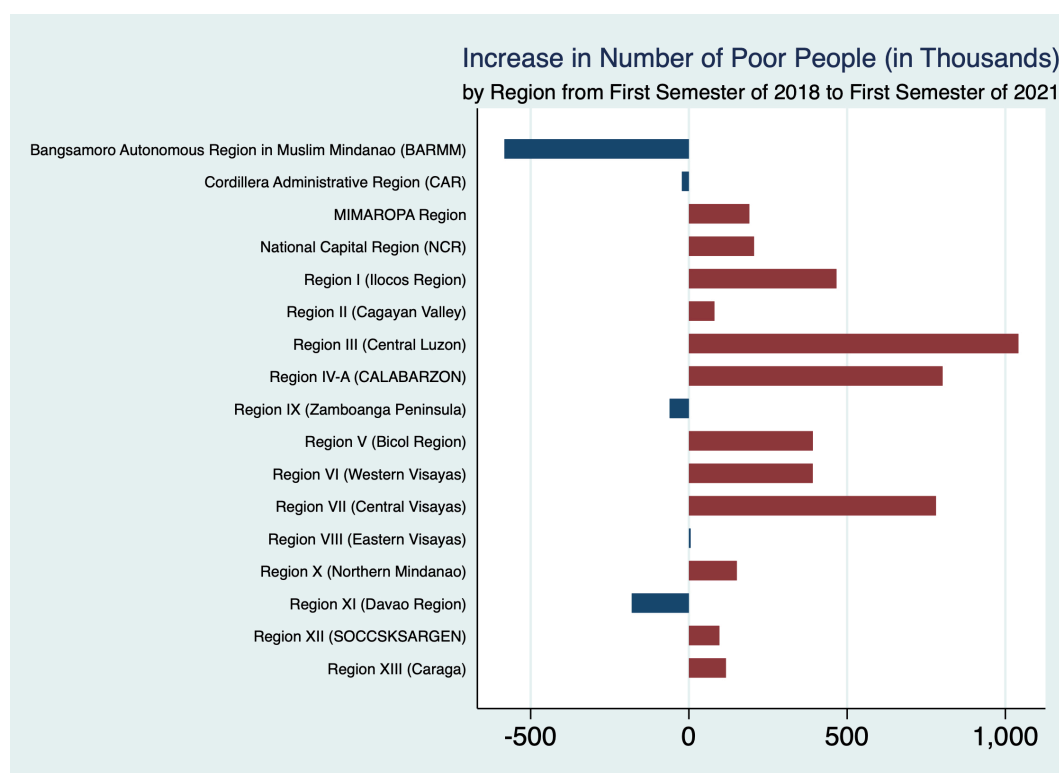

Increase in Number of Poor People (in Thousands)
by Region from First Semester of 2018 to First Semester of 2021

Figure 8. Increase in Magnitude of Poverty (in thousands) by region from First Semester of 2018 to First Semester of 2021
Source : PSA

The increase in poverty in the Philippines comes as no surprise given several studies by the World Bank (Mahler *et al*. 2020), the Asian Development Bank (de Guzman 2021), and some local policy researchers, viz. Albert *et al*. (2020b); and Navarro *et al*. (2021). For 2021, the National Economic and Development Authority (NEDA) estimated that poverty incidence would be within the range of 15.5 to 17.5 percent; further NEDA is optimistic that a target of 14 percent for 2022 is still achievable (Rivas 2021), though such optimism assumes that incomes of Filipinos will rise among the poor as the economy undergoes a great reset from the devasting effects of the pandemic.

23.   **Although official statistics of multidimensional poverty and the Global MPI of UNDP are not available amid for period of the pandemic, the proportion of multidimensionally deprived Filipinos is likely to have increased given the huge impact of the pandemic on jobs and livelihood.**   Headline measures of multidimensional poverty (such as the headcount rate, the average intensity

and the MPI), as well as the magnitude of Filipinos in poverty and vulnerability under various microsimulation scenarios on APIS 2017 microdata and the PSA's pilot MPI framework are provided in **Table 5**.

Table 5. Multidimensional Poverty Scenarios Assuming Increased Out of School Children, Food Consumption Contractions and Effective Social Protection Targeting

Scenarios	Headline Measures (in %)			Number of Filipinos (in millions)				
	H[a]	A[b]	MPI[c]	Extreme Poor[d]	Poor[e] but not Extreme Poor	Highly Vulnerable[f]	Relatively Vulnerable[g]	Non-Vulnerable[h]
Status Quo	22.7	9.4	41.6	3.7	19.8	29.0	33.3	17.7
A: Education Shock	28.2	14.4	44.9	6.9	19.5	27.7	30.7	17.1
B: Food Consumption Shock	23.8	9.9	41.6	3.8	20.8	29.9	30.0	16.4
AB0: Food Consumption and Education Shocks	26.6	11.9	44.9	7.2	20.4	29.4	29.5	16.9
AB1: Food Consumption and Education Shocks with Social Protection	25.2	11.3	44.8	6.8	19.3	27.1	32.3	17.9

Notes : KPMG MTR Team calculations on PSA's APIS 2017 microdata.

[a] =Headcount; [b] =Average Intensity of Deprivations; [c] =Multidimensional Poverty Index; [d] = with weighted deprivations at least 0.5;

[e] = with weighted deprivations at least 0.33; [f] = with weighted deprivations at least 0.2 but less than 0.33; [g] = with weighted deprivations at least 0.0 but less than 0.2;

[h] = with weighted deprivations equal to 0.0

The simulation scenarios include (a) having increased out-of-school children with some proportions[8] of the poor and vulnerable who have sent all their children to school deciding instead not to send at least one child to school; (b) 10 percent reduced food consumption by everyone; (c) scenarios (a) and (b) together; (d) scenario (c) together with the effects of an effective national government social assistance[9] to the poor and vulnerable. The finding suggest that even with the provision of government support to more than 80 percent of Filipinos (who are either in multidimensional poverty or vulnerable), the overall effect is an increase in the poverty headcount and in the MPI (which is an adjusted headcount rate) by 2.6 percentage points and 3.2 percentage points, respectively. Thus, we observe that the proportion of multidimensionally poor Filipinos can increase by 2.8 percentage points from the baseline scenario of 22.7 %, with a scenario of having more poor and vulnerable families[10] not sending their children to school, but the increased poverty rate will only be 1.1 percentage point for reduced food consumption by 10 percent. With the two scenarios together, the headcount increases by 3.9 percentage points, but with the effective targeting of social assistance, the increase in the headcount is mitigated to 2.6 percentage points. This latter scenario, which leads to 2.6 million more Filipinos in poverty, is consistent with the most recent official income poverty count, which rose by 3.9 million more Filipinos in the first semester of 2021 compared to three years prior (but this magnitude is expected to smaller when the full year official income poverty statistics for 2021 are released by the PSA sometime this year).

GENDER EQUALITY AND SOCIAL INCLUSION.

24. **Many of the perennial challenges that the Philippines contends with today, from poverty to income inequality to conflicts, are either related to or a consequence of inequality of opportunity.** Access to quality education and health services can help people contribute to economic growth. However, socio-economic advantage and disadvantage in access to services has been constrained by circumstances or factors not within our control, such as the places we were born, and our gender. In consequence, inequality (of opportunity) matters, and should be addressed. Inequality is holding back potentials for further growth and development—by reducing economic opportunities especially for the lower and lower middle income classes (earning less than 25

---

[8] The assumed proportions are 50% for the poor (whose weighted deprivations in 13 indicators are at least 0.33); 10% for the highly vulnerable group (whose weighted deprivations are at most 0.33 but greater than 0.2), and 5% for the relatively vulnerable group (whose weighted deprivations) are at most 0.2, but greater than 0.0).

[9] The national government, through the Social Amelioration Program (SAP) and a Small Business Wage Support (SBWS) program, initiated a cash transfer for two months of 5 to 8 thousand pesos per month for a targeted 18 million households (75 percent of around 24.4 million estimated households in the country). Here, we assume simply that government provided 8 thousand pesos to all urban residents, and 5 thousand pesos to rural residents among the poor and vulnerable for one month of the first semester.

[10] The poor are those with weighted deprivations at least 0.33, while the vulnerable are those with weighted deprivations greater than 0 but less than 0.33. The vulnerable are further classified into highly vulnerable (with weighted deprivations greater than 0.2 but less than 0.33), and the relatively vulnerable (with weighted deprivations greater than 0.0 but less than 0.2).

thousand PhP and 50 thousand PhP monthly for a family of five) and fostering monopolistic rents for the very wealthy. Many of the vulnerable and marginalized are excluded and hidden from development processes especially during times of disasters and crises Those at the fringes of society are typically not given an opportunity to contribute to policies and programs that would empower them away from deprivation and suffering. Thus the SDGs have committed to reducing inequality (within and among countries), and achieving (social inclusion and) gender equality.

25. **Despite the inequality of opportunity across Philippine society, the Philippines fares impressively well in international cross country assessments on gender equality.** In its most Global Gender Gap Report, the World Economic Forum ranks the Philippines 17th worldwide in overall metrics of gender equality (WEF, 2021). The country has sustained its lead across ASEAN (Association of South East Asian Nations) member states, which the Philippines has done since 2006 when WEF first started releasing the Global Gender Gap Report. For 2021, the Philippines ranked 17th among 156 countries assessed around the world for 2021, and is not only first in ASEAN, but second in East Asia and the Pacific (next only to New Zealand, which ranks fourth globally.

Education indicators suggest that females are doing even better their male counterparts in school participation, learning outcomes, and staying in school (David *et al*. 2018a). Labor and employment statistics, however, show mixed signals (Albert and Vizmanos 2018): while unemployment rates of men and women are similar, the labor participation rate of women (49.1%) is much lower than those of men (75.2%). The differences in labor force participation between the sexes originate from gendered representations of the roles of men and women that persist across socio-economic contexts. According to data from the Labor Force Survey (LFS), the principal reason given by about three out of five women of working age for being economically inactive is unpaid care work, whereas for more than half of their men counterparts, schooling is the dominant reason for being outside the labor force (**Figure 9**). These proportions have roughly been unchanged even amid the pandemic. Opportunities for women and men to participate in the economy remain unequal, because of the disproportionate share of unpaid care and domestic work they undertake.
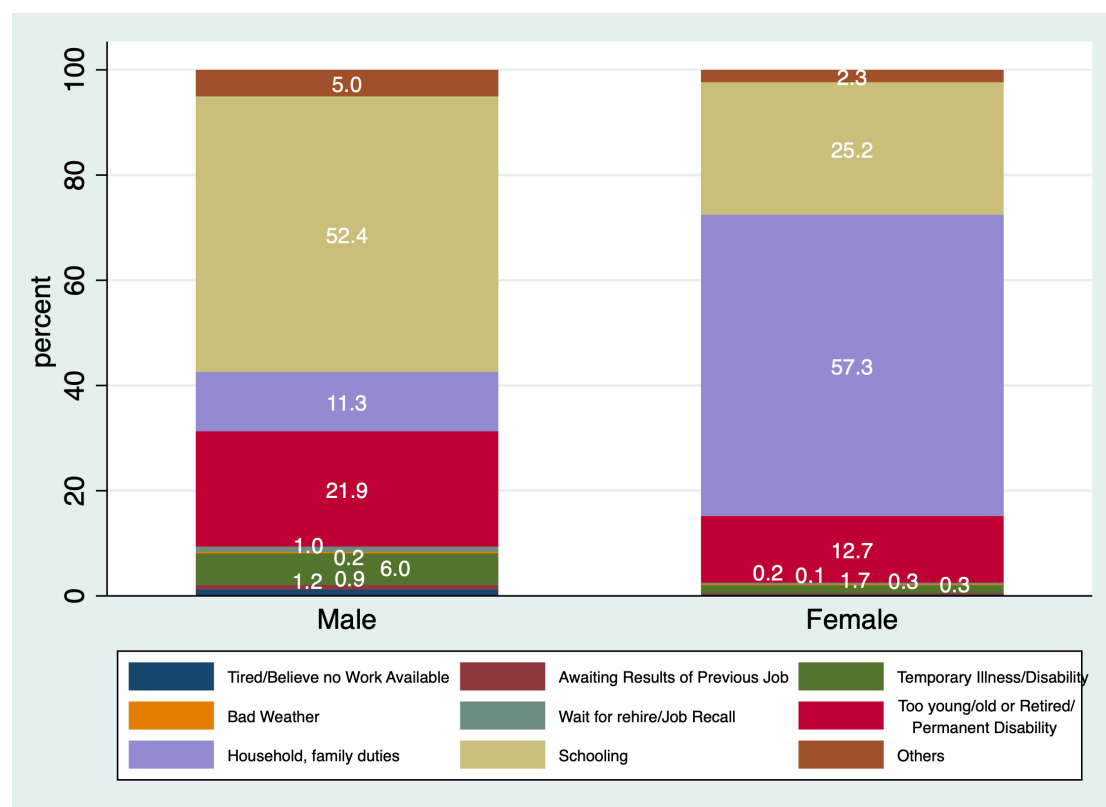
Figure 9. Reasons for Not Joining Labor Market, by Sex: April 2019.
Note: KPMG MTR Team calculations on microdata of April 2019 Labor Force Survey, PSA

Even when women join the work force, a much larger share of them are in vulnerable jobs. Further, the distribution of employed men and employed women across sectors varies: women dominate in services, while men are far more abundant in agriculture and industry, and in certain occupations. Women outnumber men 7 to 3 among the country's health workers, as of 2015 (Abrigo and Ortiz 2019), while in Science and Technology, men outnumber women 3 to 1 (Albert *et al*. 2020a).

In the arena of political leadership, women leaders are not rare. In the past 50 years, the Philippines has had 15.8 of these years headed by a woman. Since 1986, the country has had two female Presidents out of the five; further, two women of five have also been Vice Presidents in the same period. Yet only one out of three seats are held by women in both national parliament (28.7%) and local governments (29.1%) (**Table 6**).

Table 6. SDG5 Indicators on Women Leadership

SDG5 Indicators	Initial Year Data	(Year)	Latest Year Data	(Year)
Proportion of seats held by women in				
(a) national parliaments and (%)	28.7	(2016)	28.7	(2019)
(b) local governments (%)1	31.0	(2016)	29.1	(2019)
Proportion of women in managerial positions (%)	46.6	(2016)	53.0	(2020)

Source: PSA

There are even fewer women among Cabinet secretaries (13%, a decline from 25% in 2017,) have remained largely male-dominated from 1986 to the present, even during years when we had female presidents. Women are underrepresented all the way to local positions. Not that women have barriers to winning local and national elective positions, but that there are not enough women that run for office. In all elections between 1998 and 2016, only 14% to 19% of national and local candidates are female (**Table 7**)[11]. That is about the same proportions that win these contests. For the 2022 elections, only one out of eleven presidential aspirants is a woman, while among the nine vice-presidential aspirants, one out nine. That women lack interest in running for public elective office is clearly a gender issue.

Table 7. Proportion (in %) of female candidates and elected officials in national and local elections, 2004-2016

Indicators on Female Share of Candidates and Elected Officials	2004	2007	2010	2013	2016
Females share of candidates in both national and local elections	15	16	17	18	19
Female shale of elected candidates in national and local elections	17	17	19	20	21
Female Share of Candidates for Barangay Captain	-	17	16	19	-
Female Share of Elected Local Leaders					
Governor	18	23	19	12	23
Vice Governor	10	18	14	10	18
Mayor	15	17	21	10	-
Vice Mayor	14	15	17	9	-
Representative	15	20	22	16	-
Councilor	18	18	20	-	-
Barangay Captain	-	16	16	18	-

Sources: COMELEC Report on gender distribution in elections (reported figures); Authors' calculations on data sourced from AIM Policy Center Study on Political Dynasties.

In the private sector, women's representation in managerial positions in industry may seemingly be at parity, but men still dominate in the highest positions, including chief-level positions, memberships in boards, and top management. The pursuit of greater female representation is critical to ensuring a more inclusive society where everyone, regardless of sex, has an opportunity for social mobility.

As regards regulation and laws, the Philippines has had an active and aggressive legislative agenda for the protection of women's rights and ensuring gender equality. In the last decade, some of landmark laws that impact on the welfare of women and girls include the Magna Carta of Women (MCW), the Responsible Parenthood and Reproductive Health Act, the Domestic Workers' Act, and the Anti-Child Pornography Act, and the 105-Day Expanded Maternity Leave Law. While many landmark laws have

---

[11] COMELEC Presentation on women in elections

been enacted, the implementation of some of these measures are often constrained by a lack of political support or resources. Further, some laws remain in effect that are indirectly harmful to women. Thus, the World Bank (2021) in its Women, Business and the Law 2021 report, gave the Philippines a score of 78.8 out of 100, lower than its 81.3 score in the previous year's report. The slight slip in scores for the Philippines is due to the absence of new reforms implemented on improving economic opportunity for women since late 2019.

CLIMATE ACTION.

26. **The increasing frequency and intensity of climate-related disasters have led the GPH to recognize that climate change is a silent killer and thus, adaptation and mitigation measures are being formulated.** Several cross-country assessments of climate and disaster risk, such as the Global Climate Risk Index and the World Risk Index, have indicated that the Philippines is among the countries most affected by extreme weather events and other natural disasters. The GPH has formulated strong climate policies and institutional and financing reforms, as well as developed plans for reducing and managing disaster risks. In April 2021, the Philippines committed to reduce its projected greenhouse gas (GHG) emissions by 75 percent by 2030 with respect to the Paris Agreement (UNFCCC 2021). Of the target, 2.71 percent is unconditional, while the remaining 72.29 percent is conditional on assistance from the international community. This commitment, which is referenced against a projected business-as-usual cumulative economywide emission of 3,340.3 million metric tons of carbon dioxide equivalent, [12] represents the country's nationally determined contribution (NDC)[13] for GHG emission mitigation from agriculture, wastes, industry, transport, and energy. Several senate bills (SBs) have also been filed in the Senate that aim to implement climate change adaptation measures.
- SB 1912, also called the Climate-resilient Agriculture Act, proposes the use of crop climate calendars and better access to localized climate information through the Department of Agriculture and its attached agency, the Agricultural Training Institute, and the Philippine Atmospheric, Geophysical and Astronomical Services Administration, and promote climate-sensitive decision-making.
- SB 1917, known as the National Coastal Greenbelt Program Act, proposes that coastal greenbelts be reforested with appropriate mangrove and beach forest species. Abandoned fishponds and

---

[12] The Philippines submitted its nationally determined contribution in accordance with Decision 1/CP.21 of the Conference of Parties of the United Nations Framework Convention on Climate Change.

[13] Nationally determined contribution (NDC) is a "self-determined set of long-term strategies to reduce greenhouse gas emissions" (Algo 2021). The NDC is considered the 'heart' of the 2015 Paris Agreement as it communicates the actions that countries are willing to undertake to achieve the goal of limiting global average temperature to 1.5 degrees Celsius above pre-industrial levels. https://climate.gov.ph/our-programs/nationally-determined-contributions (accessed on November 8, 2021).

delinquent fishpond lease agreements will be reverted to mangrove forests. Further, illegal structures will be removed. This complements soft infrastructure investments on disaster preparedness such as mangroves and beach forests and meter protection zones in coastal communities along the Eastern Pacific Seaboard where typhoons make the most landfalls. The Climate Change Commission is mandated to formulate a National Coastal Greenbelt Action Plan.

- SB 1345 proposes the establishment of an Office of Flood Research and Policy within the National Disaster Risk Reduction and Management Council (NDRRMC) to look at mitigation options against flooding and disaster impacts and serve as a fund-granting unit.
- Other SBs pertaining to actions on climate change or disaster risk reduction management, include SB 1507 (online information center), SB 1504 (credit protection to borrowers during calamities), SB 1429 (tax benefits to donations provided during a state of calamity), and SB 1560 (free freight services for transporting relief goods).

Transformative progress in climate resilience and disaster risk reduction and management (DRRM), however, remains limited. Institutional arrangements need strengthening to implement effectively and sustainably policies and plans on climate resilience and DRRM. This underscores the relevance of the climate change and DRRM portfolio of the Country Programme.

CONFLICTS.

27. **The country has also faced challenges in addressing long-standing conflicts that threaten development, especially in Mindanao; the peace process has been long and arduous.** Although the GPH and the Moro Islamic Liberation Front (MILF) signed the Comprehensive Agreement on Bangsamoro (CAB) in 2014, the Bangsamoro Organic Law (BOL) was ratified only five years later. The BOL, anchored on the CAB, provides for the division of powers between the national government and the Bangsamoro Government. Of the 81 powers identified in the CAB, 55 were devolved to the Bangsamoro. The BOL repeals Republic Act 6734 which established the Autonomous Region of Muslim Mindanao (ARMM), and in its place, sets up the Bangsamoro Autonomous Region of Muslim Mindanao (BARMM). The BOL mandates the Bangsamoro Government to exercise expressly granted powers, those implied therefrom as well as those powers necessary, appropriate or incidental to the promotion of the general welfare.

The BOL provides for a three-year transition period for the system of governance to migrate from the ARMM to the BARMM. The transition period commenced immediately after the ratification of the BOL through the establishment of the Bangsamoro Transition Authority (BTA). The BTA shall be responsible for the enactment of various priority laws that will put in place the policy framework for the governance of the BARMM, the structures and operational systems of the Bangsamoro Government and its ministries and agencies, and the transition process through which the ARMM Regional

Government (ARG) shall migrate to the Bangsamoro Government including the gradual phasing out of offices of the ARG which were deemed abolished by the BOL ratification. During the transition period, ministries and agencies are expected to be established along with other agencies that may be established by the Bangsamoro Government consistent with the provisions of the BOL.

The Bangsamoro Government faces serious challenge in governance given poor access to basic services in the region. As of 2013, among all regions in the country, the BARMM had the lowest percentage of population that reached or graduated from high school (at 26%), the highest proportion of people aged 6-24 years that are out of school (14.4 %) and the lowest functional literacy rate (72.1%). While nearly all (99%) barangays in BARMM are energized, actual connections comprise only a third (36%) of potential connections.

ICT infrastructure is also weak in BARMM, with less than 1 percent of barangays having access to fiber and free Wi-Fi, and 13 percent having a cell tower in their vicinity, much lower than the national averages of 30%, 12%, and 36%, respectively (Albert *et al*. 2021). The BARMM is also susceptible to various natural disasters that worsen people's quality of life. In 2019, the region was hit by a series of earthquakes that displaced more families and disrupted livelihoods. This is on top of the huge number of internally displaced persons from various bouts of conflict incidents which currently stands at 60 percent[14] of the total BARMM population and 27 percent[15] of all the displaced persons in Mindanao.

There is also noticeably low inclusion of the vulnerable communities in the development process and the benefits of development. For the country's conditional cash transfer program (called *Pantawid*) alone, despite having the highest poverty incidence in the country, BARMM still has the lowest (92.5%) percentage of actual against target inclusion in the program.[16] Poor families who are excluded in these social protection programs are most vulnerable during emergencies such as the coronavirus disease (COVID-19).

Dire economic conditions are not solely attributed to the sporadic conflicts and other emergencies. Governance– weak governance and delivery systems, overlapping of national and regional government functions, funding delays, lack of a holistic and effectively implemented development strategy for inclusive growth–has undermined development. The Country Programme support on peace assists the GPH and the Bangsamoro government in ensuring that the recently gained peace dividends are protected and in building social capital that enables communities that are

---

[14] https://www.unhcr.org/ph/17765-feb2020-enews-mindanao.html

[15] http://www.protectionclusterphilippines.org/wp-content/uploads/2020/06/Mindanao-Displacement-Dashboard_-MAY020.pdf

[16] https://pantawid.dswd.gov.ph/wp-content/uploads/2020/07/1st-Quarterly-Report-2020.pdf

trying to recover from violence and armed conflicts to have a more just and peaceful society. The recent improvement of governance, supported by UNDP and the entire development community, has undoubtedly contributed to the reduction in poverty in the region, even amid the pandemic.

ICT AND INNOVATION.

28. **The COVID-19 pandemic, which forced almost all countries to go on lockdown and impose mobility restrictions to control the spread of the virus, became a catalyst to increased use of digital platforms and the internet.** Businesses in the Philippines, however, have lamented about the unreliable, and sometimes absent internet connection of their employees at home (Quimba and Calizo 2018).[17]

In 2019, the Department of Information and Communications Technology (DICT), in cooperation with the Philippine Statistical Research and Training Institute (PSRTI), conducted the National ICT Household Survey (NICTHS). Results of this survey showed the extent of the country's supply side gaps in digital infrastructure as well as the wide digital divides in the country (Albert *et al*. 2021). Among *barangays* where households were interviewed for the NICTHS[18], only one out of every twenty (5%) reported having access to *all* broadband infrastructure and services (**Table 8**).

Table 8. Proportion (%) of surveyed barangays with electricity, ICT infrastructure, and service providers

	Urban	Rural	Total
Electricity	99.6	97.7	98.5
Free-to-air Digital TV signal	50.6	34.2	40.9
Cellphone signal	97.8	88.1	92.0
4G Signal	82.6	43.8	60.6
3G Signal	15.2	40.6	29.6
Telecom company	72.5	42.0	54.5
Telco tower	61.3	18.9	36.3
Internet service provider	92.1	71.1	79.6
Free Wi-Fi	23.9	4.1	12.2
Fiber optic cable	53.3	11.9	28.8

Source: Albert *et al.* (2021) examination of 2019 NICTHS, DICT and PSRTI

Only 12 percent of all barangays surveyed for the NICTHS have free Wi-Fi. About seven percent of surveyed barangays have both free Wi-Fi and telcos operating in their area. By region, this is highest in NCR at 21 percent. Of the barangays that reported having both, 84 percent are urban barangays and only 16 percent are rural. On the other hand**,** 44

---

[17] See also Einhorn & Alegado (2020)

[18] The qualified respondent for the NICTHS community survey is preferably one responsible in approving or managing permits related to ICT infrastructure and services in the barangay. If no records in the barangay exist (like permits for installation of fiber optic cables) to answer the question, the answer will be dependent on the best knowledge of the respondent.

percent of barangays reported not having both telcos and free public Wi-Fi. Of the barangays that reported the absence of both in their area, 23 percent are urban barangays and 77 percent are rural. For barangays without telcos, only two percent have free public Wi-Fi, while for barangays with telcos, 48 percent are without free public Wi-Fi (**Table 9**).

Table 9. Barangays with/out telcos and with/out free Wi-Fi (%)

Region	Barangays with telcos and with free public Wi-Fi			Barangays with telcos and without free public Wi-Fi			Barangays without telcos and with free public Wi-Fi			Barangays without telcos and without free public Wi-Fi		
	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total
National Capital Region (NCR)	20.7	-	20.7	56.5	-	56.5	4.3	-	4.3	18.5	-	18.5
Cordillera Administrative Region (CAR)	3.1	0	0.7	12.5	0.8	3.3	3.1	0.0	0.7	81.3	99.2	95.3
Region I : Ilocos Region	15.0	6.1	7.8	25.0	14.6	16.7	10.0	1.2	2.9	50.0	78.0	72.5
Region II : Cagayan Valley	5.9	2.3	2.9	47.1	18.2	22.9	5.9	0.0	1.0	41.2	79.5	73.3
Region III: Central Luzon	23.2	1.1	12.4	76.8	94.7	85.6	0.0	0.0	0.0	0.0	4.2	2.1
Region IV-A: CALABARZON	12.0	8.7	10.7	61.3	34.8	51.2	2.7	0.0	1.7	24.0	56.5	36.4
Region IV-B: MIMAROPA	3.1	0.0	0.8	81.3	44.1	53.6	0.0	1.1	0.8	15.6	54.8	44.8
Region V: Bicol Region	12.5	1.6	3.4	66.7	16.4	24.7	0.0	4.1	3.4	20.8	77.9	68.5
Region VI: Western Visayas	11.1	3.3	5.9	77.8	63.1	68.1	0.0	0.8	0.5	11.1	32.8	25.4
Region VII: Central Visayas	4.2	4.2	4.2	43.7	55.6	49.7	5.6	0.0	2.8	46.5	40.3	43.4
Region VIII: Eastern Visayas	18.2	0.6	2.5	72.7	93.3	91.0	0.0	0.0	0.0	9.1	6.2	6.5
Region IX: Zamboanga Peninsula	2.9	3.4	3.3	14.7	8.6	10.9	11.8	5.2	7.6	70.6	82.8	78.3
Region X: Northern Mindanao	10.0	1.3	5.1	65.0	20.5	39.9	1.7	0.0	0.7	23.3	78.2	54.3
Region XI: Davao Region	4.3	0.0	2.3	65.2	20.0	44.2	1.4	0.0	0.8	29.0	80.0	52.7
Region XII: SOCCSKSARGEN	20.0	0.0	10.4	70.0	61.8	66.1	0.0	0.0	0.0	10.0	38.2	23.5
Bangsamoro Autonomous Region of Muslim Mindanao (BARMM)	0.0	0.0	0.0	30.0	4.1	8.5	0.0	0.0	0.0	70.0	95.9	91.5
CARAGA	23.5	2.1	7.8	55.9	38.3	43.0	2.9	0.0	0.8	17.6	59.6	48.4
Total	14.1	1.9	6.9	58.4	40.2	47.6	2.9	0.8	1.6	24.6	57.2	43.9

Source: Albert *et al.* (2021) examination of 2019 NICTHS, DICT and PSRTI

29. **Access to and use of ICT tools by Filipinos is limited, albeit growing; thus support for improving digitalization and innovation is needed.** According to the NICTHS results, only 1 in 4 households in the Philippines have a computer and communal cellphone, and only 1 in 5 have access to the internet at home. Half (47%) of Filipinos have used the internet mostly through a mobile

device (85%). Across major islands, internet usage is highest in Luzon (54%) followed by Visayas (39%) and lest in Mindanao (30%). Cost of internet subscription and equipment and lack of available internet are the bottlenecks to access. But even among the netizens who have access to the net, most, if not everyone uses the internet largely for social media. Meanwhile, merely 1 in 5 Filipino netizens make use of e-commerce transactions, and fewer even make of e-money, mostly because of trust issues or lack of awareness on how to use e-money/payment. According to Google, Temasek and Bain & Company (2021), the Philippines has become more digitalized amid the pandemic Among digital users in the country, 80 percent are pre-pandemic consumers, while the 20 remaining are new digital consumers, of which 14% became digital users in 2020 and 6% consumed digital product and services in the first semester of 2021. The latter is equivalent to about 12 million new digital users, two thirds (63%) of whom are from non-metro areas. Nearly all (99%) digital users intend to continue using these services going forward. Pre-pandemic digital users have also utilized more of digital services, consuming an average of 4.3 more services since the pandemic began and 95% of pandemic consumers are still consumers today. The Philippines though still has the lowest digital consumer penetration in Southeast Asia, with only 68% of internet users consuming online services, likely because of trust issues with e-money. There is also a lot of evidence that firms who have digitalized are reaping dividends from their investments in digitalization Among digital merchants, two-fifths (39%) believe that they would not have survived the pandemic if not for digital platforms On average, merchants have used two digital platforms to access consumer demand online. All sectors in the digital economy in the country are booming, led by e-commerce which grew in Gross Merchandise Value (GMV) from USD 3 billion in 2019 to USD 5 billion in 2020, to USD 12 billion in 2021.

30. **ICT is a bedrock of innovation, which the GPH has recognized to be important for driver economic progress.** The GPH has sought to harness the country's innovation ecosystem, by improving the policy environment, particularly enacting the Philippine Innovation Act and Innovative Startup Act in 2019. Consistent with findings of the World Economic Forum (2018) that puts the Philippines as a legacy country in future readiness, in the 2021 Global Innovation Index (GII) report, the Philippines was ranked 51st among 132 economies. The country has done well in yielding innovation outputs, despite the low inputs for innovation investments (**Table 10**).

Table 10. Global Innovation Index Rankings: Philippines, 2019-2021

Year	GII Rankings		
	Overall	**Innovation Inputs**	**Innovation outputs**
2021	51	72	40
2020	50	70	41
2019	54	76	42

Source: Global Innovation Index 2021 Report (Economy Profile: Philippines)

3. EVALUATION SCOPE AND OBJECTIVES

31. **In consultation with the GPH and national and international DPs, the UNDP prepared the 2019-2023 CPD before the pandemic; this was at a time when the country showed stellar trends in its socio-economic performance, and consequently gave a favorable outlook for the realization of the PDP goals and national vision, as well as the attainment of the SDGs.** During this period, the growth of the country's Gross Domestic Product (GDP) was averaging more than 6% per year and thus the Philippines was projected to becoming an upper middle-income economy. Poverty incidence, i.e., the proportion of Filipinos with incomes below the national poverty line, reduced from 25.2% in 2012 to 21.6% in 2015 (and further to 16.7% in 2018). Employment was at 95.3% of the labor force. Further, the country experienced a sustained widening of fiscal space that allowed it to make huge investments in the social sector, including social protection programs such as the conditional cash transfer. The country also yielded a relatively good performance against many of the targets for the Millennium Development Goals, the predecessor Global Goals Framework to the SDGs.   Risks to sustained progress came from binding development constraints of

- high levels of inequalities (with the Gini ratio at 0.44 and 96% of regions having per capita incomes less than half of that in the National Capital Region),
- frequent occurrence of natural disasters especially climate-related ones (with 230 estimated deaths in 2017 from climate-related disasters, and 22 typhoons entering the Philippine Area of Responsibility), and
- intergenerational cycles of armed violence (with conflict-ridden Autonomous Region of Muslim Mindanao having much lower Human Development Index than the national average).

The COVID-19 pandemic changed such trends in socio-economic statistics, and may have further exacerbated existing inequalities.

32. **The overall objective of the MTR is to develop a comprehensive knowledge of the contribution (effectiveness) of the UNDP Country Programme to the Philippines' development path and the quality (relevance, efficiency and sustainability) of this contribution.** Thus, the evaluation of the progress in achieving the results of the UNDP Country Programme in the Philippines focuses on four criteria, viz; relevance, effectiveness, efficiency and sustainability. These criteria are examined in the context of the country's development priorities, and the emerging changes in the socio-economic conditions, arising especially from the impacts of the novel coronavirus (COVID-19) pandemic. Relevance, effectiveness, efficiency and sustainability are four standard criteria laid out in the Organisation for Economic Co-operation and Development's (OECD) Development Assistance Committee (DAC) Revised Evaluation Criteria (OECD 2019) which defines these criteria as follows:

- **Relevance (**Is the intervention doing the right things?): The extent to which the intervention objectives and design respond to beneficiaries', global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change.
- **Effectiveness** (Is the intervention achieving its objectives?): The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.
- **Efficiency** (How well are resources being used?): The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.
- **Sustainability** (Will the benefits last?): The extent to which the net benefits of the intervention continue or are likely to continue.

The MTR is expected to recommend changes, if any, in the UNDP Country Programme to support the Philippines in its development path for attaining the PDP and SDGs given the current and emerging socio-economic realities, including the impact of the pandemic. The specific aims of the MTR (see Annex A) include:

- Review the UNDP Philippines country office (CO)'s programme relevance, efficiency, effectiveness, and sustainability in terms of the many changes in the development priorities and UNDP CO context
- Provide recommendations to revise the resource mobilization strategy in view of the remaining years of CPD implementation (as adjusted for the COVID-19 crisis). Suggest options for re-prioritization of CO planned interventions and results based on changes to the resource mobilization model of the Country Programme, taking into consideration current pipeline of projects and donor landscape.
- Suggest ways to enhance partnership and communication of the CO in view of enhancing resource base to strengthen partnership and communication with the government and DPs.
- Review the three CPD outcomes on the extent to which progress has been made towards the outcomes and the UNDP contribution to the observed change? How has delivery of Country Programme outputs led to outcome-level progress? Have there been any unexpected outcome-level results achieved beyond the planned outcome? This includes partnership strategies, resource mobilization, and embedding of the human rights-based approach.
- Review progress against and the effectiveness of the UNDP results framework, specifically the outcome and output indicators, baselines and targets, assessing how relevant and measurable they are and make recommendations for improvements, if any. Review the data collection and monitoring systems existing in the country to ensure evidence-based measurement of progress against results and how that contributes to results-based management of the Country Programme.

- Assess the programmatic progress/coverage and gaps and what can be derived in terms of lessons learned for future UNDP support to inclusive economic growth, governance and rule of law, and resilience, disaster risk reduction and climate change, as well as gender equality and social inclusion and overall sustainable development and provide recommendations for re-positioning and re-focusing of the CPD within Philippines's development context and in light of the impact of COVID-19 outbreak.
- Assess the relevance and strategic positioning of UNDP in support of Philippines' development priorities towards achieving the Agenda 2030. Specifically, assess the extent to which UNDP contributed to high level policy changes and reforms.
- Assess the level of innovation and or adoption of innovative approaches in programming.
- Provide forward-looking recommendations that could possibly inform the next cycle of the Country Programme, taking into account the broad corporate direction and mandate on socio-economic recovery following the COVID-19 crisis, which will need to inform the current and next programming cycle.

The review is expected to provide insights into the relevance and value of the CPD and UNDP's support to the Philippines' development needs and priorities. In looking forward, the MTR should suggest ways in which the UNDP can add comparative added value. The evaluation is expected to also guide the UNDP in giving the right support to the government and people of the Philippines in a coherent and sustainable way at the right time and at the right pace. The primary audience of this MTR is the UNDP, the Government of the Philippines (GPH), the UNCT, UNDP implementing partners, as well the development community.

33. **As per the TOR on the conduct of the MTR (see Annex A), the evaluation includes the entirety of UNDP's programmatic operations in Philippines for the first half of the CPD 2019-2023 implementation, i.e., the period 2019 -2021.** The MTR examines the current status of implementation of UNDP projects, as well as the roles and contributions of UNDP to the wider UN programming framework. The MTR is expected to provide strategic direction and inputs to required changes to the CPD in terms of strategic focus (which includes the corresponding UNDP project portfolio), especially given the emerging socio-economic landscape amid the impacts of COVID-19 and the Fourth Industrial Revolution, and issues that have drastically affected or about to impact on governance and service delivery arrangements, such as the Mandanas-Garcia ruling. The review covers an assessment of the objectives, planned outputs, activities and inputs relative to cost-effective alternatives. The MTR looks into the generation and use of knowledge products, including monitoring and evaluation systems, for learning in projects/ programme portfolios, as well as the coordination processes undertaken by UNDP within and with other units of the UNCT, and with UNDP implementing partners.

4.1 Approach

34. **The MTR work passed through five stages, viz., (1) initiation, (2) design, (3) data collection, (4) evaluation, and (5) reporting (Figure 10).** These stages are meant to draw on all relevant evidence and analyses, while engaging UNDP staff and ensuring full ownership of the review by the responsible programme teams, operations units and UNDP CO leadership. The MTR made use of a consultative approach engaging government partners and other stakeholders. The first and second phases of Project Initiation and Design were meant to support the third phase of evidence generation to achieve the objectives of the MTR. The fourth phase involved synthesizing the evidence generated and gathered with the objectives of: (i) consolidating the findings; (ii) making recommendations for adjustments to the CPD; and (iii) ensuring alignment with emerging changes in the PDP (anticipating the development priorities of the next set of leaders to be elected in May 2022). The review, as per the TOR, focuses on four criteria (i.e., relevance, effectiveness, efficiency and sustainability) to assess the current Country Programme. Finally, the reporting phase involved a presentation of the draft MTR report that provides recommendations to inform the proposed shifts for the remainder of the current Country Programme and possibly to inform the next CPD 2024–2028. Based on the draft MTR recommendations, and a presentation of the draft, the MTR report was finalized and shared with the UNDP. The report is expected to contribute to the development of the rolling work-plans for 2022–2023. The MTR Report should also serve as input to the next UN Common Country Assessment and to the development of a new UN PFSD.

1. Initiation	2. Design	3. Collection	4. Evaluation	5. Reporting
• Project initiation workshop • Ongoing project management.	• Articulation of objectives and intended outcomes • Refinement of the Evaluation and KPI Framework • Review of available data • Data collection design and pilot	• Implementation of data collection	• Analysis of data and synthesis of findings • Evaluation of the effectiveness, efficiency and appropriateness of the programs • Evaluation of the alignment of the outcomes achieved • Lessons learnt	• Draft and Final Reports • Presentations to Management.

Figure 10. Five Stages for the Mid-Term Review

35. **The evaluation methodology involved a mixed-methods approach.** It comprised an analysis of all relevant programme documentation shared by UNDP with the KPMG Evaluation Team, as well as the collection and analysis of primary data through:

(a) 17 Key Informant Interviews (KIIs);
(b) 5 Focus Group Discussions (FGDs); and,

(c) a survey of project implementers undertaken using an online data collection platform (Google Forms).

The KPMG MTR Team prepared a detailed Evaluation Matrix (see **Annex B**), outlining evaluation criteria, broad evaluations questions, data sources/methods, indicators and data analysis methods. MTR benefited from the active, candid and lively responses of the KII/FGD participants who were targeted for the interviews in providing feedback. In selecting KII and FGD participants, the choice was largely to have as much variety of representatives of project outcomes, sectors, capacity building perspectives and potential for future engagement with UNDP. KPMG undertook measures to protect the rights and confidentiality of informants in line with the United Nations Evaluation Group's (UNEG) 'Ethical Guidelines for Evaluators' (UNEG 2020), and the Data Privacy Act of 2012[19].

Project Documents

36. **The KPMG MTR Team conducted a desk-based review of documents pertaining to the Country Programme for the period 1 January 2019 to 31 December 2021, including project portfolio documentation to understand the objectives and model of impact adopted under each project.** Project documents reviewed by the KPMG MTR Team included:
    a. CPD 2019-2023;
    b. PFSD 2019-2023;
    c. SPs (2018-2021 used in the formulation of the CPD and the current 2022-2025) ;
    d. Project one pagers;
    e. Project inception reports;
    f. Annual progress reports of projects;
    g. Sample CPD MTR reports;
    h. Budget and delivery data and other project financials;
    i. Project Terminal/mid-term evaluation reports of projects completed

    Given the volume of projects supported through by UNDP Country Programme and the limited time for the MTR, the priority focus of examination of project documents was on compiling available data for the indicators specified in the Evaluation Matrix (Annex B), and detailed examination of completed big projects that have already undergone terminal evaluation. Given many data sources, data are likely to have inconsistencies, and thus some triangulation would be required. Techniques were used to gather evidence of change and the factors that have influenced that change.[20]

---

[19] https://www.privacy.gov.ph/data-privacy-act/

[20] For example, Outcome Harvesting which collects ("harvests") evidence of what has changed ("outcomes") and, then, working backwards, determines whether and how an intervention has contributed to these changes.

Broad Evaluation Questions and The Evaluation Matrix

37. **The results of the KPMG initiation activity on the MTR have led to the framing of eight broad evaluation questions.** These broad questions are given below:

   i.   How **effective** has UNDP been in its Country Programme design, implementation, monitoring and evaluation in (a) raising the capacity of institutions to deliver inclusive social services on a sustainable basis, (b) improving the climate change readiness of the Philippines, (c) securing peace in conflict-laden areas in the Philippines?

   ii. Has the support offered by UNDP **relevant** to the needs of the Philippines in relation to the PDP and SDGs taking account of resource constraints and competing priorities in the wake of current socio-economic conditions, and the impact of COVID-19, the Fourth Industrial Revolution, the Mandanas ruling, and other mega-trends?

   iii. How **efficient** is the UNDP in its operational activities for assisting the development needs of the Philippines?

   iv. Have UNDP's systems created capacities (human resource, systemic and structural) for sustained results of its programmes, and what could be done to further strengthen **sustainability**?

   v.   How well does the design and implementation of the UNDP Country Programmes make use of **human rights** approaches, addressing the needs of the most vulnerable groups in the country?

   vi. How well does the design and implementation of the UNDP Country Programmes promote **gender equality** and **social inclusion** vis a vis the SDGs?

   vii. How has the UNDP Country Programme supported and harnessed science, technology and **innovation**, strengthened the country's innovation ecosystem, and contributed to the promotion of an innovation-driven culture in the Philippines?

   viii. As the UNDP is just one actor in the UNCT and the entire development community, has it worked in an effective **partnership** with other UNCT members and the larger development community to attain development impact and effectiveness?

38. **Under each of these broad evaluation questions, detailed sub-questions were constructed for the KII/FGD protocols which contribute to answering these broad evaluation questions.**   All these broad and detailed guiding questions for the MTR are articulated in the Survey Questionnaire and KII/FGD instruments (**Annexes C to F**).

39. **The broad evaluation questions were organized into an evaluation matrix, a synthesis of a questioning sequence and format which is included in the Census Questionnaire and KII/FGD Instruments (see Annexes C to F).**   The design of these questions was intended to reduce the burden on respondents. Each question was accompanied by an indication of the sources of data for the questions. These question grids supply the Evaluation Matrix (Annex B). It

is important to note that there is some flexibility in the use of the evidence gathered, the Evaluation Matrix is not the definitive sum of the limit to which the data can be put.   It is important that the evaluators dis not prejudge in advance the answers which respondents were likely to give as the questions for the KIIs/FGDs were open-ended.

40. **Each evaluation question was accompanied by core dimensions to be explored, indicators of achievement, data sources and analysis topics.** The evaluation matrix is related to the data sources. One of the challenges in constructing the matrix was to include questions which would be both feasible and not too demanding of stakeholders whose perspectives are expected to vary considerably based on the nature of their jobs, and analytical capacities.

41. **Attribution of outcomes to the UNDP Country Programme (and the CPD) was challenging, as there are many other providers of support for development outcomes.** The approach of harvesting outcomes provided evidence in the MTR to support the conclusions drawn and lessons learned.

Survey of Project Partners

42. **The survey of UNDP project partners provided a big picture of how survey respondents view the CPD thus far.** The survey, conducted online through Google Forms, is also a mechanism to solicit quick feedback on how the CPD can be improved. The online survey is a reliable method of inquiry; it is relatively cost-effective and easy to administer, even when remotely done via digital means. The survey of project partners was self-administered with a maximum length of 10 minutes to fill out. Questions were closed-ended (i.e. with pre-written response categories provided). While respondents can only answer in a predefined way with close-ended questions, the use of close-ended questions made sure that the survey was quick to administer (and easy to process). The KPMG MTR Team pre-tested the survey questionnaire before it was deployed through an email blast, with repeated daily follow-ups. An email with the Google Forms survey link was sent to the target respondents, i.e., UNDP partners (agencies who implemented the projects).

43. **Of the 296 targeted respondents for the survey, 112 were reached for a response rate of 38%, which is above or within standards of typical online survey response rates of around 30 percent.[21]** This response was quite high, considering that this online survey was undertaken during December, when people tend to get busy wrapping up work activities for the fiscal year. Typically Filipinos also prefer personal face-to-face communication for surveys as these modes of data collection build rapport between interviewer and respondent. In contrast, online methods of data collection, which we rely on more and more amid the pandemic, are still perceived in the Philippines to be too informal,

---

[21] https://www.smartsurvey.co.uk/blog/what-is-a-good-survey-response-rate#

and thus ignored. The profile of the respondents for the MTR survey was fairly broad-based. Slightly more than half (53%) of respondents were women. A third (32%) were from National Government (NG); a tenth (7%) from Local Government Units (LGUs); two-fifths (43%) from Civil Society Orgs (CSOs)/Non-Govt Orgs (NGOs) and Foundations; a tenth (11%) from others in the private sector; and the remaining are other affiliations, including UN agencies (7%). The distribution of sample respondents by type of organization is quite close to that of the distribution of the entire sampling frame (**Figure 11**).
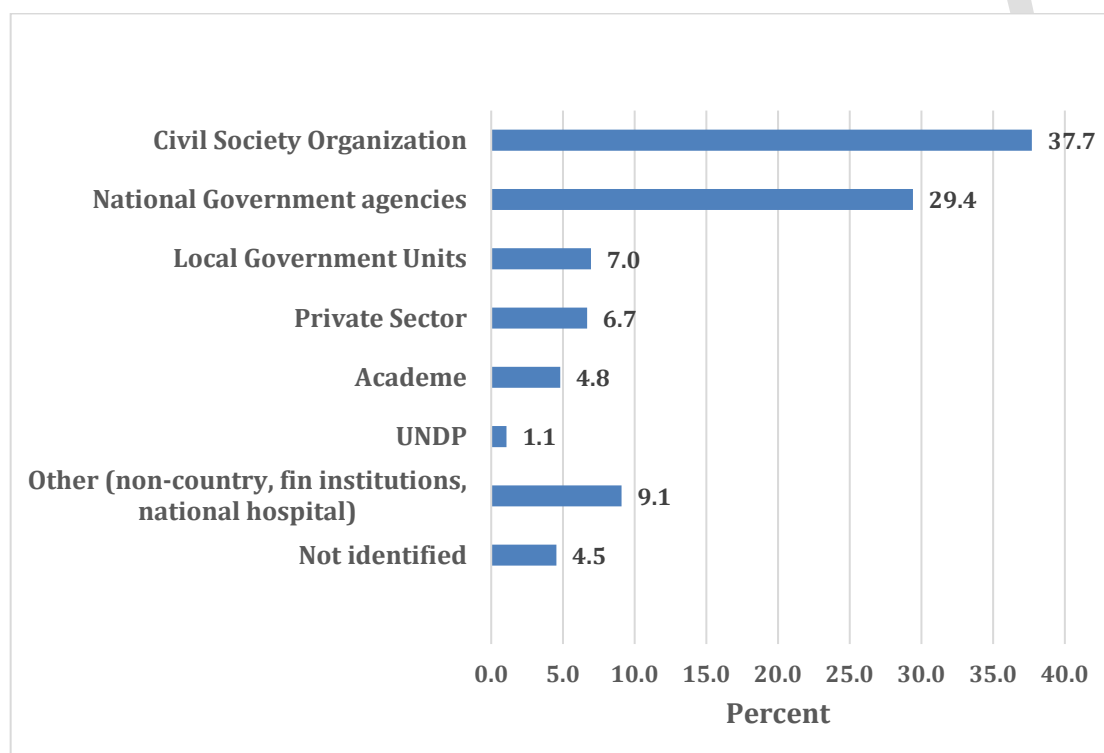
Figure 11. Distribution of Target Respondents by Organization
Note: Calculations made by KPMG MTR Team on Sampling Frame

Of the 112 respondents to the survey, 90 identified their projects, of which, 62 we could categorize into the groups: two-fifths (39%) were from Institutions & Partnerships (I&P), a third (32%) were from the Climate Action Programme Team (CAPT), a quarter (26%) were from the PEACE Team and the remaining (3%) from the Impact Advisory Team (IAT). The proportion of sample respondents for I&T was exactly the proportion in the sampling frame; sample proportions for the other teams were not fully comparable to those in the sampling frame, but they followed the rankings in the sampling frame (**Figure 12**). More than four fifths were managers (either at senior level 46%, or mid/junior level 38%). A tenth (8%) were from rank and file staff from the project or operations; the rest (7%) included Faculty members, a consultant, a core group member, a Board member, and a member of the *Sangguniang Bayan* (city/municipality council).
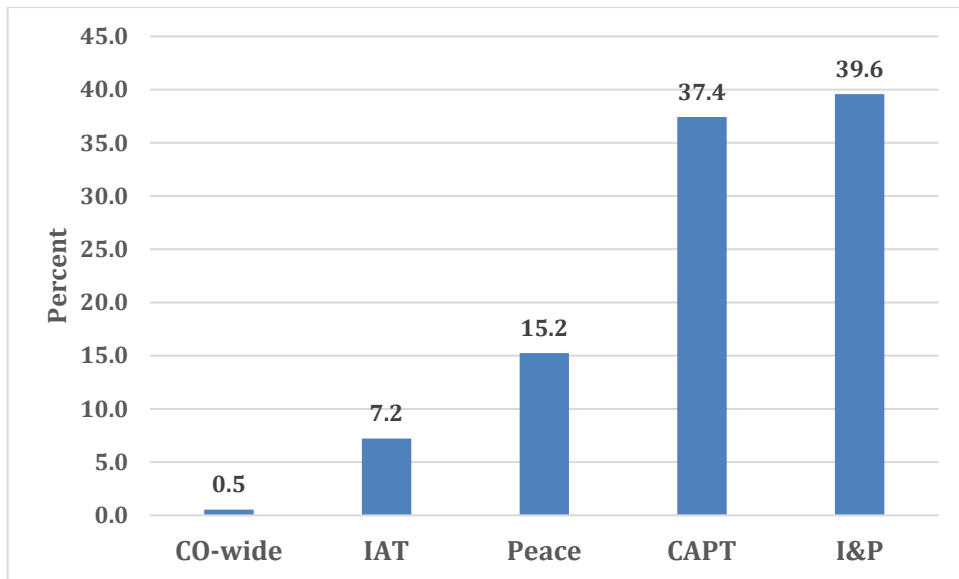
Figure 12. Distribution of Target Respondents by Team
Note: Calculations made by KPMG MTR Team on Sampling Frame

44. **While there are disadvantages to the D&I of the survey, there are also be a number of strengths for this approach.** Undoubtedly, there is little control over who completes the survey questionnaire if it is done online. Item non-responses could occur, so the Google Forms was designed to ensured that respondents answered all survey questions. Overall response rates were above the average response rate in an online survey. Follow-ups were done daily by the KPMG MTR Team on targeted respondents who had not yet answered the survey to arrive at the acceptable response rate. There were no costs to conducting the survey online, other than the time used to design the survey, put it into Google Forms, to deploy the survey and initiate follow-ups. Other advantages include the low social desirability biases that occur since no interviewers were needed for administration (and thus no interviewer variance). Further, this approach allowed the respondent to take his/her time in answering and look up information (if necessary). Questions were crisp to control for the time to respond, as respondents might drop out of participation if the questionnaire was too long.

Key Informant Interviews (KIIs) and Focus Group Discussions (FGDs)

45. **Interviews provided a means of probing respondents to get a more detailed set of responses to questions for evidence gathering.** Thus, aside from conducting the survey of project implementors, the MTR involved interviews of and discussions with UNDP major stakeholders (such as NEDA), project implementors, project beneficiaries, UNDP staff, representatives of DPs, and policy researchers. FGDs and KIIs were conducted through video conferencing platforms. The KPMG MTR Team intended to have KIIs with women project beneficiaries to get a gendered perspective of issues on the Country Programme, but the Team only managed to secure the participation of a lone female project beneficiary. The instruments for the KIIs/FGDs contained open-ended questions that were appropriately tweaked

depending on the nature of the targeted interviewees. The KII/FGD instruments were sent ahead of time to allow prospective interviewees/FGD participants an opportunity to prepare for the interview/discussion.

46. **A total of 17 KIIs and 11 FGDs were** targeted for the MTR, of which 10 KIIs and 5 FGDs were successfully conducted. Among the 10 KIIs, several interviewees requested their participation of their staff. Thus, a total of 22 persons participated in the 10 KII sessions. The success of the interviews were dependent on the available time of participants, as well as access to the internet, mobile signal, and/or computer or phones. One KII had to be cut short due to the limited availability of the KII respondent. Several FGDs and KIIs had to be rescheduled.

47. **Using video conferencing apps, the MTR team interviewed a wide range of key stakeholders, including 22[22] KII participants and 25 FGD participants (c.f. Annex G).** Three-fifths (62%) of KII and FGD participants were women. The profile of affiliates included 14 from UNDP; 2 from the Department of Interior and Local Governments (DILG); 1 from National Electrification Administration (NEA); 2 from the Commission on Human Rights (CHR); 1 from DOH; 3 from DILG; 1 from Bangsamoro Planning and Development Authority (BPDA) of BARMM; 6 from the Foreign-Assisted and Special Projects Service of the Department of Environment and Natural Resources (FASPS-DENR); 1 from Ministry of the Interior and Local Government (MILG) of BARMM. Project Partners included 7 from CSOs, 4 from NGAs; 1 from UNDP; 1 from an LGU; 1 from a financial institution; 1 from a project; 1 from a grant; 1 and from an academic institution.

48. **Following the UNDP Evaluation Guidelines (2019), the MTR used a questionnaire protocol (see Annexes D to F). to ensure consistency and comparability during interviews.** Questions pertained to perceptions on the performance of UNDP CO in terms of relevance, effectiveness, efficiency and sustainability of interventions. Open-ended questions were used in FGDs and KIIs, while close-ended questions (e.g., five-point rating scale) were used in the census of project partners. Before finalization of data collection instruments, a pre-testing of the instruments was conducted to minimize biases from misunderstanding the instruments. Changes were incorporated into the instruments, prior to the final primary data collection (i.e., census, KIIs, and FGDs). Data were collected from the targeted participants using the pre-tested and revised instruments. All instruments for primary data collection were finalized in consultation with UNDP.

49. **The KIIs/FGDs were semi-structured, which pose questions at a general level about the CPD outcomes but also provided questions specific to UNDP projects and activities** KPMG made use of the contact details of stakeholders provided by UNDP, and arranged for their cooperation on interview dates for

---

[22] Some key informants requested to include their project staff during interviews.

KIIs/FGDs. Once the KII and FGD participants were selected, the review process started with the collection of relevant data drawn from project documents to provide background information for contextualizing interviews with project implementors.

50. **Project implementors were asked about their project outputs and outcomes and the contributions made by the activities of UNDP to the CPD outcomes.** The outcomes could be either positive or negative. Implementors were asked to answer questions based on his or her experience. Very senior officials of UNDP implementing partners were sought for interviews to obtain insights not only on the processes and outcomes, but also on ways forward. Once the KII and FGD participants were selected, the MTR process started with the collection of relevant data drawn from project documents to provide background information for contextualizing interviews/discussions with project implementors by the KII/FGD facilitators. Projects were studied in advance with respect of the following (see Evaluation Matrix in Annex B):

- Alignment with national priorities such as the PDP and the SDGs;
- Processes followed by the UNDP in design, implementation, monitoring and evaluation of projects;
- Harmonization with other projects;
- Intended beneficiaries of the support;
- Theory of change, project inputs, activities, outputs, outcomes and impacts; and,
- Costs.

51. **Interviews with UNDP officials and staff, and representatives of other national and international DPs took place to discuss the development outcomes in the country, results and challenges on the attainment of the PDP and SDGs given the emerging context and realities.** KIIs/FGDs collected evidence on perceptions of improvements in institutional capacities, regulatory frameworks and the enabling environment. Interviews with relevant national and international experts familiar with the Country Programme followed interviews / discussions with project implementors to provide additional evidence and feedback for filling knowledge gaps and to verify the evaluation findings.

52. **The interviews/discussions were recorded and regularly summarized.** After each KII/FGD, a summary sheet was immediately produced after the interview/discussion. The interviewer/FGD facilitator communicated their findings on a daily basis to the Team Leader, in order to discuss the day's findings and to resolve any issues. This debriefing was done to provide an opportunity to immediately rectify erroneous findings and evidence, or to improve how questions were being asked.

4.2 Evaluators

53. **Aside from KPMG staff (Mr. Sebastian V. Aenlle; Ms. Mary Grace N. Chung and Ms. Imelda H. Corros), the KPMG MTR team is composed of a Team Leader (Dr.**

Jose Ramon G. Albert) who specializes in policy research and data analytics, and two Monitoring and Evaluation (M&E) Specialists (Ms. Marlene D. Tablizo and Ms. Frances Michelle C. Nubla). The Team Leader was responsible for the conduct of the MTR, data collection activities, reporting and overall coordination and quality control. He provided the lead technical expertise on the functions and capacities required to conduct the MTR. He ensured consistency in conduct of interviews. He brought insights to the issues and challenges of the evaluation, and his experience in data analytics. The MTR Team includes M&E and statistical expertise among the team members. Their expertise and experience in similar research undertakings were harnessed to

- develop the instruments for the primary data collection;
- select participants for the KIIs and FGDs;
- conduct the KIIs;
- facilitate the FGDs;
- examine the project documents and other secondary data;
- analyze the primary data collected; and,
- provide support to the reporting, presentation and communication of findings.

4.3 Data Privacy

54. **As an institution that collects and processes personal data for studies such as the MTR, KPMG abides by the Data Privacy Act of 2012, that mandates to protect the rights of the data subject and keep the collected personal data in confidence.** Thus, KPMG asked census respondents and participants to KIIs and FGDs their consent to be involved in the MTR. KPMG inform them that the gathering of personal data and responses to questions are for research purposes only. Respondents were also informed that they have the right to withdraw their participation from the KIIs/FGDs/census anytime when the need arises. Further, respondents were informed of the general objective of the MTR and the primary data collection activities for the MTR, who will have access to any personal data, how long will the data with personal data be stored, and the name and contact details of the Data Privacy Officer (DPO) of KPMG and the UNDP CO. KPMG safeguards personal data and has taken reasonable physical and logical measures to prevent any unauthorized access, unlawful processing and unauthorized or accidental loss, destruction or damage to personal data.

ON PHYSICAL SECURITY MEASURES.
   a. Devices to be used for the census and for storing interview records were protected with a password.
   b. At the end of each data collection day, data were uploaded to the KPMG server. Once the data was uploaded to the server, it was automatically deleted from other data collection devices.
   c. Limited persons in KPMG have access to the server.

ON TECHNICAL SECURITY MEASURES.

a. KPMG has a firewall for network management and protection from security threats. Only IT Administration staff can access the management portal of the firewall server. This is protected with a password that is only known to the IT Infrastructure Team and dual authentication only accessible by IT Infrastructure Team. This security appliance manages all network traffic with strong security systems for both inbound and outbound services. The security systems have a web and administration filter system, a gateway anti-virus security system, and firmware. These security systems are always updated whenever a new version is available.

b. A licensed anti-virus for malware, hackers, anti-phishing and anti-spam protection is also in place.

c. KPMG requires the use of alphanumeric characters for passwords on each Office365 account. These passwords have a minimum of 8 and a maximum of 16 characters comprising uppercase and lowercase letters, numbers and symbols.

d. KPMG has a disaster recovery and back-up system in case of system or hardware failure. KPMG uses the RAID system, also known as disk mirroring back-up failure solution.

Additionally, a Data Sharing Agreement was secured and agreed upon by the UNDP CO and KPMG to ensure data privacy and safety with respect to sharing personal data. On KPMG's end, employees and its subcontractors were required to sign a Non-Disclosure Agreement (Confidentiality Agreement).

4.4 Process and Quality Assurance

55. **As stipulated in the UNDP Evaluation Guidelines 2019, the conduct of the MTR is guided by learning, transparency, and accountability.** The MTR has been undertaken in three month between 25 October 2021 and 11 March 2022. A one-week initiation took place in October through a briefing meeting via Zoom, and was followed by another briefing meeting. Following the initiation activity, this inception report was drafted to (a) articulate the objectives and intended outcomes of the MTR; (b) refine the Evaluation Framework ; (c) provide a preliminary review of data made available to the KPMG MTR Team; (d) discuss the data collection design and pilot. The data collection activities took place from early-December to late January 2022, and were concluded by a debriefing meeting to present preliminary findings. The main MTR activities include (a) Data Collection and Compilation; (b) Data Analysis and synthesis of findings in terms of the relevance, effectiveness, efficiency and sustainability of the Country Programme Portfolio; (c) Evaluation of the alignment of CPD outcomes achieved; (d) Lessons learnt. This MTR report was prepared and subjected to the KPMG's internal quality assurance mechanisms. In addition, the report was presented to the UNDP Philippine CO and selected stakeholders in GPH to obtain feedback on factual errors and omissions.

56. **The KPMG MTR Team has maintained exceptional control over the D&I of data collection, as well as analysis of primary data and secondary data (from project documents).** The introduction of new primary data collection was advantageous in bringing additional evidence to the review, but it raises quality issues as there will not be a common understanding of issues by interviewees during FGDs/KIIs, and a resulting set of interviewer effects that can compromise the quality of evidence collected. The interviewers/FGD facilitators were thus trained with the data collection instruments and protocols to ensure consistency of training, but this alone may not have been sufficient to maintain standards. Nonetheless, this together with regular reporting to the Team Leader minimized interviewer variance.

4.5 Risks and Mitigation Measures

57. **Primary data collection for the MTR faced risks of low participation of targeted respondents especially as in the period early December 2021 to late January 2022, the fiscal year 2021 was ending and the new fiscal year was commencing, aside from having the data collection during the Christmas holidays.** Several measures were undertaken to mitigate these risks, including developing schedules of interviews immediately upon completion of the t Inception report, with the requests for interviews sent through a UNDP email address (rather than a KPMG one). Follow up of interview requests and requests to participate in the survey were also be made. A few key informants and FGD participants sought clarification if they had to also answer the survey in addition to participating in the KIIs/FGDs. For very important participants for FGDs, extra effort was made to interview them instead as key informants subject to their availability if they could not participate in in the FGDs.

4.6 Limitations of MTR

58. **In the limited timeframe for the MTR, the examination was mostly limited to implementation processes and program outputs to provide key strategic directions for the Country Programme.** Some quantitative data was compiled from project documents to produce statistics on indicators identified in the Evaluation Matrix (Annex B). Since the MTR was conducted amid the COVID-19 pandemic, there has been a lack of opportunity to gather as much feedback as would have been desired from project beneficiaries. Only 1 project beneficiary was interviewed in the MTR. Further, all interviews and the survey were undertaken online, which undoubtedly posed limitations, in terms of arranging the data collection activities, as well as establishing required rapport that is useful for KIIs/FGDs. While there is no way to ensure that the KIIs and FGDs as well as the survey is representative of all targeted respondents for the primary data collection, the resulting profiles of survey respondents and KII/FGD participants represents a broad mix. Further, the profile of survey respondents generally was a good match for the profile of the targeted respondents from the sampling frame. Extra

efforts were also made to solicit the participation of targeted respondents for the survey as well as the interviews and discussions, to gather as much evidence as possible given the time constraints to complete the MTR. While interviews and discussions could not all take place and the online survey response rate did not reach 80 percent (but only around half of this), it is, however, the view of the MTR team that the participants to the KIIs and FGDs and the sample respondents, sufficiently provide a broad-based representation of the key UNDP stakeholders within the limitations posed by the conduct of the MTR to ensure completeness of perspectives in the analysis of evidence, and discussion of findings.

5 DATA ANALYSIS

59. **The KPMG MTR Team examined the primary and secondary data compiled with mixed methods of analysis**. Data from KIIs/FGDS were of qualitative type, and were subjected to thematic analysis highlighting dominant patterns and trends in the narratives that surfaced in the interviews and discussions to build evidence on interrelated concepts. The KII and FGD summaries were sequentially subjected to open, axial then selective coding. The resulting themes were then linked with one another. Keeping in mind the varying contexts of respondents, views expressed during interviews were validated/triangulated whenever possible with other data, including quantitative data. For instance, when interviews would talk about delays in project execution, data on delays (including reasons for delays) were sought after from project documents. When KII/FGD participants and survey respondents discussed the extent of participation of women in project activities, supporting evidence from projects were compiled. Triangulation effectively involved integration, i.e., combining more than one source or type of data and/or more than one approach to analysis to compare (and contrast), complement and corroborate evidence gathered. As interviews progressed, interpretive reflections, insights and ideas were also made to further probe and examine issues, involving coding, sorting, linking, weaving, and merging themes. Further, issues discussed during interviews were corroborated and contrasted, for instance, high relevance but low effectiveness. Patterns of association were explored and tested with alternative explanations. Occasionally, some direct quotes from interviews were also used to explain concepts.

60. **Quantitative data on project financials, and survey results were examined using descriptive statistical methods**. These methods including the production of statistics such as percentages, ratios, totals and averages to discuss progress and trends. Further, information on quantitative data was put into tables and visuals, providing comparisons and contrasts regarding sub-groups of informants/units analyzed (e.g. by project outcome) to organize messages about variability, and coherently communicate insights. Since descriptive statistics based on structured questions could provide a narrow focus, and lack context, whatever summaries generated were linked with evidence from qualitative data. Quantified responses from the surveys across the evaluation criteria were thus linked whenever possible with direct quotes, examples or comments provided during interviews and discussions to clarify the survey responses and thus provide deeper information on the D&I of the Country Programme toward identifying actions to improve its execution.

61. **The KPMG MTR Team presented preliminary key findings and recommendations to the UNDP CO during a Management Committee meeting last 31 January 2022**. This presentation also involved some discussions on emerging realities (provided by data and statistics recently made publicly available by DOH on the pandemic, and PSA on income poverty). The presentation allowed a feedback and validation exercise to be conducted prior to finalizing the CPD MTR report.

6 FINDINGS

6.1 Relevance

62. **FINDING 1. The CPD is thematically relevant to development needs, policies and priorities of the Philippines, as articulated in the PDP and SDGs, as well as the PFSD.**

The GPH has developed the PDP 2017-2022 for the period examined, which determines the country's development priorities. As pointed out in the latest VNR of the Philippines, there is considerable alignment between the PDP and the SDGs. The PFSD 2019- 2023 involves three key pillars viz, (i) People: the most marginalized, vulnerable, and at risk; (ii) Planet and Prosperity: urbanization, economic growth, and climate change actions; and (iii) Peace: more inclusive and responsive governance systems, and sustainable and equitable development, for just and lasting peace in conflict-affected areas. The intended CPD outcomes on inclusive and quality service delivery, climate change resilience, and securing the peace give flesh to the three pillars of the PFSD.

63. **FINDING 2. The goals and designs of UNDP projects are based on country needs.**

Nearly all (99.1%) of project implementers who were contacted and responded to a large scale survey, all women (100.0%) and nearly all men (97.9%), consider the UNDP assistance relevant vis a vis alignment with PDP and SDGs (**Figure 13**).
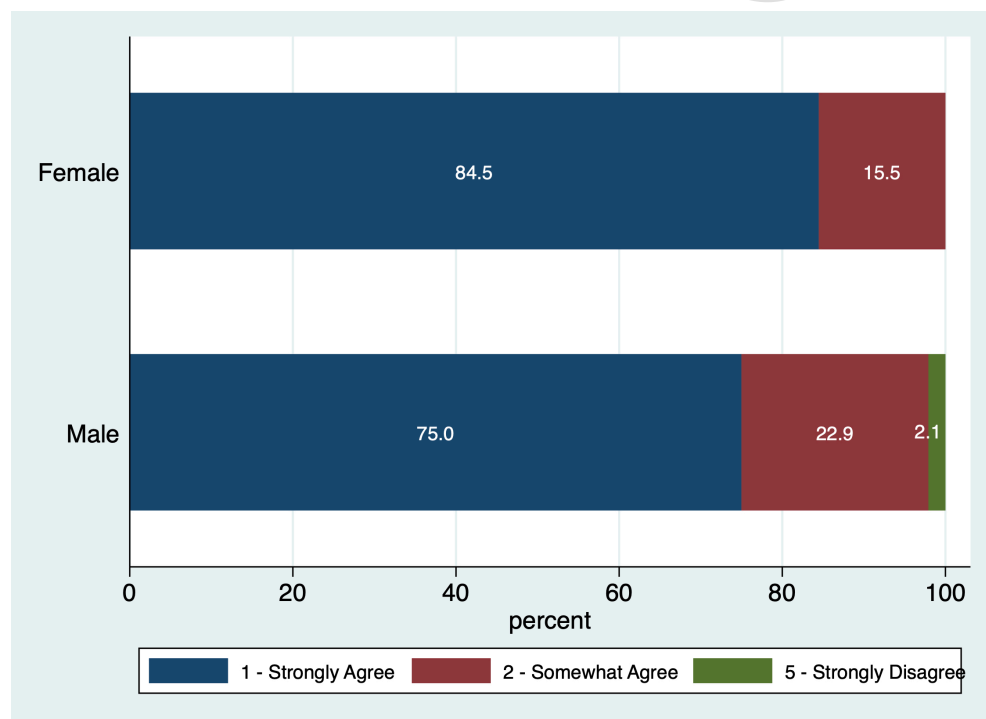

Figure 13. Survey Responses by Sex on Agreement (1 – Strongly agree. 2 – Somewhat agree. 3 – Not sure. 4 – Somewhat disagree. 5 – Strongly disagree. 6 –

Not applicable) with the statement: "The assistance of UNDP is relevant to my organization' contribution to the attainment of the Philippine Development Plan and the Sustainable Development Goals"
Source: December 2021 Survey of UNDP Project Implementors, KPMG

Interviewees suggest that the Country Programme is demand-driven and cite particular UNDP projects especially on ICT/innovation (Pintig Lab, Accelerator Lab PH, LEAPS, DevLIVE+), climate change and environment (Strengthening Marine Protected Areas to Conserve Marine Key Biodiversity Areas in the Philippines or SMARTSeas) and support for peace and development (Preventing Violent Extremism) in Mindanao. According to one project implementer, "We've had already past experience; all country programs are aligned with PDP. It needs to be immersed in the development plan of any country they operate in. For SDGs we have experience in terms of the MDGs. … They have been relevant in short."

64. **FINDING 3. The Country Programme is contributing to the SDGs.**

According to data sourced from open.undp.org where all UNDP projects are tagged to the SDGs, all (44) projects of the UNDP CO in the Philippines (that ended or are on-going from 2019 to 2021) are contributing to at least one of the SDGs **(Table 11).** Projects are contributing more to some SDGs (SDG1, SDG16 and SDG17) than to other global goals. For instance, projects have not contributed to SDG2 and to SDG6. Furthermore, at least a third (33.3%) of projects pertaining to CPD Outcome 1 are aligned to SDG17, SDG1, or SDG4. Meanwhile, projects on CPD Outcome 2 are generally aligned to SDG 13, SDG15 or SDG1. Nearly 9 out of 10 projects on CPD Outcome 3 are also aligned to SDG 16, and a fourth of the PEACE projects are aligned to SDG1.

Table 11. Distribution of UNDP Projects by SDGs

SDG	Project Outcome			
	Innovation and Partnerships (I&P)	Climate Action Programme (CAPT)	PEACE	All Outcomes
SDG1	33.3	33.3	25.0	31.8
SDG2	0.0	0.0	0.0	0.0
SDG3	11.1	11.1	0.0	9.1
SDG4	33.3	0.0	0.0	13.6
SDG5	16.7	11.1	0.0	11.4
SDG6	0.0	0.0	0.0	0.0
SDG7	5.6	5.6	0.0	4.5
SDG8	22.2	0.0	0.0	9.1
SDG9	22.2	0.0	0.0	9.1
SDG10	11.1	0.0	0.0	4.5
SDG11	5.6	22.2	0.0	11.4
SDG12	5.6	5.6	0.0	4.5
SDG13	5.6	38.9	0.0	18.2
SDG14	0.0	22.2	0.0	9.1

SDG15	0.0	38.9	0.0	15.9
SDG16	22.2	0.0	87.5	25.0
SDG17	38.9	22.2	0.0	25.0
No. of projects (n)	**18**	**18**	**8**	**44**

Note: KPMG MTR Team calculations based on data compiled from project space open.undp.org

Project documents on annual work plans, which also specify alignment to the SDGs, suggest that DevLIVE+ has the highest number (8) of SDG alignment, though DevLIVE+ is tagged only to SDG17 in open.undp.org.

65. **FINDING 4. The Country Programme has been remarkably agile, with adjustments aligned with the UNDP SP 2022-2025 and having been made in response to the devastating impact of the pandemic in the country's health and economy.**

The UNDP provides meaningful data/policy support to the GPH, especially for addressing pandemic-related matters, and it has mainstreamed innovation in its projects in recognition of the importance of innovation for harnessing development impact. Country Programme support is largely focused on government agencies, at national and local levels, as a means of improving social service delivery, climate and disaster resilience, and governance in BARMM. Guided by the "leave no one behind" (LNOB) principle of the SDGs, the UNDP promotes gender equality and social inclusion (GESI) through a human -rights based lens. A number of sub-populations in the Philippines have not only been vulnerable to income and multidimensional poverty, but have also been unserved and undeserved in social services. Thus the CPD meaningfully aims to capacitate institutions in delivery of inclusive and quality social services, especially at the local level. In the next CPD (and even already starting under the current CPD), UNDP could consider engaging in the social sector more explicitly, supporting digitalization of health, education and social protection systems. The need for this is highlighted by issues in the current pandemic management, and the country's needs for vastly accelerating universal access to health as well as to quality education.

While UNDP has provided a lot of data and policy support to the health sector, such as FASTERR, there is recognition even by DOH staff that the capacity building provided to them will further need handholding as some technical matters are not easy to learn. Moreover, the fact that data on COVID-19 deaths from administrative data sources of DOH are undercounted (as suggested by data from the civil registration system of the PSA), point to the current lack of data quality assessment frameworks (DQAFs) in producing official statistics from administrative data systems in the health sector. Although reportedly the DOH and PSA are having inter-agency meetings to investigate this matter, government agencies should be developing DQAFs and examining data quality (as reflected by availability, timeliness, relevance, reliability and granularity of these statistics) of administrative data sources (Brackstone 1987). The UN Statistics Division (UN 2019) provides guidance on DQAF; the DOH and other agencies in the GPH can adopt such

practices to systematize quality assessments, which can be efficiently undertaken with digitalization of the statistical production process. The fact that the DOH and several agencies in government have also received public attention on procurement issues especially amid the pandemic should also lead GPH to address these matters by adopting digital procurement solutions that can achieve enhanced accountability as well as efficiency (Tayler and Wright 2018).

In education, while several members of the UNCT are already providing support to the DepED, CHED and TESDA, there is still much room for capacity building work to address the quality of education given trends in national and international performance assessments of learners (World Bank, 2021) aside from the changes in the nature of work from the emerging Fourth Industrial Revolution (World Bank 2019; ADB 2018; Dadios *et al* 2018). The tri-focalized education system in the Philippines needs to work in sync, with the support of all education stakeholders, including development partners of GPH such as UNDP to ensure that human capital in the country gets future ready. Specific areas of capacity development intervention that UNDP could assist in include, (a) future skills readiness assessments, and future skills development of teachers across basic education, and higher education; (b) future skills development programs for those employed in MSMEs especially in the informal sector.

The CPD has been overly ambitious as it is based on optimistic assumptions of yielding capacity development outcomes and institutional reforms easily, as well as of being able to mobilize needed resources for the Country Programme. One key partner remarked that the "UNDP is trying to demolish a building (i.e., produce reforms) with a shovel (limited resources)." It should be noted that the donor landscape has been changing, and more so, amid the pandemic. In fairness, during the CPD formulation, nobody could have predicted the pandemic and its wide-ranging effects. It should be noted that the support of the private sector in the Philippines for the Country Programme has also been noticeably minimal, even before the onset of COVID-19.

6.2 Effectiveness

66. **FINDING 5. The UNDP, together with the GPH and the entire development community, has contributed to the development objectives of the country, including outcomes on the SDGs.**

While overall poverty increased in the country amid the pandemic, the poverty rate in BARMM decreased by 17.4 percentage points from 63.2 percent (in first semester of 2018) to 45.8 percent (in same period of 2021). Thus, 583 thousand people were lifted out of poverty in BARMM, clearly a result of improved governance that the UNDP has assisted in. Recent data released by the PSA (2022b) based on the first semester of 2021 suggests that income inequality that has been persistently high in the Philippines before COVID-19 has slightly reduced with those in the lowest two income deciles having increased their incomes by 5.5 percent while those in the richest two income deciles had decreased incomes. Thus, the Gini coefficient, a measure of income inequality, reduced to 0.4414 in

the first semester of 2021 compared to 0.4596 in the same period of 2018. Though income inequality continued its downward trajectory, it is still quite high, especially when measures of inequality such as the Gini are compared to those in countries of similar development. Economic inequality is most troublesome when it is not the result of effort or talent, but determined by circumstances. The UNDP can and should continue supporting institutions in the GPH not only to deliver quality and inclusive social services but also toward building a ladder of opportunities especially for those who otherwise seem likely to start their lives in a disadvantaged position. This will require social experimentation of what works and what does not.

67. **FINDING 6. The UNDP also has a high level of trust and respect for all the work it does.**

One project implementer point out : "*Pag Kasama mo ang UNDP, United Nations agency, iba yung dating ng program sa LGU* (When UNDP, a United Nations agency, is part of a program, the LGU views the program quite differently)". As regards intended CPD outcomes, project implementers rate the Country Programme effectiveness very highly (**Table 12**): 92.3 percent agree that the Country Programme has contributed to improving access to quality social services for all, including the poor, marginalized and vulnerable. Further, 84.9 percent agree that the Country Programme has supported the Philippines in its transition to low-carbon, climate-resilient development, and 88.7 percent agree that the Country Programme has supported efforts to secure the peace process.

Table 12. Proportion (in %) of Respondents by Agreement to Statements on Effectiveness

Statements	Strongly Agree	Somewhat Agree	Not Sure	Somewhat Disagree	Strongly Disagree
The UNDP Country Programme has improved access to quality social services for all, including the poor, marginalized and vulnerable.	55.4	37.3	7.3	0.0	0.0
The UNDP Country Programme has supported the Philippines in its transition to low-carbon, climate-resilient development.	28.3	56.6	13.2	1.9	0.0
The UNDP Country Programme has supported efforts to secure the peace process.	50.9	37.7	11.3	0.0	0.0

Source: December 2021 Survey of UNDP Project Implementors, KPMG

68. **FINDING 7. The CPD outcome indicators are hitherto not systematically monitored (even if the CPD is a binding agreement between the UNDP and the GPH), though some of these indicators can be sourced.[23]**

---

[23] The KPMG MTR Team had to make use of personal contacts from some source agencies, such as the Department of Budget and Management (DBM) and the Armed Forces of the Philippines (AFP). The Team also made use of the Freedom of Information (FOI) portal https://www.foi.gov.ph/ of the GPH, but only one of the three NGAs contacted, the Biodiversity Management Bureau of the Department of

Data on six CPD outcome indicators are not annually produced by all the source agencies, as was suggested in the CPD Annex (on Results and Resources Framework) despite the CPD being officially agreed upon by both the UNDP and the GPH. The Team was informed that the outcome indicators are part of the PDP Results Matrix Indicators, but to date, only planned targets are publicly available, and not actual data from the NEDA website. As part of the course correction for the Country Programme as well as future CPDs, the UNDP should systematically build mechanisms with the GPH to make data on CPD outcome indicators (and Program output indicators) readily available for accessing and use. Trends in four outcome indicators for which data are available suggest general improvements in development outcomes, even when outcomes are below targets, but a regression in one outcome on climate (i.e., greenhouse gas emissions) was noted **(Table 13)**. Proxy indicators on the CPD outcomes, e.g. the global and national indicators for monitoring the SDGs as well as indicators on project outputs and on project contributions to CPD outcome indicators, likewise suggest mixed progress. Achievements have been made on the SDGs, though some successes (e.g., reduction in poverty and inequality) are at risk of regression amid the pandemic. Some outcomes on the Global Goals have also not been promising, even before the pandemic (Reyes *et al.* 2019; Navarro *et al.* 2020).

Table 13. CPD Outcome Indicators with Available Baseline and Latest Year Data

CPD Outcome Indicators	Baseline	(Year)	Latest	(Year)
1.1. Primary government expenditure to gross domestic product ratio	14.8[r]	(2016)	21.4	(2020)
2.1. Greenhouse gas emissions per sector reduced (mMT CO2e)	energy (55.7); transport (24.2[r])	(2010)	energy (56.1); transport (27.4)	(2016)
2.2. Area of important sites for biodiversity covered by protected areas, by ecosystem type	marine (112,822); terrestrial (42,135) Target: 2.57 M/ 1.86 M	(2016)	marine (355,674); terrestrial (588,451)	(2021)
3.2. Number of barangays affected by internal armed conflict	716	(2017)	658	(2020)

Sources: DBM; DENR - Biodiversity Management Bureau; Armed Forces of the Philippines (AFP)
Note: [r] = revised

As regards the Country Programme, an examination of data[24] triangulated from project documents and from POCOMAS dashboard reveals that 12 out of 19 project outputs have

Environment and Natural Resources (DENR), provided a KMZ file of the PAs in the country (which was subsequently converted to an Excel file that yielded hectares of the PAs, that were aggregated to yield the needed data for the outcome indicator. The two other NGAs contacted through FOI either gave a negative response, or no response.

[24]Cumulative data from the project documents were noted to have discrepancies with corresponding data in the POCOMAS dashboard for 2021. In most cases, data from project documents were higher, and thus used for the summary table. For instance, data for Output Indicator 1.3.1 in the POCOMAS dashboard were Male-1219; Female -1642;Youth-1874; CSO-88. Data from POCOMAS dashboard are also 2412 and 1292 for Output Indicator 2.2.1, and 3.1.1., respectively. Among outputs for CPD Outcome 1, the KPMG Evaluation Team

been attained and even surpassed relative to targets, though 4 project outputs are likely not going to be attained even with catchup work (**Table 14**). Of 44 projects examined with project documentation, most focused respectively on strengthening public financial management and existing platforms for citizen engagement; developing climate-sensitivity models, hazard maps for increasing capacity on risk management, as well as economic models for reducing biodiversity degradation from; and establishing and operationalizing platforms for transitional justice and community security. Some of the UNDP projects experienced delays that are barriers to development effectiveness. Further, project outcomes are unclear for implementers, especially for short term projects.

Table 14. Summary of Output Indicators: Baseline, Target & Cumulative Result* as of Q4 2021

Output Indicator		Baseline (2017)	Target	Cumulative result
1.1.1	Number of UNDP-assisted LGUs with geographically isolated and disadvantaged (GID) communities having development plans and budgets integrating the Goals	0	100	161**
1.1.2	Number of UNDP-assisted municipalities with GID communities having innovative monitoring platforms providing disaggregated data	0	100	113
1.1.3.	Number of people accessing essential public services with UNDP assistance	women - 87,966 youth - 172,181 internally displaced - 57,222 PWD - 3,272	women - 92,364 youth - 180,790 internally displaced - 60,083 PWD - 3,436	women - 324,882 youth - 666,971 internally displaced - 57,222 PWD - 3,274
1.2.1	Number of UNDP-assisted national government agencies and LGUs implementing reforms and innovations for: a) Delivery and monitoring of services;	NGA - 2 LGU - 0	NGA - 8 LGU – 100	NGA – 27 LGU - 27

---

found five (5) of seven outputs (viz., 1.1.1; 1.1.2; 1.1.3 ; 1.2.1; 1.3.1) to be outstanding (i.e., surpassing mid-term trajectory targets); the Team noted that the remaining two outputs (on 1.2.2 and 1.3.3) are way behind target. For CPD Outcome 2, among seven outputs examined, three (3), two (2), one (1) and the last one (1) output/s were deemed outstanding, within target, slightly below target, and way behind target, respectively. Meanwhile for the five outputs of CPD Outcome 3, two were outstanding, one was slightly below target, and two were way behind target. Thus, of nineteen outputs, ten were outstanding, two were within target, another two were slightly below target, and five were way behind target.

Output Indicator		Baseline (2017)	Target	Cumulative result
	b) Public finance management; c) Public procurement;			
1.2.2.	Number of NGAs and LGUs using the UNDP-assisted electronic governance system	NGA - 0 LGU - 0	NGA - 4 LGU – 50	NGA - 1 LGU – 4
1.3.1.	Number of individuals and institutions engaged in NGAs and LGUs through UNDP-supported civic engagement mechanisms	male - 1,219 female - 1,642 youth - 1,874 CSO - 88	male - 1,460 female - 1,970 youth - 2,250 CSO – 100	male -2,959 female - 4,847 youth - 2,670 CSOs - 197
1.3.2.	Number of LGUs using the UNDP-developed governance index measuring the state of local governance	0	45	0**
2.1.1.	Number of UNDP-assisted LGUs with risk-informed development and investment plans, integrating solutions for disaster risk reduction (DRR) and climate change adaptation and mitigation	provinces - 74 municipalities - 11	provinces - 80 municipalities - 37	provinces – 78 municipalities - 39
2.1.2.	Number of farmers implementing climate change adaptation and mitigation strategies in UNDP-assisted communities	2,413	5,000	2,713
2.2.1.	Extent to which low emission and climate-resilient development targets are reflected in: a) National plans, strategies and budgets; b) Local development plans, strategies and budgets; c) Private sector business plans and strategies	1 (inadequate)	4 (largely)	4
2.2.2.	Number of public and private entities making investments in low emission solutions and schemes through UNDP support	0	5	15
2.3.1.	Area of UNDP-assisted protected areas with high biodiversity effectively managed	marine - 800,000 terrestrial - 96,825.56	marine - 1,800,000 terrestrial - 496,000	marine - 800,000 terrestrial – 219,031
2.3.2.	Number of models developed, piloted and evaluated for	0	2	0***

Output Indicator		Baseline (2017)	Target	Cumulative result
	equitable access and benefit sharing from sustainable use of genetic resources			
2.3.4.	Value of financing generated for conservation and sustainable use of biodiversity and ecosystems	USD 96 million	USD 196 million	USD 96 million
3.1.1.	Number of former combatants who have completed integration, healing, and reconciliation programmes through UNDP support	148	1,000	12,680
3.2.1.	Extent to which transitional justice mechanisms are operational	1 (partially)	4 (largely)	1***
3.2.2.	Number of local security plans and mechanisms that integrate the UNDP-developed early warning system for threats of conflict	0 LGUs	10	34
3.3.1.	Proportion of households in conflict-affected areas accessing financial or non-financial assets	0%	20%	0%***
3.3.2.	Number of people benefitting from jobs and livelihoods in crisis or post-crisis settings	women - 0 men – 148	women - 6,000 men - 4,000	women - 0 men – 522

Notes: *   = KPMG MTR Team calculations on data compiled mostly from Project Documents and in some cases from POCOMAS dashboard, UNDP.

     ** = sourced from Cumulative results data for 2020 and 2021 from POCOMAS dashboard;

     *** = data same from Project Documents and POCOMAS dashboard.

69. **FINDING 8. Some internal processes at UNDP, aside from capacity issues among partners and lack of risk mitigation measures are challenges to development effectiveness.**

Intents of projects (e.g., Pintig lab, green enterprise) are good though a few key partners suggest that UNDP projects and support are not very impactful given limited resources which are spread thin. They mention specifically the lack of effectiveness of the Free Wi-Fi project and the Bottom Up Budgeting (BUB) Project. The former project faced implementation deficits, while the latter project was not institutionalized by local governments.

Though processes at UNDP are viewed with trust, some internal processes (e.g. speed of procurement during disasters) are bottlenecks to giving the right support to the right people at the right time. While corporate requirements make sure that processes, say, for

procurement, are above board and accountability is in place, internal processes could and should be speeded up as they can affect need for timely response, e.g. in procurement of big items or in requiring vendor IDs and bank accounts. In some cases, exceptions have been granted but this entails requests through the crisis board in headquarters, which may not always see the need for urgency.

Further, the key partners referred to earlier also find the Country Program overly ambitious as it assumes the presence of critical factors for success such as huge resources, and an institutional climate that is receptive to reform. Capacity gaps, however, can hamper the effectiveness of the Country Programme (**Box 1**).

Box 1. Voices of UNDP Staff and Project Implementers on Effectiveness of Country Program

"I'd say relevance is 10. But impact, around 6."
–UNDP staff X

"Isa na na-underestimate namin is the transfer of competency … It is improbable that in a year or two matra-transfer sya samin yung competencies."
– Project Implementer Y

"We don't know if they were able to apply what they have learned from the workshops/trainings we gave"
–UNDP staff Y

UNDP staff mention that there were instances when people trained were transferred to a different office and the effect of this was not only felt by the UNDP project team but also by some project partners. Project partners are not always ready to provide the requisite support to capacity development activities given human resource movements, the lack of champions, and "competing priorities" (i.e. right people to train are busy with other responsibilities) in institutions. Further, there are often no mechanisms among institutions to re-echo learning in capacity development activities.

UNDP staff further narrate difficulties in making capacity development effective:

"Since some of our activities are on capacity building of course we intend to increase effectiveness and enhance the skills and knowledge of our partners. But in terms of capacity building, results are not instant. Then of course, if people you trained are transferred to another office, they cannot apply what they have learned. For capacity building, there should be a hand-holding phase. ... For me, I think the design of capacity building should be really for the long haul (all 9 yards, handholding) then maybe there they will realize it's important."

Another UNDP staff further recounts the challenges of implementing projects and making these projects effective:

"Somewhere along the project, there was switching of the staff assigned to us. Then there was also a change of management, which impacted the project, caused delays. There really was a delay. Then the staff assigned to us was also leaving towards the tail end of the project. Then there was no turnover. Perhaps a change of staff, management, or signatories."

Goals and targets also have not fully accounted for risks. Though UNDP regularly looks at risks at the project and Country Programme levels, it is unclear how the D&I of projects get affected by these assessment exercises. Out of 31 currently active with risk data from the dashboard, a fourth (8) have been identified to be at high risk. The largest difference between high-risk projects and the rest of the projects is the amount of operational, strategic, organizational and regulatory risks (**Table 15**). Of the 8 high risk projects, 3 are on CPD Outcome 2 (climate), while 5 pertain to CPD Outcome 1 (institutions and partnerships). There is some evidence on an inverse relationship between the amount of risks and budget utilization. The Free Wi-Fi for All Project (23[25]) had the highest number of total risks identified and the lowest Budget Utilization Rate (BUR) for 2019-2021 (9.8%).

Table 15. Selected Projects Statistics By High-Risk Status

Selected Statistics on Project Portfolio	High Risk	Not High Risk	Total
Number of Projects	8	32	31
Average Number of Environmental Risks	1.5	1.0	1.2
Average Number of Financial Risks	0.6	0.2	0.3
Average Number of Operational Risks	2.1	1.3	1.5
Average Number of Organizational Risks	1.5	0.3	0.6
Average Number of Political Risks	1.5	1.0	1.1
Average Number of Regulatory Risks	0.8	0.1	0.3
Average Number of Security Risks	0.3	0.2	0.2
Average Number of Strategic Risks	1.4	0.2	0.5
Average Number of Other Risks	0.5	0.4	0.4
Average Number of TOTAL Risks	11.8	4.8	6.6
Budget Utilization Rate for 2019-2021	51.9	126.7	92.2

Note: Calculations of KPMG Evaluation Team based on data on 31 currently active projects in the UNDP CO Corporate Risk Dashboard.

More steps are needed to make risk monitoring and assessment of projects more purposeful. While regular risk assessment exercises are conducted by UNDP, it will be important to examine more systematically the extent to which project risks are changing across project implementation. Lessons could be learned by looking into changes across time in project risks, identifying what actions were undertaken in projects to reduce high

---

[25] According to feedback on a preliminary draft of this report, the number of risks of the Free Wi-Fi for All Project had been reduced/revised to 15 since the rest were identified as "issues" instead of "risks" though the MTR Evaluation Team did not have a means to verify this feedback.

to moderately high risks. Further, it should be worth investigating if some projects have increased risks across project implementation. The current risk management system identifies too many risks, such as political risks, which are not actually within the control of the UNDP. It would be helpful to see if risks are getting reduced after risk analysis exercises were undertaken. Risk measurement indicators could also be simplified as current risk categories may not provide clear operational guidance to required risk mitigation actions.

70. **FINDING 9. The CPD Theory of Change could be more adequately communicated given the complexity of the CPD intended outcomes.**

There are many ways of giving a comprehensive description and illustration of how and why a desired change is expected to happen in a particular context. The Country Programme's TOC, consistent with M&E practice, uses a linear logic model representation (Figure 1) that identifies the key interventions, intermediate outcomes, and impacts. Further, as pointed out earlier (cf. Paragraph 5), while some elaborations on the TOC are available, the TOC could benefit from an accompanying textual description that articulates contextual influences, i.e., the assumptions and risks at every part of the results chain given the complex nature of the desired outcomes (Funnell and Rogers 2011). A far more suitable representation involves describing change theories for each of the three major expected outcomes, as was done in the SEPF. A triple-row/column outcomes theory hierarchy (see **Figure 14**) could also have been used to show more clearly how activities and other factors jointly produce a chain of results for the CPD (Rogers and Macfarlan 2018). These improved articulations of the TOC can help in the D&I as well as the M&E of new areas of intervention, aside from the positioning the UNDP as a key partner of the Philippines across the development community.
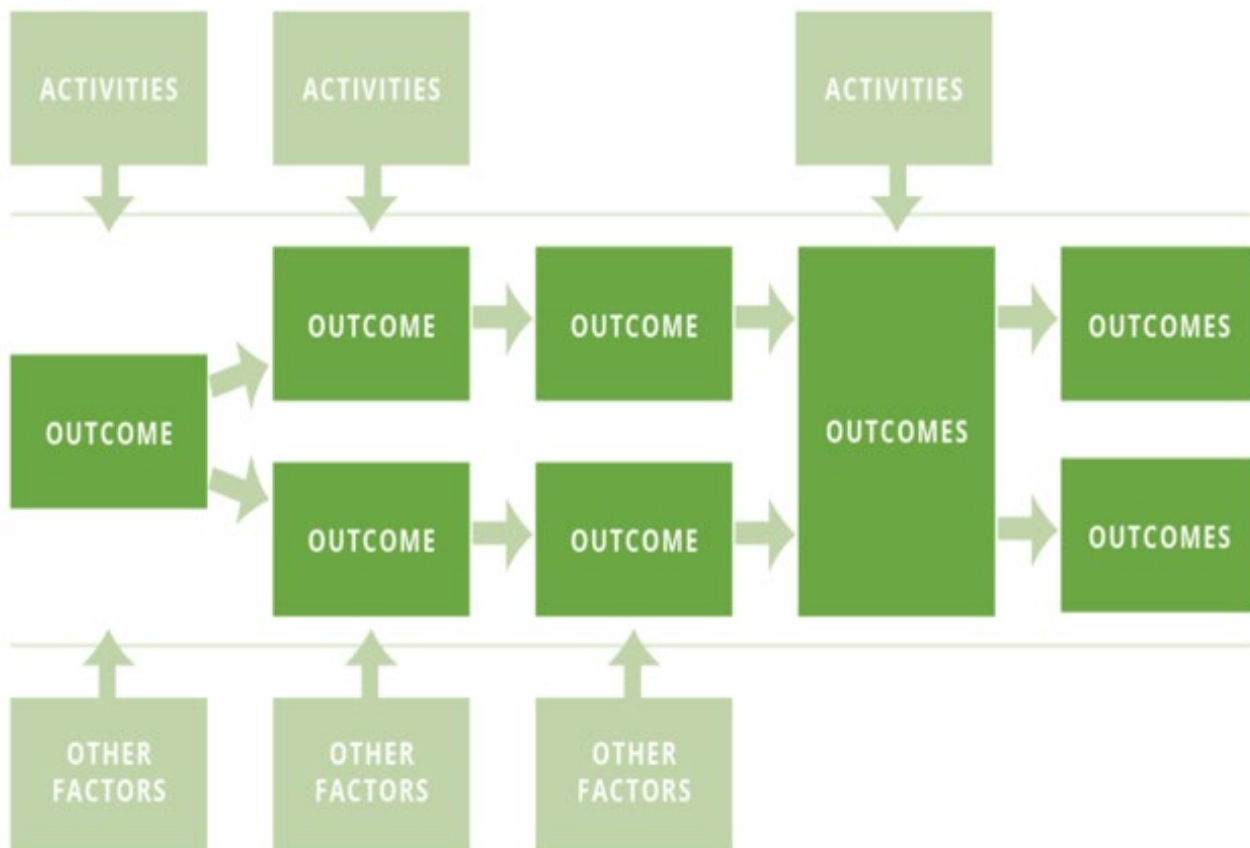
Figure 14. Triple row/column logic models
Source: https://www.betterevaluation.org/en/evaluation-options/triple_column

6.3 Efficiency

71. **FINDING 10. UNDP partners consider their engagement with UNDP to have improved efficiency in their organizations, and also generally view UNDP processes to be trusted and relatively efficient though evidence points to insufficient staff complement for managing and implementing the Country Programme.**

Since efficiency pertains to how resources are being used, it is important to examine how well UNDP organized itself in delivering quality outputs with a view to contributing to the capacity of partners to achieve outcomes. However, the management of resources is not merely the responsibility of UNDP but also of partners who themselves use and manage project resources. Thus, it can be helpful to determine how partners view their use of resources. As much 88.2 percent (90.7% of female and 85.1% of male survey respondents) agree that with the support of the Country Programme, their organizations have improved processes and systems with reduced costs and resources **(Figure 15).**

On the part of UNDP, some project partners, however, point out that they are not in a capacity to make an informed judgment on how well UNDP manages resources (since they are unaware about internal processes). A UNDP staff reports that UNDP processes are relatively fast, but they may not be always fast enough to meet project needs, especially during emergencies; s/he says, "UNDP processes are much faster than gov't processes, but I have realized some processes are not as quick such as procuring big items. As well as monitoring and quality assurance. In terms of those aspects, we have not been efficient in terms of those metrics."
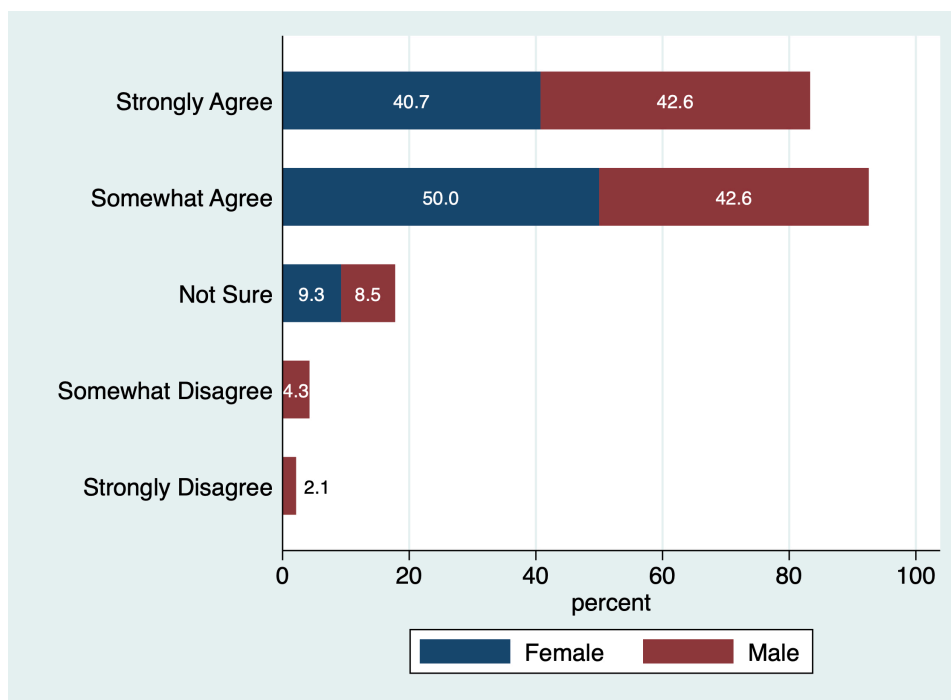
Figure 15. Survey Responses for both Sexes on Agreement with the statement: "The assistance of UNDP is relevant to my organization' contribution to the attainment of the Philippine Development Plan and the Sustainable Development Goals"
Source: December 2021 Survey of UNDP Project Implementors, KPMG

Efficiency has also been observed to vary across projects. This maybe partly on account of the lean and mean staff complement at UNDP. Results of interviews conducted for this MTR as well as data on UNDP human resource suggest that there is a lot of room to improve staffing patterns for the UNDP to deliver its commitments. Several UNDP staff mention that they lack human resources in project implementation and management:

- "We don't have all the right resources in the office (climate change, finance) ... Either we procure, or we tap from our regional office in Bangkok or from our Headquarters. ... I just find the corporate requirements [to be] stringent. Slows down something that can be done [in] 2 months reaches 4 months. Even recruitment of staff members takes months."

- "While we have the capacities to help in capacity development, we are also understaffed in the peace programme team. We have been so focused on so many activities. ... We are completely spread out. We should look at the capacity of the team as well."

In 2019, the UNDP CO had 180 staff, of which 52 left in 2020 (and of which 4 subsequently returned in 2021). In 2020, aside from the 128 staff that persevered, UNDP had another 24 staff that joined the CO. A year later, of the 128 staff in both 2019 and 2020, 43 left (together with another 7 hired in 2020, thus the "new employee attrition rate" for 2020 is 7*100/24 =29.2%). The 85 staff from 2019 and 2020, together with 13 staff from 2020, and 25 staff hired in 2021 (which includes 4 that left in 2020 but returned), comprised the total 127 staff in 2021.

The UNDP staff complement, which has a ratio of 7 females to 3 males, decreased by about 30 percent from 180 staff (63.6% of whom are female) in 2019 to 127 (77.3% female) in 2021 (**Figure 16**). In 2019 and 2020, about three fourths of staff were Service Contract Holders. As of 2021, the bulk of UNDP staff (about two fifths of total staff) has shifted to National Personnel Service Agreement.
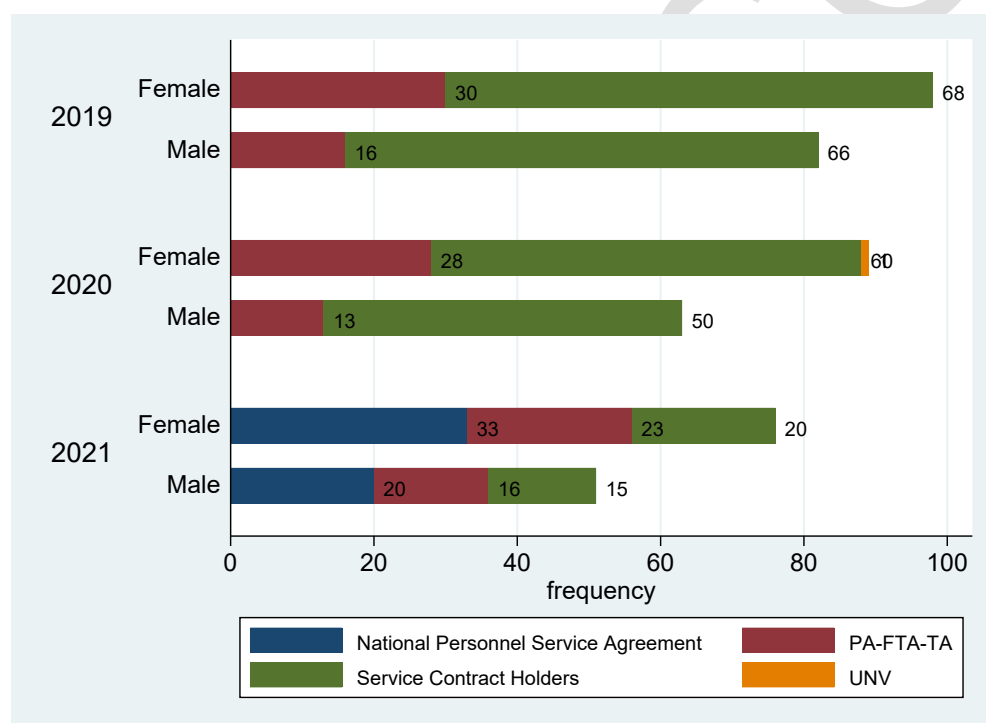
Figure 16. Total Number of UNDP Staff by Sex and Contract Type: 2019-2021
Source: UNDP Results & Quality Team Staff

From 2019 to 2021, 225 persons have been employed at the UNDP CO, 85 of whom have been with UNDP for three years, while 64 stayed for two years (43 in the years 2019 and 2020, 17 in the years 2020 and 2021, and 4 in the years 2019 and 2021), and 76 for a year. On average staff have stayed for about 2 years, and the average years worked at

UNDP for each staff varied between 1 and 3 (**Table 16**). The "years worked at UNDP within[26]" varied (also) between 1 and 3. The variation in years worked across staff (0.59) is nearly equal to that observed within a staff (0.67) over time[27].

Table 16. Summary Statistics on Years Worked of UNDP staff: 2019-2021.

Variable		Mean	Std. Dev.	Min	Max		Observations	
years worked at UNDP	overall	1.88	0.81	1	3		N =	459
	between		0.59	1	3		n =	225
	Within		0.67	0.88	2.88	T	bar =	2.04

Source: UNDP Results & Quality Team Staff

In the three-year period from 2019 to 2021, UNDP had an average of 153 staff to manage 64 projects, or in other words the CO had 2.4 staff per project. Available data for 27 projects suggests that while there is no clear relationship between disbursement (ratio) and staff complement (**Figure 17**), as many as five projects with 7 or more identified risks had less than five UNDP project staff.
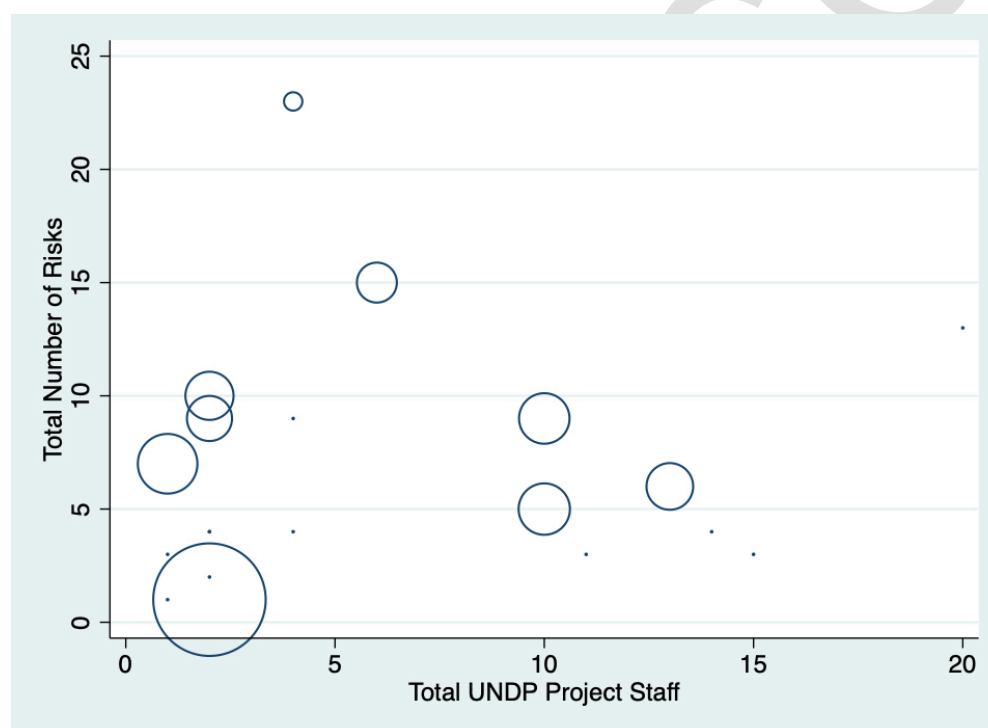
Figure 17. Relationship of project risks, total UNDP project staff and project disbarment ratio for 27 UNDP projects
Source: UNDP Results & Quality Team Staff

---

[26] The within number refers to the deviation from everyone's average.

[27] That is, if you were to draw two staff randomly, the difference in years worked is expected to be nearly equal to the difference for the same staff in two randomly selected years.

UNDP staff have also been supported by 466 individual contractors (ICs) in 2019, 325 ICs in 2020, and 345 ICS in 2021. Thus, across the three year period, the Country Programme's 64 projects were supported by an average of 379 ICs (equivalent to 6 ICs per project). Given the varied (and often complex) nature of projects, this suggests that UNDP can benefit from an increased staff complement to ensure that UNDP delivers its commitments.

Project operational costs, reportedly running on average at 20 percent, include costs for UNDP systems and processes such as General Management Support Fees (standard rate of 3 percent) and Direct Project Costs (DPCs) of 5 percent. These costs are actually outside of project management; they support UNDP systems and processes. Although these costs are transparently discussed with funding partners and government partners, policies on DPCs need regular review to optimally allocate program budgets.

72. **FINDING 11. Delivery[28] across the years, whether on absolute terms or relative to budget, worsened amid COVID.**

For the period 2019-2021, total "budget" for 67 UNDP project portfolio was USD 96.4M but "delivery" was only USD 59.1M , for a budget utilization rate (BUR) of 61.5%. A yearly breakdown of BURs suggests that COVID affected delivery, though even prior to the pandemic, delivery was still at 67% of the budget (**Table 17**).

Table 17. Selected Statistics on Budget Utilization Rates (BURs) by Year

Selected BUR Statistics	2019	2020	2021	2019-2021
BUR (in %)	67.0	59.0	54.0	61.5
Number of Projects with BURs				
> 80%	23	18	10	27
> 50%, but <=80%	6	4	3	8
<=50%	11	17	12	15

Source: UNDP Results & Quality Team Staff

While BURs don't give a full picture of the efficiency of a project, but they reflect the effective use of financial resources for delivery of planned activities; the responsiveness in and delivery of project activities, in turn, yield outputs and results for reporting by the end of the project implementation period. Thus, BURs give warning signals. Financial data of the portfolio suggests that at any given year, as many as 14 projects (9 of which are for Outcome 2, and 5 for Outcome 1) have had BURs less than 50 percent. The DIM Project on Free Wi-Fi for All with DICT, which has received considerable attention in the legislature and the local media[29], is the only project in the portfolio with BURs in both 2019 and 2020 at less than 10 percent, though the BUR improved to 35 percent in 2021.

---

[28] "Delivery" means project utilization which includes commitments and expense+Asset cost, thus the budget utilization rate includes both actual disbursements and commitments.

[29] https://www.philstar.com/nation/2021/11/22/2142910/group-hits-rollout-p13-billion-free-wi-fi-project

Overall spending for the Country Programme in the first half of the fiscal year tends to be lower than those in the second half (**Table 18**). Some UNDP staff explained that this results partly on account of underestimates for procurement of some big items at the start of the fiscal year that leads to re-bidding, and thus delays in project delivery.

Table 18. Country Programme Commitments, Expenses and Budget Utilized (in `000 USD):
Q2 2019 to Q42021

Year	Quarter	Commitments	Expenses	Budget Utilized
2019	Q2	5,112	8,681	13,794
	Q3	6,456	15,220	21,676
	Q4	16,543	30,925	47,468
2020	Q1	1,183	3,109	4,292
	Q2	8,252	7,666	15,918
	Q3	8,857	11,137	19,994
	Q4	420	22,016	22,436
2021	Q1	1,952	1,947	3,899
	Q2	6,002	5,192	11,194
	Q3	6,049	9,107	15,156
	Q4	7,256	14,454	21,710

Source: UNDP Results & Quality Team Staff

73. **FINDING 12. UNDP has been successful at presenting the Country Programme in terms of financing (rather than funding to deliver results), with a bulk of the resources from government and donor cost sharing.**

The GPH provided half (49%) of total resources (**Figure 18**). The UNDP also managed to muster resources from the Global Environment Facility (GEF) (12%), Australia (9%), Japan (8%), aside from UNDP Funding Window (7%). Nearly half (46%) of resources have been earmarked for CP Outcome 1; while a fifth (22%) and a third (31%) have been for CPD Outcomes 2 and 3, respectively. During the CPD design, the Country Programme was expected to mobilize USD 202.67 million (or an average of USD 40m annually) and 46% of the resources was designed to go to Outcome 2, with the remaining 54% split evenly to Outcomes 1 and 3.
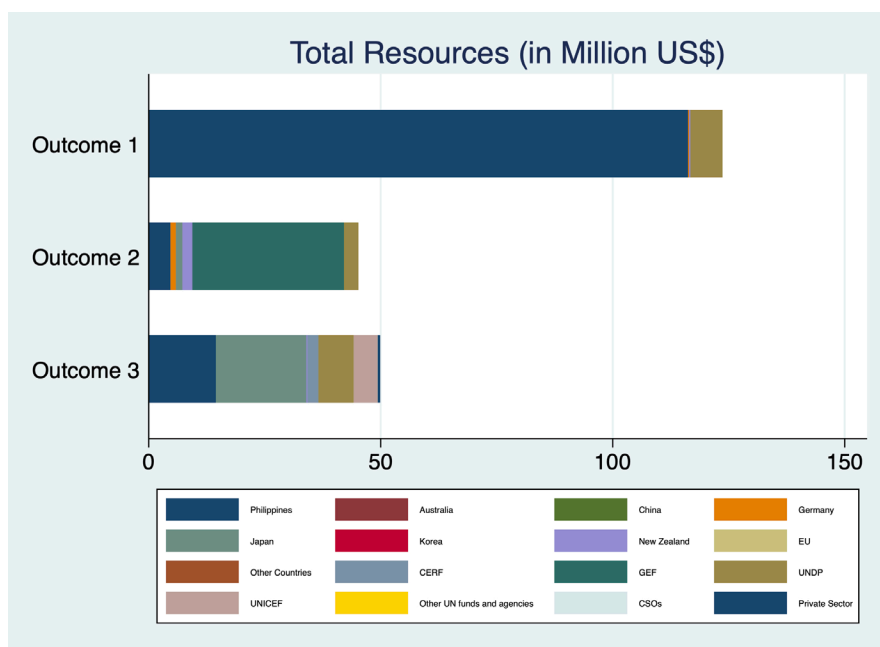
Figure 18. Resource Picture for Country Programme by CPD Outcome and Donor
Source: UNDP Results & Quality Team Staff

74. **FINDING 13. The COVID-19 pandemic not only affected resources of the Country Programme but also project execution, as the pandemic primarily led to delays in implementation of activities.**

Of 19 projects that experienced delays, the primary reason for the delay of most projects (as many as 14 projects) was COVID-related. Further, seven (7) projects were reportedly delayed primarily due to administrative and operational issues, four (4) projects because of weather conditions or the incidence of a typhoon, while one (1) project reported delays because of peace and security reasons. One project partner also reported that project complexity, especially complex structures of projects, cause delays in project execution. The lone project beneficiary claimed that she was removed from participating in phase II of the project, despite having passed documentary requirements, due to lower project budgets resulting from the pandemic.

6.4 Sustainability

75. **FINDING 14. Sustainability is not a strong feature of the Country Programme.**

Sustainability of UNDP projects can be improved although half (50%) of projects examined, most prominently for Outcome 1 and least prominently for Outcome 3 projects, have reported establishing, or are putting in place some sustainability mechanisms (**Table 19**). Specific examples of sustainability mechanisms include that: a) Project is institutionalized (existence of policies, plans, guidelines, mutual partnership agreements, turnover of responsibility to organizations/LGUs) ; (b) Presence of strong support/commitment from LGU/organizations/ Existence of referral system/ partner ; and (c) Existence of system/ database to facilitate engagement or monitor results (e.g., Gforest, GHubs).

Table 19. Frequency distribution of Projects by Presence of Sustainability Mechanism

Proje3ct Outcome	Presence Sustainability mechanism			Missing/ Absent	TOTAL NUMBER OF PROJECTS
	Established	On-going	Total		
Institutions and Partnerships (I&P)	10	3	**13**	5	18
Climate Action Programme (CAPT)	7	0	**7**	11	18
PEACE	1	1	**2**	6	8
Total	**18**	**4**	**22**	**22**	**44**

Note: KPMG MTR Team calculations on data from POCOMAS (Project Documents), UNDP

Among the four criteria examined in the MTR, sustainability has the least confidence among partners, as only 71% of partners surveyed view their projects to be sustainable **(Figure 19).**
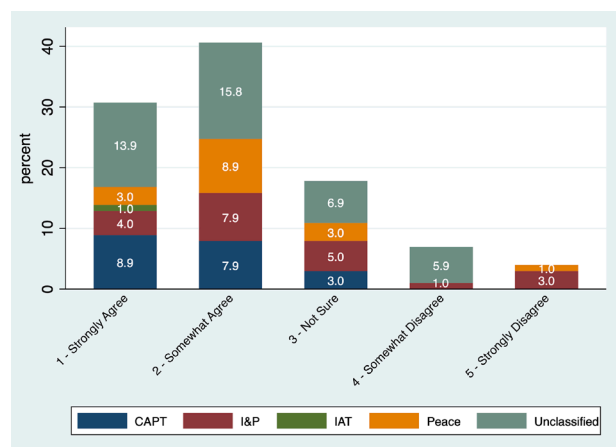
Figure 19. Survey Responses across Project Outcome Involvement on Agreement with the statement: "I am confident that our organization can continue to implement the project even without the assistance of UNDP."
Source: December 2021 Survey of UNDP Project Implementors, KPMG

On the other hand, as was shown in previous sections, at least 85 percent of project implementors surveyed provide positive views on evaluation criteria other than sustainability.

76. **FINDING 15. A key element of sustainability is capacities of institutions to continue the work, but capacity development has been challenging, especially in the wake of COVID.**

Across groups of stakeholders, the IAT is the most confident about sustainability (with all IAT members expressing that their projects can be sustained) while the least confident are project implementors on CPD Outcome 1, with only 57.2 % of respondents from I&P expressing that their projects can be sustained after the project ends (**Figure 20**).
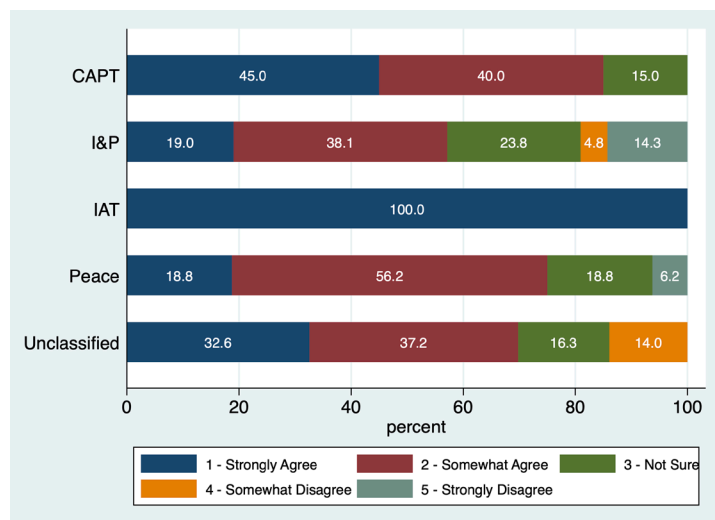

Figure 20. Survey Responses by Project Outcome Involvement on Agreement with the statement: "I am confident that our organization can continue to implement the project even without the assistance of UNDP."
Source: December 2021 Survey of UNDP Project Implementers, KPMG

While some projects have been in response to pandemic, there is no assurance that development work is sustainable. Resources have also been not been plentiful; they have not been "guaranteed" from year to year; so, sustained financing of activities is also a challenge.

77. **FINDING 16. To ensure that projects are sustainable, there should be ownership (i.e., buy-in) of institutions (and leaders and stakeholders), as well as guaranteed financing of activities.**

While UNDP partners are engaged in the D&I of UNDP projects, and this engagement is necessary for sustainability, but this is not enough to guarantee that the projects will be continued beyond their respective lifetimes. Sustainability standards must also be identified, with regular feedback on sustainability strategies. Mechanisms should be in place for learning lessons, particularly from long term M&E. Communication with partners is also important. The more ownership obtained from the partner institutions (and leaders and development stakeholders) in the sustainability effort, the harder they will work to make it a success and to institutionalize either project activities or the entire project.

Strategies to institutionalize projects or even activities are often not built into the D&I of projects. Neither are mechanisms in place for learning lessons, particularly from long term M&E. Institutions in the development community, including UNDP, and institutional partners have hardly initiated impact evaluation studies of projects (especially after the

end of the lifetime projects) and hardly are resources available to also examine if projects from 5 or 10 years ago have been continued by partners, whether partly or as a whole.

UNDP staff have also admitted there has been a lack in ensuring sustainability in projects, and that aside from ownership issues, there is a lack of M&E. One UNDP staff mentioned "aside from ownership issues, lack of monitoring and evaluation. *Baka* projects are evaluated but after 6 months etc. we don't have that. Once we don't have the resources *na*, we don't follow *na* the project ... sad to say some agencies *siguro* (maybe), hard for them to continue the project if *wala na kami dun* (we are no longer there)"

6.5 Cross-Cutting Issues

78. **FINDING 17. The UNDP is viewed as a strong champion of human rights as well as gender equality and social inclusion (GESI).**

It has multiple norms, mechanisms, processes, and policies to promote human rights and GESI in the Country Programme. Most partners recognize that human rights is framed in terms of ensuring the LNOB principle, and putting in place mechanisms to protect the right to social services of everyone, especially the vulnerable. Though the use of term "human rights" has been rather low key given the current political context, but human rights approaches are a part the D&I of projects. UNDP may need to rethink such an approach of a low key use of the phrase "human rights" as there is an opportunity to refocus the Country Programme on democratic governance and human rights after the May 2022 elections. Partners point out that UNDP staff often remind them to have vulnerable sectors participate in meetings and activities. According to one project partner "They (UNDP) have applied the human rights approach (prioritizing marginalized and vulnerable goals) though it does not operate in isolation".

Nearly all (97%) partners agree that the D&I of the UNDP projects they are implementing are supportive of GESI, and in particular, ensuring equal participation of people from vulnerable sectors (**Figure 21**). The participation of women (88%) is most frequently mentioned by partners, followed by youth and children (73%); the elderly (53%); and IP (50%). Less than half of UNDP project partners mentioned the participation of farmers (47%); fisherfolk (44%); and PWDs (42%).
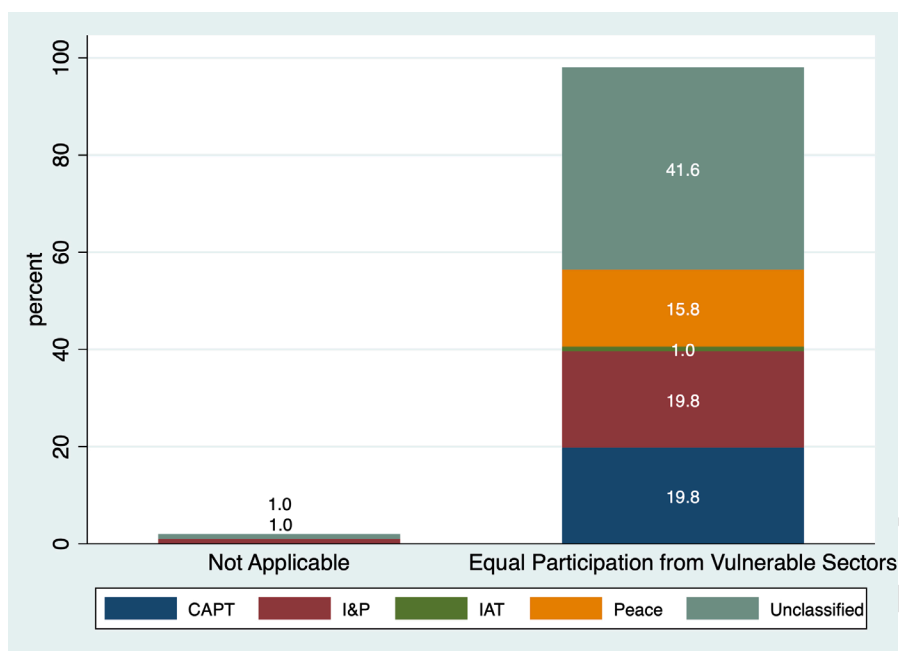
Figure 21. Survey Responses by Project Outcome Involvement on Whether Their Project Design and Implementation Ensure Equal Participation of People from Vulnerable Sectors

Source: December 2021 Survey of UNDP Project Implementors, KPMG

UNDP projects use scoring methods for gender marker and gender responsiveness. Projects also document the number of male and female participants in their activities. Documentations describe the project performance in terms of Governance Mechanisms, Capacity Building and Policy, Planning and Programming, and Women's Empowerment Key Results. Furthermore, projects also document the gender issues identified and how these will be addressed in the future.

Some of the key women empowerment results are as follows:

(1) High participation rate of women in selected project activities (e.g., ISIP with 47% not including 11,341viewers of online public learning sessions)
(2) Road improvement/development (ROADS to SDG) indirectly contributed to women's livelihood opportunities.

- "The improvement of the 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 can

easily deliver to downtown retailers because of the rehabilitated road." ROADS to SDG APR 2020

(3) A gender sensitivity training for the Joint Peace and Security Team (JPST) was conducted and a system for JPSTs to cooperate with women's groups at the municipality level was also established. These activities ensure more effective support for women and help reduce their exposure to risks from engaging in political activities.

Some UNDP projects (particularly on CPD Outcome 1) laudably report on whether or not they target vulnerable populations as beneficiaries. Of 18 such projects, 4 report targeting vulnerable populations (while 14 projects either did not have data, or do have such beneficiaries, or the project does not have an uploaded report). Of these 4 projects, vulnerable groups targeted as beneficiaries include children (1); senior citizens/Persons With Disabilities (PWDs)(2); Lesbian, Gay, Bisexual, Transgender, Questioning, Intersex, Asexual/Aromantic/Agender, and other gender variants (LGBTQIA+) (2); and Indigenous Peoples (IPs) (1). The total distribution of beneficiaries from the I&P portfolio is provided in **Table 20**. More than half (55.6%) of vulnerable populations targeted as I&P project beneficiaries are children; a fifth are from the LGBTQIA+ (21.1%), and the remaining are from senior citizens/PWDs (10.5%) and IPs(4.9%).

Table 20. Number of Beneficiaries from Vulnerable Populations and Share (in %) to Total Beneficiaries in I&P Projects that Target the Vulnerable

Vulnerable Population	Number of beneficiaries	Share (in %)
Children	19368	55.6
Senior citizen/PWDs	3787	10.5
LGBTQIA+	208	21.1
Ips	57	4.9

Note: KPMG MTR Team calculations based on data from POCOMAS (Project Documents), UNDP

As much as two fifths (40%) of UNDP projects involve civic and youth engagements, frequently 1 or 2 engagement types **(Table 21).** Nine out of ten (88%) projects with community/youth engagement involved advocacy or awareness raising and promotion of social norms/behavioral changes.

Table 21. Frequency distribution of projects by number of civic engagement types (frequencies)

Project Outcome	Present Number of civic and youth engagements types (n)					Missing or Absent*	TOTAL NUMBER OF PROJECTS
	1	2	3	4	Total		
Institutions and Partnerships (I&P)	3	2	2	1	**8**	10	**18**

89

Climate Action Programme (CAPT)	1	6	0	1	**8**	10	**18**
PEACE	1	1	0	0	**2**	6	**8**
Total	**5**	**9**	**2**	**2**	**10**	**26**	**44**

Note: KPMG MTR Team calculations based on data from POCOMAS (Project Documents), UNDP

79. **FINDING 18. While there is a lot of respect for UNDP's advocacy for gender equality, but gender equality advocacy and gender responsiveness in projects could be further strengthened.**

Less than half of projects report on having women participate in their activities, and of those that do only two fifths (42.9%) have more women participating in project activities **(Table 22)**. Some projects are gender-equality oriented by design. The ISIP project, in particular, explicitly targets women-led SEs as beneficiaries. The original Project Document of ISIP reflects these indicators in the Results Framework. The mid-term evaluation review of ISIP also states "gender equality and the empowerment of women and the marginalized groups is a strong point of the project."

As pointed out in selected project reports, merely tracking the number of women participants in a training activity does not make the project gender-responsive. Additional mechanisms are needed to ensure gender-responsiveness. A case in point is the gender sensitivity laid out in the "Paving the Roads to SDGs through Good Local Governance (ROADS to SDG)" Project. According to the project report, gender issues used to be dismissed in the planning, construction, and monitoring of roads, but the established a mechanism to ensure that future activities will have a gender lens by way of (1) formulating an Assessment Tool on the Gender Responsiveness of Road Infrastructures and Related Facilities; (2) integrating Gender and Development in the Local Roads Network Development Planning process; (3) enhancing quality assurance standards to incorporate gender-sensitivity in the evaluation of designs and implementation of the road project. Moreover, in cases in which women have been observed to hesitate to share their views, as was reported in the Low Carbon project report, a separate meeting with them could be conducted. This was a process that the one PEACE project followed to ensure that women will be comfortable sharing their experiences and opinions. Project implementors should also recognize that women's unpaid work and caregiving roles pose challenges in their participation. For instance, they may not be able to attend a training activity for long periods and if the activity is conducted outside their community. Employment opportunities outside the home or community of women may also not be attractive to women, especially if they have very young children. As mentioned in the SMARTSeas report, this may have been one of the reasons for low participation among women in the project activities. Also, for male-dominated industries (e.g., fisheries), the project should ensure that a certain percentage of women will be targeted as participants. Gender mainstreaming activities might need to be conducted to make both women and men aware of gender issues thereby encouraging equal participation for both sexes. As was observed in a SMARTSeas project report, women were unable to identify gender issues. To elicit gender issues even from

women, the questions posed have to be designed in such a way that would allow women's concerns to surface without women having to directly identify them.

Table 22. Proportion (in %) of projects by gender parity in participation of project activities

Project Outcome	Projects (n)			Gender parity (%)	
	Valid	**Missing**	**TOTAL**	**Equal to or greater than 1**	**Less than 1**
Institutions and Partnerships (I&P)	8	10	18	30.0	70.0
Climate Action Programme (CAPT)	8	10	18	55.6	44.4
PEACE	2	6	8	50.0	50.0
All outcomes	**18**	**26**	**44**	**42.9**	**57.1**

Note: KPMG MTR Team calculations based on data from POCOMAS (Project Documents), UNDP

Since the gender parity index of total participants/beneficiaries in UNDP projects (with available data) is 1.4 (**Table 23**), and the indices across CPD outcomes are all greater than 1, one might be led to believe that there is a strong focus on gender equality in the Country Programme. However, the other summary statistics, aside from the mean of the female/male ratios, show variation in the gender parity scores. Data disaggregation by project also indicates that more than half (57%) of the projects have a low gender parity score (less than 1) in activity participants/beneficiaries (see **Table 24**). While at least half of the projects under CAPT and PEACE have gender parity scores of 1or better, but I&P has only 30% of its projects having gender parity scores of at least 1.

Table 23. Distribution of female to male beneficiaries/participants by CPD outcome

Project Outcome	Number of Projects with Available Data	Number of Projects with Missing Data	Summary Statistics of Female/Male ratio of activity beneficiaries/pax			
			Minimum	**Maximum**	**Mean**	**Std. Deviation**
Institutions and Partnerships (I&P)	10	8	0.003	3.1	1.2	0.9
Climate Action Programme (CAPT)	9	9	0.6	2.9	1.2	0.7
PEACE	2	6	0.2	6.6	3.4	4.5
All outcomes	**21**	**23**	**0.003**	**6.6**	**1.4**	**1.4**

Table 24. Proportion (in %) of projects across CPD outcomes by gender parity scores in activity beneficiaries/pax

Project Outcome	Projects (n)				
	Total	Valid	Missing	Equal to or greater than 1	Less than 1
Innovation and Partnerships (I&P)	18	8	10	30	70
Climate Action Programme (CAPT)	18	8	10	55.6	44.4
PEACE	8	2	6	50	50
All outcomes	44	18	26	42.9	57.1

As regards gender marker scores, less than a third (29.5%) of UNDP projects received a gender marker rating of 2 or 3 (see **Table 25**). Across CPD outcomes, only PEACE projects had half garnering gender marker ratings of 2 or better). Meanwhile, one in six (17%) CAPT projects have at least 2 for gender marker ratings.

Table 25. Percentage distribution of Project Gender marker[*] rating by CPD outcome

Project Outcome	No. of projects (n)	Gender marker (%)					
		GEN0	GEN1	GEN2	GEN3	Missing	Total (%)
Innovation and Partnerships (I&P)	18	11.1	38.9	33.3	0	16.7	100
Climate Action Programme (CAPT)	18	11.1	27.8	16.7	0	44.4	100
PEACE	8	12.5	0	50.0	0	37.5	100
All outcomes	44	11.4	27.3	29.5	0	31.8	100

Notes: (a) KPMG MTR Team calculations based on data from POCOMAS (Project Documents), UNDP
[*] Gender marker rating is as follows:
- Activities that have gender equality as a principal objective should be rated 3;
- Activities that have gender equality as a significant objective should be rated 2;
- Activities that will contribute in some way to gender equality, but not significantly, should be rated 1; and ·
- Activities that are not expected to contribute noticeably to gender equality should be rated 0.

With regard to gender responsiveness, less than a quarter (23%) of projects are gender sensitive or responsive (see **Table 26**). Consistent with gender marker ratings, PEACE projects have the highest proportion (38%) of projects that are gender sensitive or responsive, while CAPT projects have the least proportion (11%). All the project statistics in Tables 22 to 26 suggest opportunities for improving gender focus in the Country Programme projects.

Table 26. Percentage distribution of Project Gender responsiveness rating by CPD outcome

Project Outcome	No. of projects (n)	Gender responsiveness rating* (%)					
		Invisible	Promising	Sensitive	Responsive	Missing	Total (%)
Innovation and Partnerships (I&P)	18	16.7	11.1	22.2	5.6	44.4	100
Climate Action Programme (CAPT)	18	5.6	27.8	11.1	0	55.6	100
PEACE	8	12.5	0	25	12.5	50	100
All outcomes	44	11.4	15.9	18.2	4.5	50	100

Notes: (a) KPMG MTR Team calculations based on data from POCOMAS (Project Documents), UNDP
    * Gender responsiveness rating classification is as follows:
- Invisible - 0 to 3.9 rating;
- Promising - 4 to 7.9 rating;
- Sensitive - 8 to 14.9 rating;
- Responsive - 15 to 20.0 rating.

80. **FINDING 19. UNDP actively promotes mainstreaming of innovation, and supporting policies in developing the country's innovation ecosystem**.

Out of 44 projects examined, about half (21) made use of innovative approaches, notably mobile-based feedback mechanisms, and new data sources, including big data (**Table 27**). Harnessing innovation, however, is a challenge, in part because demand for innovation may not be strong, and leaders are not always supportive of innovation. The push to go more digital especially in the public sector, for instance, is often stymied by the "Business As Usual" paradigm and the "don't fix what isn't broken" view. Ironically, if the country made more efforts and investments to go digital before COVID struck, from adopting a digital national ID, to using e-money more comprehensively in the public sector, the problems faced would not have been as much. And yet, civil servants maybe short of discovery skills and immobilized by red tape in functional silos, and thus become risk-averse in a context where innovators do not always get rewarded. One project implementor said "*Kahit na gusto namin mag* (Even if we want to) fully digitize, the reality is it always be a mix of paper ... We need to optimize the use of digital solutions". Further, senior and middle-managers may not have the appetite for risk-taking to foster innovation, nor the soft and technical skills to foster innovation. As pointed out in a World Bank publication titled "Innovation Paradox", returns to investments in innovation activity can be weak or even negative in developing countries as complementary factors to innovation, such as innovative managerial and organizational practices, and innovation capacities may be lacking (Cirera 2017). One of the areas thus which can help the innovation ecosystem is re-skilling leaders and managers in the public sector to become innovative since innovation requires strong champions. Various NGAs with regulatory functions play a critical role in creating an enabling environment that fosters technological upgrading and innovation. Regulators should be capacitated to be able to adapt to the emergence of new technologies, products, and business models. Mechanisms for regular systematic

regulatory reviews should be in place with respect to identify and change laws that are barriers and bottlenecks to innovation for both the private and public sectors. Harnessing the innovation data ecosystem, say with the UNDP's Pintig Lab Project, for instance, will also need developing demand for innovation in data by building partnerships, not only with DOH which handles health data, but with institutions such as the PSA, that has both a statistics production and statistical coordination function. Attempts to institutionalize the use of big data and other new sources of data in statistical systems, and national statistics offices have not gotten traction, say in Indonesia, where UN Global Pulse established Pulse Lab, as there are hitherto no institutional linkages between Pulse Lab and BPS Statistics Indonesia.

Table 27. Number of projects using innovative approaches by outcome

Innovative Approaches	CPD Outcome			All outcomes
	1	2	3	
Alternative Finance (including Social Impact Investment/Pay for Success)	2	0	1	3
Behavioral Insights	1	1	0	2
Challenge Prizes	1	0	0	1
Crowdsourcing	0	2	0	2
Crowdfunding	1	3	0	4
Games for Social Good	1	2	0	3
Hackathon	1	1	0	2
Human-Centered Design	3	0	0	3
Innovation Lab	2	0	0	2
Mobile-Based Feedback Mechanism	4	1	1	6
New and Emerging Data (including Big Data)	2	3	0	5
Real-Time Monitoring	2	0	0	2
Remote Sensing/Unmanned Aerial Vehicles (UAVs)	1	0	0	1
Others*	3	4	0	7

Notes: KPMG MTR Team calculations based on data from POCOMAS (Project Documents), UNDP;

* = Other innovative approaches: (i) dev't of big to small brother approach on tech; (ii) dev't of composite land degradation index mapping & monitoring system; (iii) Mobile money wallet set-up of UNDP and mobile data collection; (iv) Near-real time monitoring of the community's characteristics and profile; (v) use of data science in evaluation; (vi) Use of Zoom for meetings and workshops, of G-Suite as feedback mechanisms, and of social media platforms; (vii) development of the supplemental guidelines for mainstreaming Sustainable Land Management in the Comprehensive Land Use Plan

81. **FINDING 20. A major strength of the Country Programme is the quality of partnerships established and harnessed.**

Many of those interviewed cite strong partnership of UNDP especially with LGUs (especially for building skills, e.g., technical skills on data analytics and finance, soft skills on social

listening) and with DPs (to increase development impact and lessen overlaps), especially within the UNCT.

A few UNDP partners expressed hope that UNDP partnerships can extend more comprehensively to CSOs. Some of those interviewed also point out that coordination/partnerships within the development community and with the NGAs could still be strengthened to make the Country Programme more impactful. The private sector partnerships also need further strengthening.

The KPMG MTR Team tried to look into how some reforms in the UN system, particularly the formation of the UN RCO, has affected coordination in the UNCT, especially as it relates to the Country Program. However, strong evidence about the effects of this UN reform to the UNDP Country Programme could not be found. A UNDP staff remarked that, "Regarding (RCO,) too short to say impact but I'd say it's a step in the right direction for UNDP to further focus on its objectives"

6.6 OVERALL

82. **FINDING 21. UNDP has done considerable work managing 67 projects with a portfolio budget of nearly USD 100 million for the period 2019 to 2021, and delivering about USD 59 million in the same period with some substantial development results.**

UNDP project partners view the Country Programme very favorably (about 8.4 on a scale of 1 to 10, with the highest rating provided by the IAT) suggesting UNDP has a high level of trust and respect of partners for the development work it does (**Figure 22**). Ratings might have been higher if the impact, gender-responsiveness, and sustainability of projects were further improved.

Figure 22. Overall Ratings (1 least; 10 excellent) given by UNDP Partners to Country Program
Source: December 2021 Survey of UNDP Project Implementors, KPMG

83. **FINDING 22. UNDP has produced a wealth of knowledge and research products in the period 2019 to 2021, including the Human Development Report, POCOMAS (Box 2) and many digital portals and dashboards.**

While dashboards can be helpful to provide insights, the institutions that build dashboards would need some capacity building and handholding after the creation of the dashboard, on data storage and arching practices, including quality checks, and data security. Capacities are uneven across LGUs on ICT tool deployment and even on procurement issues. LGUs may need technical advice on whether ICT software and hardware should be procured (ad the regularity of procurement), aside from whether procurement of physical infrastructure over cloud based solutions, including digital storage is more practical.

Box 2. Ease of Sharing Documents for Timely Analytics via POCOMAS

The conduct of this MTR would have been quite a feat under normal circumstances and more so amid the pandemic as this would entail the compilation of project reports, and other secondary data. The speed at which the MTR was undertaken is partly on account of the ease of access Team to UNDP project documents and financial data through UNDP CO's Sharepoint-based Portfolio Country Office Management Solution (POCOMAS). This homegrown digital solution, which has been subsequently deployed globally across 34 COs with the support of the UNDP Information and Technology Management (ITM), enables efficient and organized document

---

sharing by the UNDP CO of the Philippines with the KPMG MTR Team. Access of POCOMAS users to shared documents and data has great potential to allow for effective M&E and reporting of all streams of project execution, from inputs, to processes, to outputs and to results.

The Export-to-Excel Sharepoint feature allows for the processing of data outside of POCOMAS
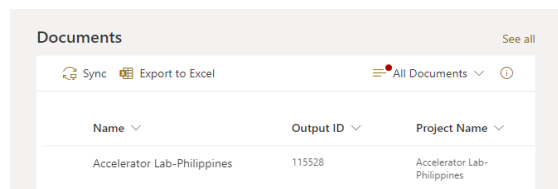
Meanwhile, the provision of filters and other features in the POCOMAS "project document center" (which serves as the central repository of information) allows functionalities, such as a convenient searching of project documents.
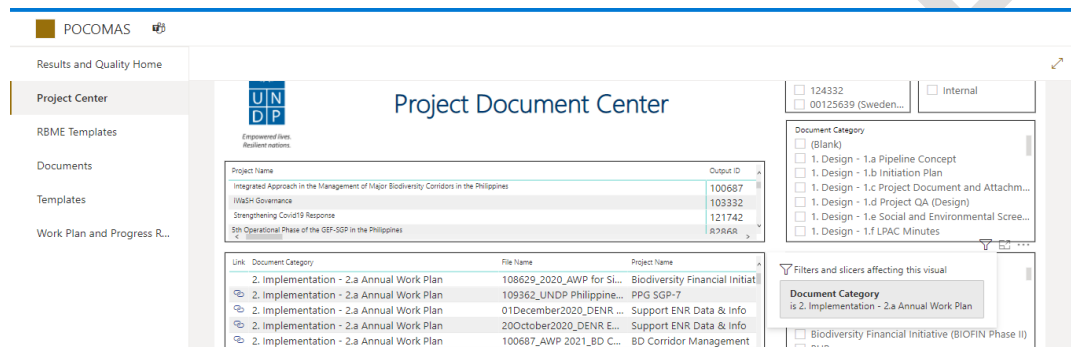
POCOMAS is reportedly built on UNDP´s core IT platforms, SharePoint-based project document center and a programme portfolio review console using Power BI dashboards (Ramachandran et al. u.d.). A set of Application Programming Interface (API) enabled dashboards in POCOMAS can automate the visualization of aggregated results (compared to baseline and targets). The "menu" feature in the dashboard also makes navigation in POCOMAS easy. The dashboards also allow for a better presentation of financial data from multiple platforms, as well as a coherent integration with other data, say on poverty and vulnerability, that can fine-tune interventions on the ground, and communicate evidence of results.

UNDP ITM´s investment in POCOMAS has consequently allowed all COs that have deployed POCOMAS to leverage a technology-based portfolio management solution for results based monitoring of the Country Programme performance toward improving efficiency and ultimately development effectiveness.

POCOMAS has allowed the MTR Team to easily access the Country Programme documents and financial data. The Team notes, however that POCOMAS data dashboards are not always consistent with aggregates obtained from project. Although project documents have cited different budgets across time, this could be explained as projects could have

budget revisions, or receive additional resources as part of adaptive management [30]. However, other data items such as SDG alignment, project outputs, and even total UNDP staff per project should be consistent whether viewed from the POCOMAS data dashboard, or sourced from project documents. Some questions in the Quarterly Progress Report (QPR) and Annual Progress Report (APR) that are required to be answered by all projects (i.e., those under monitoring and evaluation; quality of results; innovation; mainstreaming gender equality) could have been easily summarized and processed into the POCOMAS data dashboard if features allow for automated downloading of data in Excel worksheets, that can in, turn, be compiled for the dashboard. It would have been also convenient if annual results from the quarterly project reports would have been automated within POCOMAS to minimize errors in data encoding on annual progress. Further, more metadata could be useful. For instance, while the COVID-19 marker, budget vs resources, actual vs targets could provide insights in terms of financial efficiency but these may not be easily understood outside of UNDP staff. Undoubtedly though, POCOMAS is a proof of concept that projects can be managed better with digital solutions. The UNDP should consider showcasing POCOMAS to a larger audience outside of POCOMAS users in the UNDP CO, including selected stakeholders in the public sector to illustrate the power of digital transformation. It may be helpful to give illustrations of how POCOMAS has contributed to improved actions and decisions at the CO. The UNDP CO conducts regular risk analysis from the Corporate Risk Dashboard at the Country Programme level, with the Dashboard data sourced from the project progress reports. At the project level, risks are updated quarterly and discussed in the quarterly project reports. However, the CO can do better in examining risks, e.g., how project risks change across time. The UNDP may need to internally or outsource analytics on dynamics of project risks to help CO management identify how risks affect the success of projects While good practices are currently identified per project, but hitherto, there is no consolidated report on good practices (and on not-so-good practices) which is needed for systematic learning.

84. **FINDING 23. UNDP has built effective partnerships especially with LGUs, and in particular with the Bangsamoro government but also observes that other partnerships particularly with private sector are currently limited.**

There is scope to continue effective partnerships and build new ones. Despite meager resources, capacity constraints, and challenges exacerbated by pandemic, UNDP CO staff have laudably managed the D&I of projects.

---

[30] Project budgets can be adjusted with approval from UNDP management or the project board. See
https://popp.undp.org/_layouts/15/WopiFrame.aspx?sourcedoc=/UNDP_POPP_DOCUMENT_LIBRARY/Public/PPM_Implement_Manage%20Change.docx&action=default

7 CONCLUSIONS

85. **The CPD 2019-2023, reflecting the PFSD 2019-2023, is thematically relevant to the development needs and priorities of the Philippines**. Developed through a consultative process with national and international DPs, the CP is also aligned with the PDP 2017 to 2022, the long term aspirations of the Filipino people articulated in *Ambisyon* 2040, the commitment of GPH to attaining the SDGs and the UNDP SP 2018-2021. Intended outcomes are on building capacities of institutions for delivering inclusive and quality social services; managing natural resources and transforming society to become climate resilient; as well as securing the peace across communities that have had long standing experiences with conflict. The Country Programme has been agile and undergone retrofitting, aligned with the UNDP SP 2022-2025, to meaningfully support COVID-19 response and recovery effort. Project partners view the Country Programme quite favorably, providing it an average rating of 8.4 on a scale of 1 to 10; they consider the UNDP as a trustworthy institution.

86. **Some progress, albeit mixed, has been attained on project outputs, CPD outcomes and the SDGs.** The CPD outcomes are overly ambitious and assumed ease of resource mobilization. Further outcomes did not fully account for operational, strategic, organizational and regulatory risks from capacity gaps and other organizational issues in the public sector, as well as internal processes at UNDP. While the intents of all UNDP projects are good, but not all of them are impactful given limited resources (which are spread thin), design and implementation deficits, and deficient theories of change. Since the CPD TOC does not fully articulate assumptions and risks, it will need further re-examination. Mechanisms must be developed to regularly yield data on CPD outcome indicators.

87. **Despite the pandemic, the UNDP CO has done considerable and commendable work managing relatively efficiently 67 projects with a portfolio budget of USD 96 million for the period 2019 to 2022, delivering about USD 59 million in the same period.** The Country Programme has generated useful knowledge and research products, including POCOMAS, which can help results monitor and exact accountability on Country Programme performance. Project partners observe that their institutions have improved on efficiency with their engagements with UNDP.

88. **CPD formulation and execution, however should be based on better risk assessment and analysis of the resource landscape, anticipated challenges, unintended consequences, and the capacity to deliver and sustain outcomes.** Sustainability of projects is not very strong since this depends on ownership (i.e. buy-in) of institutions (and leaders and stakeholders), as well as ensured financing of activities. These are often not built into D&I of projects. Neither are mechanisms in place for learning lessons on selecting projects that can likely be sustained.

89. **Guided by the LNOB in the SDGs the UNDP actively champions gender equality and social inclusion (GESI) through a human -rights based lens.** Partners recognize UNDP for its promotion of participation of vulnerable groups in project activities. However, much more can be done to improve the gender responsiveness of projects, and reporting on the targeting of vulnerable groups, including women, as project beneficiaries.

90. **The UNDP mainstreams innovation in its development work, and it has built strong and effective partnerships, especially with LGUs.** Innovation support, however, must also involve

capacitating the enabling environment, including skills building for leader, and reforming regulatory frameworks that can be barriers to innovation. New partnerships (especially with the private sector and research institutions) also need to be developed and harnessed.

8 RECOMMENDATIONS

91. The following seven-point recommendations stem from the Findings and Conclusions. to improve UNDP's strategic positioning, maximize efficiency, ensure sustainability and strengthen development effectiveness.

Recommendation 1 [Linked to findings 1-4 on relevance] – To secure development gains, UNDP Philippines should continue its focus on capacity building of partner institutions as its core country programme strategy, but revisit the CPD results chain and the overall approach of the CO in communicating its business case for 2021/2022 on how it intends to contribute to PDP, PFSD and SEPF objectives.

The Country Programme has been relevant to national plans, government's priorities and the country's needs. In the immediate future, the UNDP can further clarify how it intends to contribute to PDP, PFSD and SEPF objectives by defining priority interventions. Rather than attempt to do too much with too little resources, the programmatic focus for the immediate future should continue to be on capacity development. GPH should be a prime mover of the CPD, taking a more active role given its investments in the Country Program resources. National government will still require, even more than ever, data and policy support, including assistance in systematically implementing a whole of government (WOG) framework in service delivery. While Executive Order No. 166, s. 2022, has directed a WOG approach for the COVID-19 recovery, the national government will need to strengthen collaboration and coordination among government units, including data sharing. This requires developing interoperability of databases and systems toward establishing an Integrated Data Infrastructure (on people and households and on businesses) as was developed in New Zealand[31]. The national government also requires capacity development to set up a Regulatory Management System for fostering the country's innovation ecosystem and for addressing regulatory bottlenecks on innovation. In the wake of the Mandanas-Garcia ruling that increases resources for LGUs but also provides risks of highly uneven resources among LGUs, local governments need capacity development for systems to improve local service delivery. Many LGUs are recognizing the need to use ICT/digital systems (e.g. SMART systems) and to help under- and un-served gain access to affordable and quality digital services. LGUs will need to develop the institutional capacity to maintain standards in these systems, as well as to implement accountability frameworks[32]. The entire government bureaucracy can benefit from the development and conduct of online courses, such as those mandated from UN staff and consultants on (i) Basic Security in the Field, (ii) Prevention of Sexual Harassment and Abuse of Authority; (iii) Preventing Fraud and Corruption; Sexual Exploitation Abuse (PSEA). They also are in vast need of acquiring basic (and intermediate) digital skills in the workplace. Many in the labor market, especially those working in MSMEs in the informal sector, have not

---

[31] See the Integrated Data Infrastructure (https://www.stats.govt.nz/integrated-data/integrated-data-infrastructure/) and Longitudinal Business Database (https://www.stats.govt.nz/integrated-data/longitudinal-business-database/) of New Zealand.

[32] See article on "Promise of smart cities in the Philippines" in Development Research News, published by PIDS (https://pidswebs.pids.gov.ph/CDN/PUBLICATIONS/pidsdrn19-4.pdf) based on the policy note of Ramos et al (2022) on the topic (https://pidswebs.pids.gov.ph/CDN/PUBLICATIONS/pidspn2207.pdf). and the fuller discussion paper of Ramos et al (2021).

only been affected by the pandemic, but also are at risk from changes in the nature of work; they will need to develop resilience by acquiring future skills, especially digital and soft skills. To shed light on its offer for 2021/2022, the CO should review the CPD results chain and develop a communication plan to clarify the UNDP's strategic position in the development community.

Recommendation 2 [Linked to findings 5-6 on effectiveness] UNDP Philippines should continue its efforts to support GPH in the COVID-19 response and recovery in the immediate future; but it should harness its institutional repute to push for a renewed focus on the SDGs to frame the recovery.

The COVID-19 pandemic has disproportionately affected the poor and vulnerable; and it has side-tracked efforts to achieve the SDGs. The devastating human, social and economic effects of the pandemic has reversed years of progress on several SDGs. The SEPF provides an overall framework for the entire UN, and the UNDP in particular for supporting the country to recover COVID-19, but also to keep the country mindful of the SDGs. With a new set of national and local leaders to be elected this May 2022, the Philippines should use the SDGs as a transformative development pathway to building back better in the post-COVID-19 people-centered recovery. The UNDP can work in partnership with GPH to support its alignment of recovery measures with long-term development objectives that focuses on well-being, improves inclusiveness and reduces inequality.

Recommendation 3 [Linked to findings 7-9 on effectiveness, findings 14-16 on sustainability and overall finding 22] – In close consultation with national partners, UNDP Philippines should continue to improve its M&E processes and systems, including, develop mechanisms for monitoring CPD outcomes and outputs systematically, as well as ensure its project and Country Programme risk analyses are purposeful.

The UNDP CO has commendably worked on improving the management of projects and the entire Country Programme with its investment on POCOMAS and the strengthening of M&E systems for its project portfolio. In support of these efforts to capture successes and failures across entire Country Programme in various data and knowledge products, the UNDP should also work with GPH to set up mechanisms for regularly monitoring CPD outcomes. This, together with the systematic collection of data on project SDG alignment and outputs (that can feed easily into POCOMAS data dashboards, as well as data quality process checks), can help improve the communication of lessons on what works and what does not. The CO should also produce a modified representation of the CPD theory of change with an accompanying narrative. The latter should identify contextual influences (including coherence and synergies across outcome portfolios, linkages with other development stakeholders, as well as the major underlying assumptions and risks). This can guide the identification of new areas for intervention with both effectiveness and sustainability potential. Further, this can serve as a communication tool to clarify the UNDP strategic position and role as a key development partner of the Philippines. To ensure that progress can be fully achieved in the CPD outcomes by the end of the programme cycle, adjustments to the measurement of program results (e.g. output and outcome indicators, targets, including data disaggregation where possible) should be made and in line with the suggested modified representation of the theory of change. While

the CO regularly conducts risk assessments at the project and Country Programme levels, the CO can still do more and better in terms of examining risks, whether as internal or outsourced activities.

Recommendation 4 [Linked to findings 10 on efficiency and 8 on effectiveness] –UNDP Philippines should review its staffing structure and revisit its internal processes, particularly the speed of its procurement.

UNDP staffing for programme delivery needs to be reviewed with urgency given evidence that its staff complement is not sufficient for UNDP to deliver on its commitments The CO will also likely require additional human resources, especially to manage and implement pipeline projects in the remaining period of the current CPD. In addition, internal processes, especially the procurement of big ticket items and amid disasters, will need to be re-examined as they can seriously erode the capacity of UNDP to provide the right support at the right time and at the right pace.

Recommendation 5 [Linked to findings 11, 12, 13 on efficiency and findings 21 and 23 on crosscutting issues] UNDP Philippines should communicate the Country Programme portfolio and results better to current (and likely) partners to improve mobilization and leveraging of resources.

The UNDP needs to be more strategic in communicating the Country Programme, especially its successes in the public policy arena, as well as identifying more champions/advocates for the Country Programme. It will help to monitor weekly UNDP "visibility" in media, and examine monthly, or at least quarterly, data on UNDP website visits and on social media to get more information on how UNDP is perceived publicly and by development stakeholders. Some focus group discussions with various groups, e.g. CSOs, marginalized groups, partners at national and local level, can also be initiated at least semestrally to obtain feedback on the Country Programme D&I as well as M&E. Communication is a key tool to improve development impact, sustainability as well as to mobilize resources. The UNDP should consider establishing a Multisectoral Advisory Council on Sustainable Development to systematically gain feedback on country needs and priorities, harness trust, and strengthen its strategic position. The Council could include not only high level government officials in both national and local governments, but also leaders in the business community (especially taipans known for their generous support for good causes), as well as brand ambassadors who can provide renewed vigor for advocacy campaigns and partnerships to attain the SDGs. Targeted resource mobilization campaigns should also be developed for current and likely funding sources. This can involve communicating the Country Programme portfolio and its successes especially to philanthropic persons and organizations, as well to affluent countries where Overseas Filipino workers contribute considerably. Lessons from knowledge products should be also communicated bearing in mind well-targeted audiences. Toward this ends, the UNDP can establish modalities of engagement, or at least strategic and thematic interface, with CSOs and academic/research institutions especially to showcase the Country Programme portfolio during public fora and conferences on policy/development issues. The CO can also ensure that communication activities and strategies are being implemented by GPH counterparts for projects (e.g. with formal agreements).

Recommendation 6 [Linked to findings 17 and 18 on crosscutting issues] UNDP Philippines should design programs so that targeting of beneficiaries/program activities participation considers GESI and more youth involvement, as well as monitor extent of program participation of those with multiple poverty deprivations.

The UNDP has been mainstreaming GESI and actively promoting human rights and inclusion across development work. There is scope, however, for UNDP to ensure that beneficiaries/participants in its programs observe to the extent possible, gender parity, if not preference for women. UNDP should also increase engagement of youth, and develop their capacities to dream with (a) more conversations, (b) helping them identify good "role models" and (c) improving their opportunities for social mobility. The UNDP could consider advocating for if not supporting the conduct of an annual survey among students regarding their "dream jobs" similar to the survey implemented by Korea's Ministry of Education and Korea Research Institute for Vocational Education and Training on "annual poll on school-age dream job". Obtaining such data can help the GPH be more strategic in advocacy campaigns to influence the young (and their parents) to get into jobs (such as teachers, and scientists) that have traditionally had low takers, but are extremely important for the country's development. Further, UNDP has also recognized that poverty involves multiple dimensions and has thus been active in the measurement of multidimensional poverty. However, there is currently a dearth of information on the extent to which development programs are benefiting people with multiple deprivations who are among the poorest of the poor, often invisible from measurement, and also likely to be more left behind as thus deserving of more assistance.

Recommendation 7 [Linked to findings 19, 20 and 23 on crosscutting issues] UNDP Philippines should maintain its strong partnerships, especially with LGUs (and the BARMM government), and develop new partnerships particularly with private sector.

Partnership has become an essential paradigm for the SDGs. While the UNDP partnerships, especially with LGUs, have been notable, there is still ample scope to widen its network of partners and to improve its partnership arrangements. The results of the May 2022 elections serve an opportunity for UNDP to engage new leaders s in constructive dialogs toward strengthening existing partnerships and developing new ones at both the national and local levels. As regards the private sector, UNDP can target some firms, especially large ones, that have leveraged digital platforms and solutions amid the pandemic into contributing resources for the Country Programme as part of their corporate social responsibility. It is quite likely that many are unaware of the extent of work done by the UNDP, especially in areas, such as Innovation, which the business sector may find valuable. Focus group discussions with the business sector could also be regularly conducted as part of the communication strategy for soliciting feedback on the current and future Country Programmes. In the short term, the UNDP could also convince the private sector about the need to make use of the SDGs as a framework for their business models and for their retrofitting during regular meetings of business groups.

9 LESSONS LEARNED

92. **Even with limited resources, adaptive management can ensure relevance given uncertainties from emerging realities (like the COVID-19 pandemic) that change development priorities of countries.** The UNDP CO in the Philippines successfully adapted the Country Programme by using core resources strategically, adjusting projects, and managing to produce results.

93. **Since organizations face many inherent risks and uncertainty as they operate, the analysis of information on risks and identification of treatments, as well as the monitoring and reviewing of changes in risks, are crucial to managing risks.** Although the UNDP CO has quarterly risk logs of projects as part of their reporting, more diagnostics especially of risk dynamics can help ensure success of development interventions.

94. **CPD formulation and execution should be based on a more purposeful risk analysis, management and monitoring, aside from an examination of the resource landscape that leads to stronger resource mobilization (especially with the private sector), and the UNDP's own capacity to deliver.** In its attempt to deliver its mandate, the UNDP CO has sought to be more responsive to country demands, but it should be honest in recognizing "Nemo dat quod non habet" (you cannot give what you do not have). In areas where the UNDP itself may not be in a capacity, it can seek other partners whether in the UNCT or the larger development community, or with research institutions, CSOs/NGOs, and the private sector to deliver results.

95. **Capacity building is not merely about a one-off training activity of persons, but rather is a (long term) process that directly affects individuals, institutions and enabling environments.** The right people, including leaders, need re-skilling on technical and soft skills to transform behavior and address knowledge gaps, and to foster flexibility, creativity and productivity in the workplace. Through the Country Programme capacity building interventions, the UNDP has assisted GPH in working toward building lifelong learning systems for civil servants at both national and local levels. It is crucial to set up monitoring systems to report on changes in behavior and improvements in institutions as a result of UNDP and GPH investments in capacity building.

96. **Partnerships are critical mechanisms for sustainable development.** The UNDP has built solid partnerships with LGUs, and the Bangsamoro government, as well as with traditional donors. These will, however, need further nurturing and strengthening. Engagements with these partners must continue guided by honest communication and a spirit of trust. New strategic engagements and partnerships will be needed as well, say with research institutions, the private sector, and non-traditional donors.

97. **Strong champions/ advocates, both brand ambassadors (for influencing) and high-level officials (for decision making at the macro and meso levels) , can strengthen institutional engagement, upscaling of results, and sustaining development work, especially in the innovation ecosystem and policy arena.** The success in various UNDP projects involving innovation as well as the

failures in other projects illustrate the importance of advocates as a determinant of sustainability and effective results delivery.

REFERENCES

Abrigo, M.R.M and D.A.P. Ortiz 2019. Who Are the Health Workers and Where Are They? Revealed Preferences in Location Decision among Health Care Professionals in the Philippines. Philippine Institute for Development Studies (PIDS) Discussion Paper Series 2019-32.Quezon City: PIDS.
https://pidswebs.pids.gov.ph/CDN/PUBLICATIONS/pidsdps1932.pdf (accessed on February 5, 2021).

Abrigo, M.R.M., J. Uy, N.J. Haw, V.G.T. Ulep, and K. Francisco-Abrigo 2020. Projected Disease Transmission, Health System Requirements, and Macroeconomic Impacts of the Coronavirus Disease 2019 (COVID-19) in the Philippines. PIDS Discussion Paper Series 2020-15.Quezon City: PIDS.
https://pidswebs.pids.gov.ph/CDN/PUBLICATIONS/pidsdps2015.pdf (accessed on November 8, 2021).

Albert, J.R.G., A.M.L. Tabunda, C.P.C. David, K.A. Francisco, C.S. Labina, J.S. Cuenca, and J.F.V. Vizmanos. 2020a. Future S&T Human Resource Requirements in the Philippines: A Labor Market Analysis. PIDS Discussion Paper Series 2021-32. Quezon City, Philippines: PIDS. https://pidswebs.pids.gov.ph/CDN/PUBLICATIONS/pidsdps2032.pdf (accessed on November 8, 2021)

Albert, J.R.G., and J.F.V. Vizmanos. 2017. Do men and women in the Philippines have equal economic opportunities? PIDS Policy Notes No. 2017-09. Quezon City, Philippines: Philippine Institute for Development Studies (PIDS)
https://pidswebs.pids.gov.ph/CDN/NEWS/pidspn1709.pdf (accessed February 5, 2022)

Albert, J.R.G., F.M.A. Quimba, A.D. Tabuga, M.G. Mirandilla-Santos, M.A.D. Rosellon, J.F.V. Vizmanos, C.C. Cabaero, and M.S. Muñoz. 2021. Expanded data analysis and policy research for National ICT Household Survey 2019. PIDS Discussion Paper Series 2021-20. Quezon City, Philippines: PIDS. https://pidswebs.pids.gov.ph/CDN/PUBLICATIONS/pidsdps2120.pdf (accessed on November 8, 2021)

Albert, J.R.G., M.R.M. Abrigo, F.M.A. Quimba, and J.F.V.Vizmanos 2020b. Poverty, the Middle Class, and Income Distribution amid COVID-19. PIDS Discussion Paper Series 2020-22.Quezon City: PIDS. https://pidswebs.pids.gov.ph/CDN/PUBLICATIONS/pidsdps2022.pdf (accessed on November 8, 2021).

Algo, J.L. 2021. The case of meaningful, inclusive climate ambition in the Philippines. SunStar. February 4. https://www.sunstar.com.ph/article/1884862/Manila/Opinion/Algo-The-case-of-meaningful-inclusive-climate-ambition-in-the-Philippines (accessed on November 9, 2021).

Asian Development Bank (ADB) 2021. Key Indicators for Asia and the Pacific 2021: 52nd Edition. Mandaluyong City, Philippines: ADB.

https://www.adb.org/sites/default/files/publication/720461/ki2021.pdf. (accessed on February 5, 2022).

ADB. 2018. Asian Development Outlook 2018. How Technology Affects Jobs. Mandaluyong City, Philippines: ADB.
https://www.adb.org/sites/default/files/publication/411666/ado2018.pdf (accessed on March 24, 2022).

Brackstone, G. J. 1987. Issues in the Use of Administrative Records for Statistical Purposes. Survey Methodology, June 1987. Vol. 13, No. 1, pp. 29-43. Statistics Canada.
https://www150.statcan.gc.ca/n1/en/pub/12-001-x/1987001/article/14467-eng.pdf?st=8KDEA2uJ (accessed on April 17, 2022).

Cirera, X. and Maloney, W. 2017. The Innovation Paradox. Washington, D. C., USA: World Bank. https://openknowledge.worldbank.org/bitstream/handle/10986/28341/211160ov.pdf (accessed on February 5, 2022).

Dadios, E., A. Culaba, J. R.Albert, V. Paqueo, A. Orbeta Jr., R. Serafica, A. Bandala, and J. Bairan. 2018. Preparing the Philippines for the Fourth Industrial Revolution: A Scoping Study. PIDS Discussion Paper Series 2018-11.Quezon City: PIDS.
https://pidswebs.pids.gov.ph/CDN/PUBLICATIONS/pidsdps1811.pdf (accessed on November 8, 2021).

David, C. P., Albert, J.R.G., and Vizmanos, J.F. V. 2018a. Out-of-School Children: Changing Landscape of School Attendance and Barriers to Completion. PIDS Discussion Paper Series No. 2018-25. Quezon City, Philippines: Philippine Institute for Development Studies (PIDS)
https://pidswebs.pids.gov.ph/CDN/PUBLICATIONS/pidsdps1825.pdf (accessed February 5, 2022)

David, C. P., Albert, J.R.G., and Vizmanos, J.F. V. 2018b. Sustainable Development Goal 5: How Does the Philippines Fare on Gender Equality. PIDS Research Paper Series No. 2018-04. Quezon City, Philippines: Philippine Institute for Development Studies (PIDS)
https://pidswebs.pids.gov.ph/CDN/PUBLICATIONS/pidsrp1804.pdf   (accessed February 5, 2022)

de Guzman, W. 2021. Pandemic 'clearly' worsened PH poverty in 2020: ADB official. *ABS-CBN News*. April 28. https://news.abs-cbn.com/business/04/28/21/pandemic-worsened-ph-poverty-2020-adb (accessed on November 8, 2021).

Department of Trade and Industry (DTI) u.d., 2020 MSME Statistics. Makati City, Philippines: DTI. https://www.dti.gov.ph/resources/msme-statistics/ (accessed on February 5, 2022).

Einhorn, B. and S. Alegado. 2020 Work From Home Isn't Working for Call Centers. *Bloomberg.* June 20. https://www.bloomberg.com/news/articles/2020-06-10/work-from-home-isn-t-working-for-call-centers (accessed on November 8, 2021).

Funnell, S. and Rogers, P. 2011. Purposeful Program Theory: Effective Use of Theories of Change and Logic Models. San Francisco, CA: John Wiley & Sons.

Google. u.d. COVID-19 Community Mobility Reports. https://www.google.com/covid19/mobility/ (accessed on November 8, 2021).

Google, Temasek and Bain & Company. 2020. e-Conomy SEA 2020. https://www.thinkwithgoogle.com/_qs/documents/10614/e-Conomy_SEA_2020_At_full_velocity__Resilient_and_racing_ahead_bMmKO5b.pdf (accessed on November 8, 2021).

Mahler, D. G., C. Lakner, R. A. C. Aguilar, H. Wu. 2020. The impact of COVID-19 (Coronavirus) on global poverty: Why Sub-Saharan Africa might be the region hardest hit. https://blogs.worldbank.org/opendata/impact-covid-19-coronavirus-global-poverty-why-sub-saharan-africa-might-be-region-hardest   (accessed on November 8, 2021).

Manasan, R. 2020. Fiscal Sustainability, Equity, and Allocative Efficiency in the Light of the 2019 Supreme Court Ruling on the LGUs' Share in National Taxes. PIDS Discussion Paper Series 2020-18.Quezon City: PIDS https://pidswebs.pids.gov.ph/CDN/PUBLICATIONS/pidsdps2018.pdf (accessed on November 8, 2021).

Navarro, A.M., C.M. Reyes, and K.A. Francisco 2021. UN Common Country Assessment Update for the Philippines. PIDS Discussion Paper Series 2021-06. Quezon City, Philippines: PIDS. https://pidswebs.pids.gov.ph/CDN/PUBLICATIONS/pidsdps2106.pdf (accessed on November 8, 2021).

Organisation for Economic Co-operation and Development (OECD) 2019. Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use. Paris, France: DAC Network on Development Evaluation, OECD Publishing. https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf (accessed on November 8, 2021).

Philippine Statistics Authority (PSA) 2022a. Causes of Deaths in the Philippines (Preliminary): January to October 2021. https://psa.gov.ph/content/causes-deaths-philippines-preliminary-january-october-2021 (accessed on February 5, 2022).

PSA 2022b. Highlights of the Preliminary Results of the 2021 Family Income and Expenditure Survey (FIES) Visit 1. https://psa.gov.ph/content/highlights-preliminary-results-2021-family-income-and-expenditure-survey-fies-visit-1 (accessed on April 26, 2022).

PSA 2021a. Proportion of Poor Filipinos Registered at 23.7 Percent in the First Semester of 2021. https://psa.gov.ph/content/proportion-poor-filipinos-registered-237-percent-first-semester-2021 (accessed on February 5, 2022).

PSA 2021b. Causes of Deaths in the Philippines (Preliminary): January to December 2020. https://psa.gov.ph/content/causes-deaths-philippines-preliminary-january-december-2020-0 (accessed on February 5, 2022).

Quimba, F.M.A. and S.C. Calizo Jr. 2018. Going digital: From innovation to inclusive growth in the Philippines. PIDS Discussion Paper Series 2018-19. Quezon City, Philippines: PIDS. https://pidswebs.pids.gov.ph/CDN/PUBLICATIONS/pidsdps1819.pdf (accessed on November 8, 2021).

Ramos, T. P., P. J. M. Lorenzo, J. A. Ancheta, and M. M. Ballesteros. 2022. How far have Philippine LGUs come in developing into smart cities?. PIDS Policy Notes No. 2022-07. Quezon City, Philippines: PIDS. https://pidswebs.pids.gov.ph/CDN/PUBLICATIONS/pidspn2207.pdf (accessed on May 1, 2022).

Ramos, T. P., P. J. M. Lorenzo, J. A. Ancheta, and M. M. Ballesteros. 2021. Readiness of Philippine Cities to Smart City Development. PIDS Discussion Paper Series 2021-23. Quezon City, Philippines: PIDS. https://pidswebs.pids.gov.ph/CDN/PUBLICATIONS/pidsdps2133.pdf (accessed on May 1, 2022).

Reinsdorf, M. B. 2020. COVID-19 and the CPI: Is Inflation Underestimated? IMF Working Paper WP/20/224. Washington, D.C., USA: International Monetary Fund (IMF). https://www.imf.org/-/media/Files/Publications/WP/2020/English/wpiea2020224-print-pdf.ashx (accessed on November 8, 2021).

Reyes, C. M. The Philippines' Voluntary National Review on the Sustainable Development Goals. PIDS Discussion Paper Series 2019-10. Quezon City, Philippines: PIDS. https://pidswebs.pids.gov.ph/CDN/PUBLICATIONS/pidsdps1910.pdf (accessed on February 5, 2022).

Rivas, R. 2021. Pandemic scars: More Filipinos to remain poor, unemployed even by 2022. *Rappler.* February 4. https://www.rappler.com/business/more-poor-unemployed-filipinos-even-by-2022 (accessed on November 8, 2021).

Rogers, P.J. and Macfarlan, A. 2018. Innovations in evaluation: How to choose, develop and support them. Briefing paper from joint UNICEFBetterEvaluation – EVALSDGs webinar held May 2018. https://www.betterevaluation.org/en/resources/overview/innovations_in_evaluation_choose_develop_support (accessed on April 17, 2022).

Tayler, Y. and Wright, N. L. 2018. The future of public procurement in the era of digitalization. World Bank Blogs. https://blogs.worldbank.org/governance/future-public-procurement-era-digitalization (accessed on April 17, 2022).

United Nations (UN) 2019. United Nations National Quality Assurance Frameworks Manual for Official Statistics. https://unstats.un.org/unsd/methodology/dataquality/references/1902216-UNNQAFManual-WEB.pdf (accessed on April 26, 2022).

UN Evaluation Group (UNEG). 2020. Ethical Guidelines for Evaluators. http://www.unevaluation.org/document/download/3625 (accessed on November 8, 2021).

UN Framework Convention on Climate Change (UNFCCC) 2021. Republic of the Philippines: Nationally determined contribution communicated to the UNFCCC on 15 April 2021. https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Philippines%20First/Philippines%20-%20NDC.pdf (accessed on November 8, 2021).

UN Women. 2020. Unlocking the Lockdown: The Gendered Effects of COVID-19 on Achieving the SDGs in Asia and the Pacific. New York, USA: UN Women. https://data.unwomen.org/sites/default/files/documents/COVID19/Unlocking_the_lockdown_UNWomen_2020.pdf (accessed on February 5, 2022).

World Bank. 2019. World Development Report 2019. The Changing Nature of Work. Washington, D.C., USA: World Bank. https://documents1.worldbank.org/curated/en/816281518818814423/pdf/2019-WDR-Report.pdf (accessed on March 24, 2022).

World Bank. 2021. Improving student learning outcomes and well-being in the Philippines: What are international assessments telling us? Synthesis report PISA 2018 TIMSS 2019 SEA-PLM 2019.

Annex A– Terms of Reference

Country Programme Document (CPD) for the Philippines (2019-2023)
Mid-Term Review

a. Background Information and Rationale, Project Description

The 2019-2023 UNDP Philippines Country Programme Document (CPD) is the overall framework for UNDP to draw on its signature solutions to support the achievement of the Philippine Development Plan and the Agenda 2030 for Sustainable Development Goals (SDGs). The CPD sets the strategy for UNDP to strengthen institutional capacity to deliver targeted programmes that ensure no one is left behind; assist the country's structural transformation to low-carbon and climate-resilient development; and address the key drivers of conflict and instability. Strengthening governance and concentrating UNDP engagement on targeted geographically isolated and disadvantaged areas provide the integrating focus of its work.

UNDP Philippines CPD for 2019-2023 has identified three priorities:

(i) To improve access to quality social services for the poor, marginalized and at-risk, UNDP will further develop the capacity of targeted local governments, strengthen governance in key national agencies, and expand citizen engagement in government policy and programmes;

(ii) UNDP will support the transition to low-carbon, climate-resilient development by enhancing risk-informed policies and programmes, supporting the implementation of the Paris Climate Agreement, and improving natural resource management; and

(iii) To respond to the drivers of conflict and risks to stability, UNDP will assist the transition of armed groups from combatants to civilians, establish transitional justice mechanisms and community security platforms, and provide socioeconomic opportunities for communities in conflict-affected areas.

The key result areas of the CPD are specified below.

CPD (PFSD) Outcomes	CPD Outputs
OUTCOME 1: The most marginalized, vulnerable, and at-risk people and groups benefit from inclusive and quality services and live in a supportive environment wherein	1.1. Government capacities enhanced to utilize resources and track progress against the Sustainable Development Goals. 1.2. Public financial management strengthened for efficient and effective execution of budgets allocated for the delivery of basic services. 1.3. Existing platforms for citizen engagement strengthened to build

CPD (PFSD) Outcomes	CPD Outputs
their nutrition, food security, and health are ensured/protected.	strong local constituencies for democracy and governance reforms.
OUTCOME 2: Urbanization, economic growth, and climate change actions are converging for a resilient, equitable, and sustainable development path for communities.	2.1. Climate-sensitivity models and hazard maps developed and applied to help NGAs and LGUs better understand and plan for the extent, scope, and distribution of medium and long-term risks. 2.2. Enabling policies, private sector engagement, monitoring, reporting and verification systems strengthened to help the country meet its commitments to the Paris Climate Agreement. 2.3. Partnerships strengthened and economic models introduced to reduce biodiversity degradation from unsustainable practices and climate impact.
OUTCOME 3: National and local governments and key stakeholders recognize and share a common understanding of the diverse cultural history, identity and inequalities of areas affected by conflict, enabling the establishment of inclusive and responsive governance systems and accelerating sustainable and equitable development for just and lasting peace in conflict affected areas in Mindanao.	3.1. Effective participation of former combatants in local governance, public administration, and political processes supported to secure lasting peace. 3.2. Platforms for transitional justice and community security established and operationalized to respond to the deep sense of marginalization. 3.3. UNDP-assisted combatants and conflict-affected communities provided with incentives and capabilities to become productive members of society in times of peace.

The Country Programme context has changed notably owing to the COVID-19 pandemic and the urgent need to adjust the programme and project priorities to respond to its immediate, mid-term, and long-term impact to the country. To this end, UNDP and the wider UN system has carried out a Common Country Assessment, updated the UN and Government of the Philippines Partnership Framework for Sustainable Development (PFSD) 2019-2023, produced a number of policy papers, and developed the Socio-economic framework for the Philippines response.

The constant changing conditions also required UNDP to work on innovative approaches that would allow UNDP to deliver more relevant, effective, efficient, and sustainable development interventions. It is therefore critical at this point to assess the need for further adjustments to the Country Programme direction and priorities to align with changes in national priorities as specified in the updated Philippine Development Plan 2017-2022, as well as changes in the global context and in donors' priorities, in order to respond to and mitigate the impact of the COVID-19 pandemic.

b. **Specific Objectives**

The 2019-2023 UNDP Philippines CPD has entered the mid-point of its implementation in 2021. This milestone calls for a mid-term review (MTR) to take stock of achievements, progress, and challenges, as well as to inform management's course corrections as warranted and adaptive approaches to ensure the CPD makes the intended impact and contributes to the overall development results at the country level. The CPD MTR is being conducted to assess the contribution of the CPD to the achievement of development outcomes, the strategic alignment of UNDP programming with the country needs, operational risks especially following the outbreak of the COVID-19 which has led to emergence of new priorities, as well as the level of ambition of the original estimates around the CPD funding requirements.

UNDP is commissioning this MTR to review the Country Office (CO) progress against CPD output results vis-a-vis its programming strategies and contributions towards the outcomes, CO integrated work plan, as well as resource mobilization and partnerships strategies for the remaining years of CPD implementation.

The formulation of the CPD took place during a time of considerable socio-political changes in Philippines, and the implementation was premised on several assumptions. These assumptions and risks will be revisited in terms of the new context and the impacts of COVID-19 pandemic.

Specifically, the MTR aims to assess the achievements and progress made against planned results as well as assess challenges and lessons learnt over the three years of CPD implementation against the programme theory of change. This will include the following:

- Review Philippines CO's programme relevance, efficiency, effectiveness, and sustainability in terms of the many changes in the development priorities and UNDP CO context
- Provide recommendations to revise the resource mobilization strategy in view of the remaining years of CPD implementation (as adjusted for the COVID-19 crisis). Suggest options for re-prioritization of CO planned interventions and results based on changes to the resource mobilization model of the Country Programme, taking into consideration current pipeline of projects and donor landscape.
- Suggest ways to enhance partnership and communication of the country office in view of enhancing resource base to strengthen partnership and communication with the government and development partners.
- Review the three CPD outcomes on the extent to which progress has been made towards the outcomes and the UNDP contribution to the observed change? How has delivery of country programme outputs led to outcome-level progress? Have there been any unexpected outcome-level results achieved beyond the planned outcome? This includes partnership strategies, resource mobilization, and embedding of the human rights-based approach.
- Review progress against and the effectiveness of the UNDP results framework, specifically the outcome and output indicators, baselines and targets, assessing how relevant and

measurable they are and make recommendations for improvements, if any. Review the data collection and monitoring systems existing in the country to ensure evidence-based measurement of progress against results and how that contributes to results-based management of the country programme.

- Assess the programmatic progress/coverage and gaps and what can be derived in terms of lessons learned for future UNDP support to inclusive economic growth, governance and rule of law, and resilience, disaster risk reduction and climate change, as well as gender equality and social inclusion and overall sustainable development, and provide recommendations for re-positioning and re-focusing of the CPD within Philippines's development context and in light of the impact of COVID-19 outbreak.

- Assess the relevance and strategic positioning of UNDP in support of Philippines' development priorities towards achieving the Agenda 2030. Specifically, assess the extent to which UNDP contributed to high level policy changes and reforms.

- Assess the level of innovation and or adoption of innovative approaches in programming.

- Provide forward-looking recommendations that could possibly inform the next cycle of the country programme, taking into account the broad corporate direction and mandate on socio-economic recovery following the COVID-19 crisis, which will need to inform the current and next programming cycle.

c. **Scope**

The scope of the MTR will include the entirety of UNDP's programmatic operations in Philippines and therefore will cover interventions funded by all sources, including core UNDP resources and donor funds. The MTR should pay attention to the current status of implementation within which the UNDP programme continues to operate. The roles and contributions of UNDP to the wider UN programming framework, including the cooperation and the joint work with other agencies will also be captured by the review.

This MTR will cover the period 2019-2021 (first half) of the CPD (2019-2023) implementation. It will be conducted with a view to enhancing the country programme while providing strategic direction and inputs to the revisions needed. The MTR Consultants will assess UNDP's overall intervention including an assessment of objectives, planned outputs, activities and inputs as compared to cost-effective alternatives. The evaluation will assess how lessons learned are being captured and operationalized throughout the period under investigation.

Given the recent developments in the republic context and severe socio-economic impacts of COVID-19, this MTR presents an opportunity to review and redefine the strategic focus of UNDP Philippines (in terms of the scope and focus of the CPD and corresponding projects/programme portfolios which identifies specific development challenges that UNDP should address and the interventions to support it). It also presents an opportunity to undertake a comprehensive review of UNDP's contribution to the country's development, which includes an assessment of the progress-to-date. The review will consider both local changes linked to the socio-political transformation as well as other national and sub-national priorities.

Mid-term Review:

First Stage
The first stage of the CPD MTR will be to conduct an assessment of the current context taking into account the latest socio-economic and political developments both at national and sub-national levels as well as relevant developments at global level, an analysis of the CPD Theory of Change and whether it remains valid, and a review the progress against the CPD Results and Resources Framework (RRF) including the output results and the resource mobilization targets.

Second Stage:
The second stage is to assess the relevance of the CPD to the current context taking into account the emerging national and global development priorities and severe impacts posed by the COVID-19 outbreak.

Third Stage:

The third stage is to assess the business model and the financial sustainability of the UNDP CO in light of the CO resource overview and mobilization targets.

Fourth Stage:

The fourth and final stage will be the provision of key lessons learnt, strategic directions and recommendations, including any proposed adjustments to the design of the current Country Programme, including proposed revisions to the Results and Resources Framework. This exercise would allow UNDP to engage with key stakeholders and partners to discuss achievements and ways forward in view of the evolving context and development landscape.

The MTR will follow the four evaluation criteria - *Relevance, Effectiveness, Efficiency, and Sustainability*. Human rights, gender equality and social inclusion will be added as cross-cutting criteria. The evaluation should help the management to answer the following key questions:

(iv)   What have been the major achievements against the CPD outcomes and outputs, and lessons learnt, with a view towards enhancing the relevance, efficiency and sustainability of the current programme cycle?

(v)   How realistic is the CPD in terms of size, scope, and planned results given the available resources and resource mobilization opportunities? What would be the suggested key mid-course adjustments based on the context analysis? What have been UNDP's contributions, gaps and missed opportunities to enable further progress to the country's development priorities as identified in the Results and Resources Framework? To what extent does the CO have capacities to deliver on the intended results?

(vi)   To what extent has the CPD implementation succeeded in contributing to the achievement of the Philippine Development Plan, the UN Partnership Framework for Sustainable Development, and the Sustainable Development Goals?

(vii)   To what extent is UNDP's selected method of implementation and partnership modalities suitable to the country and the development context?

The guiding questions outlined below should be further refined by the MTR team and agreed with UNDP.

Relevance

- To what extent is the country programme relevant to the evolving context and the national development agenda given the COVID-19 pandemic?

- To what extent is the CPD aligned with the national development needs and priorities and should adjustments in CPD implementation be considered in line with the PDP, PFSD, and SDGs?

- To what extent is the CPD responsive to the changing environment in country at national and subnational levels and should adjustments be considered to adapt to these changes?

- To what extent is UNDP engagement a reflection of strategic considerations, including the role of UNDP in a particular development context and its comparative advantage?

- To what extent did UNDP adopt gender-sensitive, human rights-based and conflict-sensitive approaches?

- To what extent does the CO have capacities to deliver on the intended results?

Effectiveness

- To what extent is the current CPD on track to achieve planned results (intended and unintended, positive or negative) in country programme result framework? What were the key contributing factors for achieving or not achieving the intended results?

- What have been the key results and changes attained? How has delivery of country programme outputs led to outcome-level progress?

- Is the programme on track to achieve its intended results? What strategic and programmatic revisions should UNDP consider achieving the intended results?

- What evidence is there that UNDP support has contributed towards an improvement in national government capacity, including institutional strengthening?

- To what extent has UNDP been able to form and maintain partnerships with government agencies and other development actors including bilateral and multilateral organizations, civil society organizations and the private sector to leverage results?

- To what extent have the results at the outcome and output levels generated results for gender equality and the empowerment of women?

- Which programme areas are the most relevant and strategic for UNDP to scale up or consider going forward?

- To what extent is UNDP able to effectively implement integrated approaches to a thematic issue or a geographic area (i.e. UNDP's integrated offer in the Bangsamoro Autonomous Region of Muslim Mindanao)?

Efficiency

- To what extent has the CO been able to utilize the core resources to leverage external funding to support achieving CPD results?

- To what extent have the programme or projects outputs been efficient and cost effective?

- Are the monitoring and evaluation systems that UNDP have in place helping to ensure that projects are managed efficiently and effectively?

- To what extent and how has UNDP mobilized and used its resources (human, technical and financial) and improved inter-agency synergies to achieve its planned results in the current CPD cycle?

- To what extent were resources used to address human rights and inequalities in general, and gender issues in particular?

- To what extent do the M&E systems utilized by UNDP ensure effective and efficient project management?

Sustainability

- Have UNDP's systems created capacities (human resource, systemic and structural) for sustained results of its programmes and what could be done to strengthen sustainability ?

- To what extent are policy and regulatory frameworks in place that will support the continuation of benefits?

- Does the CO have the capacity to sustain its operations in terms of financial and programmatic implementation based on the resource projection and donor landscape?

- To what extent do national partners have the institutional capacities, including sustainability strategies, in place to sustain the outcome-level results?

- To what extent do partnerships exist with other national institutions, NGOs, United Nations agencies, the private sector and development partners to sustain the attained results?

- Are there any financial, social, or political risks that may jeopardize the sustainability of CPD outputs?

Human rights

- How well does the design of the CPD address the needs of the most vulnerable groups in the country?

- To what extent have poor, indigenous and physically challenged, women and other disadvantaged and marginalized groups benefited from the work of UNDP in the country?

Gender equality and social inclusion

- What results has UNDP achieved in promoting gender equality?

- What mechanisms, procedures and policies exist to ensure gender equality, empowerment of women, human rights and human development?

Partnerships

•To what extent has forged partnerships during the period contribute to achieving Countr Programme results?

- To what extent is UNDP's selected method of implementation/ partnership modalities suitable to the country and the development context?

- What changes should be considered in the current set of partnerships with national institutions, CSOs, UN Agencies, private sector and other development partners in the Philippines, in order to promote long-term sustainability and durability of results?

- How the partnership and communication of the country office can be enhanced for enlarging resource base through strengthening partnership and communications with the government and development partners.

d. Approach and Methodology

The review methods provided here are indicative only. The review team should review the methodology and propose the final methods and data collection tools as part of the inception report. The methods and tools should adequately address the issues of gender equality and social inclusion. The MTR should build upon the available documents, consultations and interviews which would provide an opportunity for more in-depth analysis to understand progress towards results, results achieved, and challenges faced.

The review team must provide evidence-based information that is credible, reliable and useful. The review team is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, UNDP Senior Management and other key stakeholders. Evidence obtained and used to assess the results of UNDP support should be triangulated from a variety of sources, including verifiable data on indicator achievement, existing reports, evaluations and technical papers, stakeholder interviews and site visits.

Therefore, the review team will work closely with UNDP CO to undertake the review adopting at least the following approaches. All findings and recommendations have to be based on evidence and data.

a) Desk review: the MTR team is expected to review all available documents, such as the project documents and evaluation reports, Project annual progress reports, ROARs, Partnership surveys, donor reports, as well as national policy documents and reports, and other documents that the team considers useful for the MTR and use the information for analysis.

b) Semi-structured interviews with key informants (Key Informant Interviews - KIIs): The review team should develop semi-structure interview questionnaire and adopt inclusive and participatory approach to hold consultations and interviews with a range of key stakeholders including from sister UN agencies, national and subnational government counterparts, development partners, civil society representatives, private sector, media and academia. Effortswill be undertaken to gather feedback of the beneficiaries in communities.

c) Project and portfolio analysis: The review team should conduct separate discussions/consultation with the three portfolio teams as well as selected projects to

gather credible information and triangulate the informationextracted from the desk review.

d) Surveys and questionnaires including participants in development programmes, UNCT members and/or surveys and questionnaires involving other stakeholders at strategic and programmatic levels.

e) Others: An inception report is to be presented to UNDP following an initial desk review which details thereview team's research design and methodology, while presenting preliminary findings on the context analysis and the country programme's relevance in the evolving context. While selecting the respondents, the review team should ensure gender balance.

The review team should ensure triangulation of the various data sources to maximize the validity and reliability of data. Briefing and debriefing sessions with UNDP CO will be organized during the field mission.

As of 11 March 2020, the World Health Organization (WHO) declared COVID-19 a global pandemic as the new coronavirus rapidly spread to all regions of the world. A remote evaluation is recommended, therefore the evaluation team should develop a methodology that takes into account the conduct of the evaluation virtually and remotely, including the use of remote interview methods and extended desk reviews, data analysis, surveys and evaluation questionnaires. This should be detailed in the Inception report and agreed with the Evaluation Manager.

Since the evaluation is to be carried out virtually, then consideration should be taken for stakeholder availability, ability or willingness to be interviewed remotely. In addition, their accessibility to the internet/computer may be an issue as many government and national counterparts may be working from home. These limitations must be reflected in the evaluation report.

e. **Deliverables and Schedules/Expected Outputs**

The review team should submit the following deliverables:

- **Evaluation inception report (10-15 pages).** The inception report should be carried out following and based on preliminary discussions with UNDP after the desk review, and should be produced before the evaluation starts (before any formal evaluation interviews, survey distribution or field visits) and prior to the country visit in the case of international evaluators.

- **Presentation of preliminary findings.** Immediately following an evaluation, the evaluator will present preliminary debriefing and findings.

- **Draft evaluation report.** The programme unit and key stakeholders in the evaluation will review the draft evaluation report and provide an amalgamated set of comments to the evaluator within an agreed period of time, addressing the content required (as agreed in the TOR and inception report) and quality criteria.

- **Evaluation report audit trail.** Comments and changes by the evaluator in response to the draft report should be submitted by the evaluator to show how they have addressed comments.

- **Final evaluation report.**

- **Presentations to stakeholders and/or the evaluation reference group** or participation in knowledge-sharing events

Deliverables/ Outputs	Estimated Duration to Complete	Target Due Dates	Review and Approvals Required *(Indicate designation of person who will review output and confirm acceptance)*
Evaluation inception report	Draft within one 5 days from the start of contract Revised within 5 days from receipt of comments from CO	17 September 2021 6 October 2021	RBM Analyst
Presentation of preliminary findings	Upon completion of data collection mission or within 2 weeks from finalization of inception report	29 October 2021	RBM Analyst
Draft MTR report and presentation	Within 2 weeks from presentation of preliminary findings	12 November 2021	RBM Analyst

Final Midterm Review report and evaluation audit trail responding to comments from the Evaluation Reference Group	Within 3 weeks from submission of draft MTR report	3 December 2021	RBM Analyst

f. Key Performance Indicators and Service Level

The Evaluation contractor will be responsible for implementing all evaluation-related activities and in producing the evaluation products listed in the deliverables section of this TOR. While the evaluation manager will provide the information required and support in coordinating with stakeholders, the Evaluator will have to manage its own schedule and logistical arrangements in the conduct of interviews and site visits.

The Firm is expected to:

a) Proactively communicate all updates to the RBM Analyst on a weekly or bi-weekly basis. Meetings and weekly reports will be discussed at the inception meeting;

b) Real time update on any urgent issues, decisions, challenges to the UNDP RBM Analyst, especially those that may affect timelines;

c) Inform the UNDP RBM Analyst a month prior to contract expiry for any extension requests via a formal letter. The Firm should take note of due dates for the required outputs and the end date of the contract. It is the contractor's responsibility to inform UNDP of any delays in the submission of outputs so that UNDP may take necessary action. After contract expiry date, the Contractor must refrain from undertaking any more tasks indicated in the Terms of Reference.

g. Governance and Accountability

The principal responsibility for managing this evaluation resides with the UNDP Results Based Management Analyst. The evaluation manager is responsible for liaising with the Evaluation Team pertaining to required technical and financial documents, coordinating with stakeholders, setting up interviews, arranging field visits, and looking after the evaluation budget and schedule. The evaluation manager shall likewise assist in distribution of draft reports to stakeholders for their review, consolidation of comments, and in organizing key stakeholders' meetings for presentation of the salient points of the draft/final reports.

h. Facilities to be provided by UNDP

The UNDP RBM Analyst will brief the Evaluation Team on UNDP evaluation norms and standards, reviewing and quality assuring the inception/draft/final reports, and in publishing findings and management responses at the UNDP Evaluation Resource Center.

UNDP RBM Analyst will support the logistics of the evaluation, including identifying schedules for interviews with Country Office Staff and partners.

i. Expected duration
The duration of the MTR will be a maximum of 3 months.

j. Duty Station

Given the current situation in the country, UNDP recommends the implementation of remote or virtual meetings. A list of stakeholders with contact details (phone and email) will be provided by the project team.

Since the evaluation is to be carried out virtually then consideration should be taken for stakeholder availability, ability or willingness to be interviewed remotely. In addition, their accessibility to the internet/computer may be an issue as many government and national counterparts may be working from home. These limitations must be reflected in the evaluation report.

k. Selection of the Contractor, Professional Qualifications, and Key Personnel
The Firm may be a local company acting as the lead entity/bidder or the Local Company acting as a local and official representative/partner in Philippines of the foreign lead entity/bidder.

The Firm shall make available at the very minimum, a Project Lead, who shall serve as the main representative and liaison of the Firm and UNDP, and at least two (2) key personnel.

a) Expertise of the Firm
- At least 5 years' experience in producing high quality research outputs on development programs of government and international organizations;
- At least (3) years' recent experience in conducting quantitative and qualitative research and/or monitoring and evaluation assessments across multiple geographic locations;
- At least 3 years' experience in research work relative to joint, multi-dimensional programmes between the Philippine government and international development organizations

b) Key Personnel
- A team of at least three (3) members, with an assigned Team Leader or Project Lead who shall serve as main representative and liaison of the Firm or team of experts. Key evaluation personnel should have experience in monitoring and evaluation of development programs and projects.

Team Leader/M&E Specialist (Min. no. of person days required = 40 days):

- At least a Master's Degree in economics, political science, social science, public administration, business management, or other relevant fields. A higher degree as well as specialized training in M&E, project management, etc. are advantageous;

- At least seven (7) years of experience in working with development programmes with focus on any of the following areas: governance, human rights, peace and development, climate change adaptation, disaster risk reduction, Sustainable Development Goals, poverty, gender equality and related cross-cutting development issues;
- At least seven (7) years of work or consultancy experience in the monitoring and evaluation of development programs and projects, with preference to those with demonstrated specialization / experience in evaluations, and those with work experience in the government or international organizations;
- A portfolio of at least five (5) published and/or unpublished research work in relevant policy/program areas and/or research output from consultancy projects in the last three (3) years. Research works may include applied research studies, e.g. evaluation, action research, policy papers, etc. At least one (1) of these should be an evaluation;
- At least five (5) years' experience in the application of various quantitative and qualitative research methodologies, with demonstrated specialization in either quantitative or qualitative research, or both;
- At least five (5) years' experience in project/team leadership and management

Two (2) Evaluation Team Members (Min. no. of person days required = 40 days each):

- At least a Master's Degree in economics, political science, social science, public administration, business management, or other relevant fields. A higher degree as well as specialized training in M&E, project management, etc. are advantageous;
- At least five (5) years of work or consultancy experience in the monitoring and evaluation of development programs and projects, with preference to those with demonstrated specialization / experience in evaluations, and those with work experience in the government or international organizations;
- A portfolio of at least three (3) published and/or unpublished research work in relevant policy/program areas and/or research output from consultancy projects in the last three (3) years. Research works may include applied research studies, e.g. evaluation, action research, policy papers, etc. At least one (1) of these should be an evaluation;
- At least three (3) years of experience in working with development programmes with focus on any of the following areas: governance, human rights, peace and development, climate change adaptation, disaster risk reduction, Sustainable Development Goals, poverty, gender equality and related cross-cutting development issues;
- At least 3 years' experience in the application of various quantitative and qualitative research methodologies, with demonstrated specialization in either quantitative or qualitative research, or both;

l.   **Scope of Price and Schedule of Payments**

While the Evaluation Manager will provide the information required and support in coordinating with stakeholders, the Evaluators will have to manage their own schedule and logistical arrangements in the conduct of interviews and/or site visits (whether these are virtual or face-to-face).

1. Base per-day costs and total cost (i.e., multiplied by the proposed level of effort of personnel based on the technical proposal) shall be indicated in the financial proposal.

2. The following components should be included, as a minimum, in the financial proposal:

    a. Professional fees/salaries/honoraria of the evaluation team
    b. Other professional fees and salaries
    c. Travel, lodging, and allowances for field work (if any under "Other costs")
    d. Communication, workshops, meetings
    e. Materials, reproduction, subscriptions
    f. Management and operational costs (including health insurance, swab tests, etc)
    g. Others as may be relevant to the scope of work.

    Thus, the financial proposal should be an all-inclusive fixed total contract price, supported by a breakdown of costs to include professional fees and related logistical expenditures.
    The selected Firm shall receive payments based on the schedule below and the milestones indicated in Part E.

Payment Schedule	Percentage of Contract Amount	Payment Conditions
1st payment	20%	Upon submission and acceptance of inception report
2nd payment	20%	Upon presentation of mission Mid-term review highlights and submission and acceptance of presentation materials
3rd payment	30%	Upon submission and acceptance of draft Mid-term review report
4th and final payment	30%	Upon submission and acceptance of final Mid-term review report and other related documents; and Presentation to stakeholders and/or evaluation reference group

m.   Additional References or Resources

This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The consultants must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses without the express authorization of UNDP and partners.

The Firm and its personnel assigned for this project will be held to the highest ethical standards and are required to sign a Code of Conduct upon acceptance of the assignment.

in particular, the Firm and/or its affiliates or personnel must be free and clear of perceived conflicts of interest. To this end, interested consultants will not be considered if they were directly and substantively involved, as an employee or consultant, in the formulation of UNDP strategies and programming relating to the CPD under evaluation.

Annex B– Evaluation Matrix

Substantive Focus	Broad Evaluation Questions	Core Dimensions to be explored	Indicators (AP = Attribution Problem)	Data Sources	Analysis
Effectiveness of interventions in relation to CPD outcomes	*1) How **effective** has UNDP been in its Country Programme design, implementation, monitoring and evaluation in (a) raising the capacity of institutions to deliver inclusive social services on a sustainable basis, (b) improving the climate change readiness of the Philippines, (c) securing peace in conflict-laden areas in the Philippines?*	• Key achievements • On track to achieve planned results (intended and unintended, positive or negative) in Country Programme result framework • Contributing factors for achieving or not achieving the intended results • Areas of improvement • Contribution to achievement of the PDP and SDGs	% of outputs/outcomes achieved completed/ on-going/ re-scheduled/ dropped # of projects delayed/ rescheduled Improvement in capacity of institutions to deliver inclusive social services on a sustainable basis (AP) # of assistance given to vulnerable groups (disaggregated to men) and women, ethnic groups) Improved performance in Global Climate Risk index (AP) # of policies, ordinances and standards formulated and	Project Documents Census Interviews with NEDA and Select Policy Researchers Focus Group Discussions	Outcome harvesting Analysis of UNDP projects which are aligned with CPD outcomes (gaps analysis) Analysis of extent to which the rationale for UNDP activities can be considered to be driven by national needs

Substantive Focus	Broad Evaluation Questions	Core Dimensions to be explored	Indicators (AP = Attribution Problem)	Data Sources	Analysis
		• Forming and maintaining of partnerships for development • Contribution to cross-cutting issues: mainstreaming gender-equality, social inclusion, innovation • Strategic and programmatic revisions moving forward	practiced related to climate change Peace building agreements forged (AP) # of IDPs gained employment # of IDPs received training on human rights, entrepreneurship and other capacity training Improvement in achievement of results framework of CPD (AP) Improvement in attainment of the SDGs (AP) % of respondents who view the UN Country Programme and projects as effective		Analysis of policy needs Identification of revisions in Country Programme focus

Substantive Focus	Broad Evaluation Questions	Core Dimensions to be explored	Indicators (AP = Attribution Problem)	Data Sources	Analysis
Relevance	*2) Has the support offered by UNDP **relevant** to the needs of the Philippines in relation to the PDP and SDGs given resource constraints and competing priorities in the wake of current socio-economic conditions, and the impact of COVID-19, the Fourth Industrial Revolution, the Mandanas ruling, and other mega-trends?*	• Alignment with the national development needs and priorities (PDP, PFSD, and SDGs) • Responsive and adaptive to the changing landscape at national and subnational levels	Proportion of projects in line with the PDP and SDGs # of beneficiaries accessing assistance provided in projects # Multi-sector-wide participants and distribution of assistance % of programme activities put on hold during the pandemic % of respondents who view the UN Country Programme and projects as relevant # of UNDP programs adapted to changing landscape at national and subnational levels	CPD Census Interviews Documents on UNDP project activities supporting PDP and SDGs	Content analysis of CPD Analysis of how well UNDP Country Programme is aligned with PDP and SDGs Analysis of whether current alignment of UNDP activities represents a coherent approach adapted to changing landscape at national and subnational levels
Efficiency	*3) How **efficient** is the UNDP in its operational activities for assisting the development needs of the Philippines?*	• Realistic in terms of resources to fulfil the scope of expected CPD outcomes • Utilize core resources to leverage external funding for achieving	disbursement ratios % of respondents who view the UN Country Programme and projects as efficient	Project documents on budgets and activities Census Interviews	Analysis of activities and budgets of projects

Substantive Focus	Broad Evaluation Questions	Core Dimensions to be explored	Indicators (AP = Attribution Problem)	Data Sources	Analysis
		Country Programme results • Monitoring and evaluation systems helping to ensure that projects are managed efficiently • Mobilization and use of resources (human, technical and financial) to achieve planned results in the current CPD cycle • Right support at the right time and at the right pace			
Sustainability	*Have UNDP's systems created capacities (human resource, systemic and structural) for sustained results of its programmes, and what could be done to further strengthen sustainability?*	• Policy and regulatory frameworks that support continuation of benefits/results • UNDP CO capacity to sustain operations • Institutional capacities, including sustainability	% of implementing partners who report institutional ability to sustain outcomes Capacities (human resource, systemic and structural) created/improved for sustained results of programmes (AP)	Project documents, especially terminal reports/evaluation studies of big projects Census Interviews	Analysis of capacity constraints and absorptive capacity for SDGs Analysis of MDG reporting systems

Substantive Focus	Broad Evaluation Questions	Core Dimensions to be explored	Indicators (AP = Attribution Problem)	Data Sources	Analysis
		strategies, of implementing partners to sustain outcome-level results • Partnerships to sustain attained results • Financial, social, or political risks/ constraints that may jeopardize the sustainability of CPD outputs	Long term partnership agreements created and forged		
Human rights	*How well does the design and implementation of the UNDP Country Programmes make use of **human rights** approaches in addressing the needs of the most vulnerable groups in the country?*	• CPD design addressing needs of the most vulnerable groups • UN contribution to building a rights-based culture at the national level • poor, indigenous and physically challenged, women and other disadvantaged/	Improved use of rights-based approach in national policy making (AP) % of vulnerable people who participate in program activities # human rights training provided to local administrators and conflict affected communities	Country Policy Reports on Human Rights Project Documents Census Interviews with Policy Planners and Policy Researchers	Policy analysis on Human Rights and Equity

Substantive Focus	Broad Evaluation Questions	Core Dimensions to be explored	Indicators (AP = Attribution Problem)	Data Sources	Analysis
		marginalized groups benefiting from UNDP work	# of projects implemented that included the most vulnerable (i.e., poor, indigenous and physically challenged, women, farmers, fishers, others) % of implementing partners who make use of rights-based approach		
Gender equality and social inclusion	*How well does the design and implementation of the UNDP Country Programmes promote* **gender equality** *and* **social inclusion** *vis a vis the SDGs?*	• mechanisms, procedures and policies exist to ensure gender equality, empowerment of women, social inclusion human rights, and human development	Performance in global gender gap index (AP) # of women who received basic social services as a result of the UNDP assistance Increased # of women entrepreneurs (AP) # of policies, resolutions formulated and passed regarding protection of women % of implementing partners who make use of gender, and socially inclusive approaches	Project Documents Census Interviews with Project Implementors	Gender-based and equity analysis

Substantive Focus	Broad Evaluation Questions	Core Dimensions to be explored	Indicators (AP = Attribution Problem)	Data Sources	Analysis
Innovation	*How has the UNDP Country Programme supported and harnessed science, technology and **innovation**, strengthened the country's innovation ecosystem, and contributed to the promotion of an innovation-driven culture in the Philippines?*	• Support for improving ICT access especially of last mile • Enhancing digital skills	Improvement in innovation ecosystem (AP) % of respondents who agree that UNDP has helped in harnessing innovation ecosystem	Project Documents Census Interviews with Project Implementors, and Development Community	Analysis of innovation ecosystem
Partnerships	*As the UNDP is just one actor in the UNCT and the entire development community, has it worked in an effective partnership with other UNCT members and the larger development community to development impact and effectiveness?*	• UNDP comparative advantage • Coordination for attainment of the SDGs and the PDP • Partnership modalities suitable to country and the development context • Changes needed in partnerships to ensure development effectiveness and to promote long-term sustainability and durability of results	Functional Data management system connecting UNDP and partners Active regional networks built # of integrated approaches to a thematic issue or a geographic area (i.e. UNDP's integrated offer in BARMM) # of innovative projects initiated between UNDP and academe, private sector, CSO, and donors, # of new bilateral and multilateral partnerships agreements and projects	Project Documents Census Interviews with Project Implementors, National Experts and Development Community	Analysis of how partnerships lead to development effectiveness

Substantive Focus	Broad Evaluation Questions	Core Dimensions to be explored	Indicators (AP = Attribution Problem)	Data Sources	Analysis
		• Enhancing partnerships for enlarging resource base	% of projects implemented in GIDA % of interviewees who view partnerships for development formed by UNDP as effective		

Annex C– Survey of Project Partners

Last Name *

Short answer text

First Name *

Short answer text

Middle Name *

Short answer text

Suffix

Short answer text

Age *

Short answer text

Gender *

○ Male

○ Female

○ Prefer not to say

○ Other...

Contact Number *

Short answer text

Name of Organization *

Long answer text

Category of your Organization *

○ National Government

○ Local Government

○ Bilateral Donor/Agency

○ Regional and sub-regional Inter Government Agency

○ International financial institution

○ United Nations agency

○ Fund or programme

○ Civil society organization/Non-government organization

○ Private Sector

○ Foundations

○ Media

○ Others

Position in Organization *

Long answer text

Function/Level of Position in organization *

○ Senior Management

○ Middle Management

○ Other...

Project Name

Long answer text

Position in the Project involved

Long answer text

Survey Questionnaire

How much do you agree with the following statements?

The UNDP Country Programme has improved access to quality social services for all, including *
the poor, marginalized and vulnerable.

- ○ 1 - Strongly Agree
- ○ 2 - Somewhat Agree
- ○ 3 - Not Sure
- ○ 4 - Somewhat Disagree
- ○ 5 - Strongly Disagree
- ○ Not Applicable

The UNDP Country Programme has supported the Philippines in its transition to low-carbon, *
climate-resilient development.

- ○ 1 - Strongly Agree
- ○ 2 - Somewhat Agree
- ○ 3 - Not Sure
- ○ 4 - Somewhat Disagree
- ○ 5 - Strongly Disagree
- ○ Not Applicable

The UNDP Country Programme has supported efforts to secure the peace process. *

○ 1 - Strongly Agree

○ 2 - Somewhat Agree

○ 3 - Not Sure

○ 4 - Somewhat Disagree

○ 5 - Strongly Disagree

○ Not Applicable

Survey Questionnaire

How much do you agree with the following statements?

The assistance of UNDP is relevant to my organization's contribution to the attainment of the Philippine Development Plan and the Sustainable Development Goals *

- ○ 1 - Strongly Agree
- ○ 2 - Somewhat Agree
- ○ 3 - Not Sure
- ○ 4 - Somewhat Disagree
- ○ 5 - Strongly Disagree
- ○ Not Applicable

Through the project and with the support of the UNDP Country Program, my organization has improved processes and systems with reduced costs and resources. *

- ○ 1 - Strongly Agree
- ○ 2 - Somewhat Agree
- ○ 3 - Not Sure
- ○ 4 - Somewhat Disagree
- ○ 5 - Strongly Disagree
- ○ Not Applicable

Survey Questionnaire

How Much do you agree with the following statements?

Through the project/activity that my organization was involved in, and with the support of the UNDP Country Programme, my organization has been innovation-driven in processes and results. *

○ 1 - Strongly Agree

○ 2 - Somewhat Agree

○ 3 - Not Sure

○ 4 - Somewhat Disagree

○ 5 - Strongly Disagree

○ Not Applicable

Our partnership with UNDP helps us build and/or harness relationships with other relevant organizations. *

○ 1 - Strongly Agree

○ 2 - Somewhat Agree

○ 3 - Not Sure

○ 4 - Somewhat Disagree

○ 5 - Strongly Disagree

○ Not Applicable

I am confident that our organization can continue to implement the project even without the assistance of UNDP. *

◯ 1 - Strongly Agree

◯ 2 - Somewhat Agree

◯ 3 - Not Sure

◯ 4 - Somewhat Disagree

◯ 5 - Strongly Disagree

◯ Not Applicable

Our Project Design and Implementation ensure equal participation of people from the following sectors (Check all that applies): *

☐ Women

☐ Elderly

☐ Fisherfolks

☐ Indigenous People

☐ Youth

☐ Farmers

☐ Persons with Disability

☐ Other...

Section 5 of 7

Survey Questionnaire

Description (optional)

On a scale of 1 to 10, with 10 being best and 1 least rating, how would you rate overall the support of the UNDP Philippines to the country in terms of effectiveness, relevance, efficiency, and sustainability? *

	1	2	3	4	5	6	7	8	9	10	
Lowest	○	○	○	○	○	○	○	○	○	○	Highest

What should be the areas of strategic support of UNDP in the next three years. (If your answer is "Refocus Entire Strategic Support" - please identify at least three areas in "Other" entry below). *

○ The same as the past three years -- i.e., reducing inequalities by strengthening institutions; protecting the e...

○ Other...

Please Identify the main country development priority in the next three years for the following areas:

Description (optional)

Environment: *

- ○ Pollution
- ○ Climate Change
- ○ Natural Resource Depletion
- ○ Natural Disasters
- ○ Waste Disposal
- ○ Aquamarine Depletion
- ○ Deforestation
- ○ Other...

Socio-Economic: *

○ Poverty

○ Education

○ Health

○ Unemployment

○ Graft and Corruption

○ Population Growth

○ ICT

○ Transport

○ Other...

Peace Building in Mindanao *

○ Freedom of Press

○ Human Rights

○ Peace Negotiations

○ Underdevelopment

○ Government Reforms

○ Displacement/IDPs

○ Youth Combatants

○ Other...

Section 7 of 7

Survey Questionnaire

Description (optional)

Further comments and suggestions on UNDP support to Philippines:

Long answer text

Structure and section objectives

Section	Time	Intent
Introduction	3'	■ Warm-up and establish moderator rapport ■ Get to know the respondents better
Four Criteria	55'	■ Discuss what respondents know about objectives of CPD ■ Find out views of this group on four criteria : effectiveness, relevance, efficiency, sustainability ■ Identify common issues and challenges that implementing partners encountered
Cross-Cutting Issues	45'	■ Find out views of this group on human rights, gender equality and social inclusion ■ Find out views of this group on innovation ■ Find out views of this group on partnerships
Implementation Challenges and Ways Forward	15'	■ Identify top development issues that respondents are concerned about ■ Discuss country's prospects for socio-economic development ■ Identify possible changes to CPD/UNDP Country Programme to address these issues
Closing	2'	■ Wrap up and thank respondent/s for participating

A. Introductions (3')

1. Moderator introduces himself/herself and thank respondents for joining the group discussion

2. Introduce KPMG, the MTR (e.g., description and objectives) and the Evaluation team; Orient the respondents on the objective of the FGD/KII. Reminders:
   a. There are no right or wrong answers.
   b. Everyone is encouraged to share their thoughts and feelings as candidly as possible.
   c. Responses are to be treated with utmost confidentiality, but request is being made to record conversations for ease of documentation.
   d. **When the moderator asks a question, those who wish to respond should await the moderator's cue (i.e., moderator identifies name of person). NOTE: This is necessary for orderly documentation of the activity.**
   e. Keep mobile phones off or on silent mode.

3. Ask interviewee to introduce themselves (name) and to fill out information sheet: that asks some personal data: sex, age, work (i.e., position and unit); length of time in current position, and nature of their position. Point out that KPMG will treat all data provided, personal data, and views with strictest confidence.

Annex D – Draft FGD/KII Instrument for Project Partners

Structure and section objectives

Section	Time	Intent
Introduction	3'	■ Warm-up and establish moderator rapport ■ Get to know the respondents better
Four Criteria	55'	■ Discuss what respondents know about objectives of CPD ■ Find out views of this group on four criteria : effectiveness, relevance, efficiency, sustainability ■ Identify common issues and challenges that implementing partners encountered
Cross-Cutting Issues	45'	■ Find out views of this group on human rights, gender equality and social inclusion ■ Find out views of this group on innovation ■ Find out views of this group on partnerships
Implementation Challenges and Ways Forward	15'	■ Identify top development issues that respondents are concerned about ■ Discuss country's prospects for socio-economic development ■ Identify possible changes to CPD/UNDP Country Programme to address these issues
Closing	2'	■ Wrap up and thank respondent/s for participating

A. Introductions (3')

1. Moderator introduces himself/herself and thank respondents for joining the group discussion

2. Introduce KPMG, the MTR (e.g., description and objectives) and the Evaluation team; Orient the respondents on the objective of the FGD/KII. Reminders:
   a. There are no right or wrong answers.
   b. Everyone is encouraged to share their thoughts and feelings as candidly as possible.
   c. Responses are to be treated with utmost confidentiality, but request is being made to record conversations for ease of documentation.
   d. **When the moderator asks a question, those who wish to respond should await the moderator's cue (i.e., moderator identifies name of person). NOTE: This is necessary for orderly documentation of the activity.**
   e. Keep mobile phones off or on silent mode.

3. Ask interviewee to introduce themselves (name) and to fill out information sheet: that asks some personal data: sex, age, work (i.e., position and unit); length of time in current position, and nature of their position. Point out that KPMG will treat all data provided, personal data, and views with strictest confidence.

B. Guide Questions for Project Implementors (1 hour 55')

Now, I would like to get your candid thoughts about the current CPD/UNDP Country Programme.

Discussion Point 1: Effectiveness (How effective has UNDP been in its Country Programme design, implementation, monitoring and evaluation in (a) raising the capacity of institutions to deliver inclusive social services on a sustainable basis, (b) improving the climate change readiness of the Philippines, (c) securing peace in conflict-laden areas in the Philippines?)

EQ1. What are your project's target key results?

EQ2. What key results have been achieved, rescheduled, or dropped? Briefly explain why? What strategic and programmatic revisions should UNDP consider to help you achieve the intended results?

EQ3.1 How effective do you think the UNDP Country Programme support has contributed to raising the capacity of institutions (national institutions, and LGUs) to deliver inclusive social services?

EQ3.2: How effective do you think has the Country Programme been in contributing to enabling the Philippines to be climate change ready?

EQ3.3 How effective do you think has the Country Programme been in contributing to securing peace in conflict-laden areas in the Philippines?

EQ4: To what extent has UNDP been able to form and maintain partnerships with government agencies and other development actors including bilateral and multilateral organizations, civil society organizations and the private sector to leverage results?

EQ5: To what extent have the results at the outcome and output levels generated results for gender equality and the empowerment of women?

EQ6: Which programme areas are the most relevant and strategic for UNDP to scale up or consider going forward?

EQ7: To what extent is UNDP able to effectively implement integrated approaches to a thematic issue or a geographic area (i.e. UNDP's integrated offer in the Bangsamoro Autonomous Region of Muslim Mindanao)?

EQ8: On a scale of 1 to 5, 1 being least effective, and 5 most effective, how would you rate the UNDP Country Programme?

Discussion Point 2: Relevance (Has the support offered by UNDP relevant to the needs of the Philippines in relation to the PDP and SDGs taking account of resource constraints and competing priorities in the wake of current socio-economic conditions, and the impact of COVID-19, the Fourth Industrial Revolution, the Mandanas ruling, and other mega-trends?)

RQ1: To what extent has the UNDP country programme been instrumental in meeting the immediate and priority needs of the evolving country context at the national and sub-national levels, say, given the impact of COVID-19, the Fourth Industrial Revolution, the Mandanas ruling, and other mega-trends?

RQ2: To what extent is the CPD responsive to the changing environment in country at national and subnational levels and should adjustments be considered to adapt to these changes?

RQ3 : To what extent is the current CPD on track to achieve planned results (intended and unintended, positive or negative) in Country Programme result framework in line with the PDP, and SDGs?

RQ4: To what extent did UNDP adopt gender-sensitive, human rights-based and conflict-sensitive approaches?

RQ5: On a scale of 1 to 5, 1 being least relevant, and 5 most relevant, how would you rate the UNDP Country Programme?

Discussion Point 3: Efficiency (How efficient is the UNDP in its operational activities for assisting the development needs of the Philippines?)

EFQ1: To what extent have the programme or projects outputs been efficient and cost effective?

EFQ2: Are the Monitoring and evaluation systems that UNDP have in place helping to ensure that projects are managed efficiently?

EFQ3: How are resources (human, technical and financial) mobilized and used to achieve planned results?

EFQ4: Are resources used to address human rights, inequalities and gender issues?

EFQ5: Is the right support being given by UNDP to the Philippines at the right time and at the right pace?

EFQ6: On a scale of 1 to 5, 1 being least efficient, and 5 most efficient, how would you rate the UNDP Country Programme?

Discussion Point 4: Sustainability (Have UNDP's systems created capacities (human resource, systemic and structural) for sustained results of its programmes, and what could be done to further strengthen sustainability?)

SQ1: Which components of the projects are likely to continue (and which ones will not) once UNDP assistance is concluded?

SQ2: Have UNDP's systems created capacities (human resource, systemic and structural) for sustained results of its programmes and what could be done to strengthen sustainability?

SQ3: To what extent are policy and regulatory frameworks in place that will support the continuation of benefits?

SQ4: To what extent do partnerships exist with other national institutions, NGOs, United Nations agencies, the private sector and development partners to sustain the attained results?

SQ5: Are there any financial, social, or political risks that may jeopardize the sustainability of CPD outputs?

SQ6: What could be done to further strengthen capacities for sustainability?

SQ7: On a scale of 1 to 5, 1 being least sustainable, and 5 most sustainable, how would you rate the UNDP Country Programme?

Discussion Point 5: Human Rights (How well does the design and implementation of the UNDP Country Programmes make use of human rights approaches in addressing the needs of the most vulnerable groups in the country?)

HQ1: How well does the design of the CPD address the needs of the most vulnerable groups in the country?

HQ2: To what extent have poor, indigenous and physically challenged women and other disadvantaged and marginalized groups benefited from the work of UNDP in the country?

HQ3: On a scale of 1 to 5, 1 being strongly disagree, and 5 strongly agree, would you agree that UNDP Country Programme has made a significant contribution to building a rights-based culture in the Philippines?

Discussion Point 6: Gender Equality and Social Inclusion (How well does the e UNDP Country Programme promote gender equality and social inclusion vis a vis the SDGs?)

GQ1: What key results have you achieved to ensure gender equality, women's participation in decision-making and economic empowerment, as well as social inclusion, in general?

GQ2: What mechanisms and activities need be improved to ensure mainstreaming of gender equality and inclusion in the UNDP Country Programme?

GQ3: On a scale of 1 to 5, 1 being strongly disagree, and 5 strongly agree, would you agree that UNDP Country Programme has made a significant contribution to gender equality and social inclusion in the Philippines?

Discussion Point 7: Innovation (How has the UNDP Country Programme supported and harnessed science, technology and innovation, strengthened the country's innovation ecosystem, and contributed to the promotion of an innovation-driven culture in the Philippines?)

IQ1: What are your views on the support given by UNDP to digitalization?

IQ2: What key results have you observed on the data and policy support to innovation given by UNDP to the Philippines?

IQ3: What other areas do you think are important for UNDP to support in relation to innovation?

Discussion Point 8: Partnerships (Has the UNDP worked in an effective partnership with other UNCT members and the larger development community to attain development impact and effectiveness?)

PQ1: To what extent have partnership mechanisms, structures and instruments been designed and adopted to ensure effective communication and collaboration within

the UNDP Country Office, with implementing partners like your office, and with development partners to achieve your program objectives and the Country Programme results?

PQ2: How have the current partnership mechanisms and practices been aligned with the country's national and regional development context and strategic plans ?

PQ3: What changes should be considered in the current set of partnerships with national institutions, CSOs, UN Agencies, private sector and other development partners in the Philippines, in order to promote long-term sustainability and durability of results?

PQ4: What needs to be improved in the current partnership and communication with national institutions, LGUs, CSOs, UN Agencies, private sector and other development partners in the Philippines, in order to promote long-term sustainability and durability of results?

Sub-Discussion Point: Ways Forward

1. In your opinion, has the UNDP Country Programme met its overall objectives? What do you consider as the major strengths and weaknesses in the design and implementation of projects?
2. What do you think are emerging development challenges that the country faces?
3. Do you have any suggestions on strategic and programmatic revisions in the UNDP Country Programme moving forward to account for these challenges to attain the PDP and the SDGs?

C. Closing (2')

Wind down session. Ask if there are questions. Otherwise, thank respondent/s for their time.

Annex E – Draft FGD/KII Instrument for Project Beneficiaries

Structure and section objectives

Section	Time	Intent
Introduction	3′	■ Warm-up and establish moderator rapport ■ Get to know the respondents better
Four Criteria	55′	■ Discuss what respondents know about objectives of CPD ■ Find out views of this group on four criteria : effectiveness, relevance, efficiency, sustainability ■ Identify common issues and challenges that implementing partners encountered
Cross-Cutting Issues	45′	■ Find out views of this group on human rights, gender equality and social inclusion ■ Find out views of this group on innovation ■ Find out views of this group on partnerships
Implementation Challenges and Ways Forward	15′	■ Identify top development issues that respondents are concerned about ■ Discuss country's prospects for socio-economic development ■ Identify possible changes to CPD/UNDP Country Programme to address these issues
Closing	2′	■ Wrap up and thank respondent/s for participating

B. Introductions (3')

4. Moderator introduces himself/herself and thank respondents for joining the group discussion

5. Introduce KPMG, the MTR (e.g., description and objectives) and the Evaluation team; Orient the respondents on the objective of the FGD/KII. Reminders:
   a. There are no right or wrong answers.
   b. Everyone is encouraged to share their thoughts and feelings as candidly as possible.
   c. Responses are to be treated with utmost confidentiality, but request is being made to record conversations for ease of documentation.
   d. **When the moderator asks a question, those who wish to respond should await the moderator's cue (i.e., moderator identifies name of person). NOTE: This is necessary for orderly documentation of the activity.**
   e. Keep mobile phones off or on silent mode.

6. Ask interviewee to introduce themselves (name) and to fill out information sheet: that asks some personal data: sex, age, work (i.e., position and unit); length of time in current position, and nature of their position. Point out that KPMG will treat all data provided, personal data, and views with strictest confidence.

C. Guide Questions for Project Beneficiaries (1 hour 55')

Now, I would like to get your candid thoughts about the current UNDP assistance to the Philippines.

Discussion Point 1: Effectiveness (How effective has UNDP been in its support to the Philippines in (a) raising the capacity of institutions to deliver inclusive social services on a sustainable basis, (b) improving the climate change readiness of the Philippines, (c) securing peace in conflict-laden areas in the Philippines?)

> EQ1. How did you get selected into the project, and what are the main objectives of the project?
>
> EQ2. What key results have been achieved, rescheduled, or dropped in your project? Please briefly explain why.
>
> EQ3.1 How effective do you think the UNDP Country Programme support has contributed to raising the capacity of institutions (national institutions, and LGUs) to deliver inclusive social services?
>
> EQ3.2: How effective do you think has the Country Programme been in contributing to enabling the Philippines to be climate change ready?
>
> EQ3.3 How effective do you think has the Country Programme been in contributing to securing peace in conflict-laden areas in the Philippines?
>
> EQ4. On a scale of 1 to 5, 1 being least effective, and 5 most effective, how would you rate the UNDP Country Programme?

Discussion Point 2: Relevance (Has the support offered by UNDP relevant to the needs of the Philippines in relation to the PDP and SDGs taking account of resource constraints and competing priorities in the wake of current socio-economic conditions, and the impact of COVID-19, the Fourth Industrial Revolution, the Mandanas ruling, and other mega-trends?)

> RQ1: To what extent is the UNDP country programme support to the project instrumental in meeting the needs of the evolving country context at the national and sub-national levels, say, given the impact of COVID-19, the Fourth Industrial Revolution, the Mandanas ruling, and other mega-trends?
>
> RQ2 : To what extent is the current CPD on track to achieve planned results in the project in line with the PDP, and SDGs?

RQ3. On a scale of 1 to 5, 1 being least relevant, and 5 most relevant, how would you rate the UNDP Country Programme?

Discussion Point 3: Efficiency (How efficient is the UNDP in its operational activities for assisting the development needs of the Philippines?)

EFQ1: How are resources (human, technical and financial) mobilized and used to achieve planned results in the project?

EFQ2: Is UNDP providing you in the project the right support at the right time and at the right pace?

EFQ3: On a scale of 1 to 5, 1 being least efficient, and 5 most efficient, how would you rate the UNDP Country Programme?

Discussion Point 4: Sustainability (Have UNDP's systems created capacities (human resource, systemic and structural) for sustained results of its development support to the Philippines, and what could be done to further strengthen sustainability?)

SQ1: Do you think the project outcomes and benefits will continue once UNDP assistance is concluded?

SQ2: What could be done to further strengthen capacities for sustainability?

SQ3: On a scale of 1 to 5, 1 being least sustainable, and 5 most sustainable, how would you rate the UNDP Country Programme?

Discussion Point 5: Human Rights (How well does the design and implementation of the UNDP Country Programmes make use of human rights approaches in addressing the needs of the most vulnerable groups in the country?)

HQ1: Are the poor, indigenous and physically challenged women and other disadvantaged and marginalized groups benefitting from the project?

HQ2: What can UNDP do better to address the needs of vulnerable groups in the Philippines?

HQ3: On a scale of 1 to 5, 1 being strongly disagree, and 5 strongly agree, would you agree that UNDP Country Programme has made a significant contribution to building a rights-based culture in the Philippines?

Discussion Point 6: Gender Equality and Social Inclusion (How well does the e UNDP Country Programme promote gender equality and social inclusion vis a vis the SDGs?)

GQ1: What key results have you achieved in the project to ensure effective women participation in decision-making, economic empowerment, as well as social inclusion, in general?

GQ2: What mechanisms and activities need be improved to ensure mainstreaming of gender equality and inclusion in the project?

Discussion Point 7: Innovation (How has the UNDP Country Programme supported and harnessed science, technology and innovation, strengthened the country's innovation ecosystem, and contributed to the promotion of an innovation-driven culture in the Philippines?)

IQ1: Does your project involve digitalization or innovation?

IQ2: What areas do you think are important for UNDP to support in relation to innovation and ICT?

Discussion Point 8: Partnerships (Has the UNDP worked in an effective partnership with other UNCT members and the larger development community to attain development impact and effectiveness?)

PQ1: To what extent have partnership mechanisms, structures and instruments been designed and adopted to ensure effective communication and collaboration within the UNDP Country Office, with beneficiaries like you, with project implementors and with development partners?

PQ2: What needs to be improved in the current partnership and communication with national institutions, LGUs, CSOs, UN Agencies, private sector and other development partners in the Philippines, in order to promote long-term sustainability and durability of results?

Sub-Discussion Point: Ways Forward

1. In your opinion, has the UNDP made an impact in supporting the Philippines in its development plans and priorities? What do you consider as the major strengths and weaknesses in the design and implementation of projects?
2. What do you think are emerging development challenges that the country faces?
3. Do you have any suggestions on what kind of support the UNDP Country Programme should be giving to the Philippines in the future, especially to attain the PDP and the SDGs?

D. Closing (2')

Wind down session. Ask if there are questions. Otherwise, thank respondent/s for their time.

Annex F – Draft FGD/KII Instrument for National Experts/Development Community

Structure and section objectives

Section	Time	Intent
Introduction	3'	■ Warm-up and establish moderator rapport ■ Get to know the respondents better
Four Criteria	55'	■ Discuss what respondents know about objectives of CPD ■ Find out views of this group on four criteria : effectiveness, relevance, efficiency, sustainability ■ Identify common issues and challenges that implementing partners encountered
Cross-Cutting Issues	45'	■ Find out views of this group on human rights, gender equality and social inclusion ■ Find out views of this group on innovation ■ Find out views of this group on partnerships
Implementation Challenges and Ways Forward	15'	■ Identify top development issues that respondents are concerned about ■ Discuss country's prospects for socio-economic development ■ Identify possible changes to CPD/UNDP Country Programme to address these issues
Closing	2'	■ Wrap up and thank respondent/s for participating

A. Introductions (3')

1. Moderator introduces himself/herself and thank respondents for joining the group discussion

2. Introduce KPMG, the MTR (e.g., description and objectives) and the Evaluation team; Orient the respondents on the objective of the FGD/KII. Reminders:

   a. There are no right or wrong answers.

   b. Everyone is encouraged to share their thoughts and feelings as candidly as possible.

   c. Responses are to be treated with utmost confidentiality, but request is being made to record conversations for ease of documentation.

   d. **When the moderator asks a question, those who wish to respond should await the moderator's cue (i.e., moderator identifies name of person). NOTE: This is necessary for orderly documentation of the activity.**

   e. Keep mobile phones off or on silent mode.

3. Ask interviewee to introduce themselves (name) and to fill out information sheet: that asks some personal data: sex, age, work (i.e., position and unit); length of time in current position, and nature of their position. Point out that KPMG will treat all data provided, personal data, and views with strictest confidence.

B. Guide Questions for National Experts, UNDP staff, representatives of UNCT and other Development Partners (1 hr 55')

Now, I would like to get your candid thoughts about the current CPD/UNDP Country Programme.

Discussion Point 1: Effectiveness (How effective has UNDP been in its Country Programme design, implementation, monitoring and evaluation in (a) raising the capacity of institutions to deliver inclusive social services on a sustainable basis, (b) improving the climate change readiness of the Philippines, (c) securing peace in conflict-laden areas in the Philippines?)

EQ1: To what extent is the current CPD on track to achieve planned results (intended and unintended, positive or negative) in country programme result framework? What were the key contributing factors for achieving or not achieving the intended results?

EQ2.1 How effective do you think the UNDP Country Programme support has contributed to raising the capacity of institutions (national institutions, and LGUs) to deliver inclusive social services?

EQ2.2: How effective do you think has the Country Programme been in contributing to enabling the Philippines to be climate change ready?

EQ2.3 How effective do you think has the Country Programme been in contributing to securing peace in conflict-laden areas in the Philippines?

EQ3: Is the programme on track to achieve its intended results? What strategic and programmatic revisions should UNDP consider achieving the intended results?

EQ4: To what extent has UNDP been able to form and maintain partnerships with government agencies and other development actors including bilateral and multilateral organizations, civil society organizations and the private sector to leverage results?

EQ5: To what extent have the results at the outcome and output levels generated results for gender equality and the empowerment of women?

EQ6: Which programme areas are the most relevant and strategic for UNDP to scale up or consider going forward?

EQ7: To what extent is UNDP able to effectively implement integrated approaches to a thematic issue or a geographic area (i.e. UNDP's integrated offer in the Bangsamoro Autonomous Region of Muslim Mindanao)

EQ8. On a scale of 1 to 5, 1 being least effective, and 5 most effective, how would you rate the UNDP Country Programme?

Discussion Point 2: Relevance (Has the support offered by UNDP relevant to the needs of the Philippines in relation to the PDP and SDGs taking account of resource constraints and competing priorities in the wake of current socio-economic conditions, and the impact of COVID-19, the Fourth Industrial Revolution, the Mandanas ruling, and other mega-trends?)

RQ1: To what extent has the UNDP country programme been instrumental in meeting the immediate and priority needs of the evolving country context at the national and sub-national levels, say, given the impact of COVID-19, the Fourth Industrial Revolution, the Mandanas ruling, and other mega-trends?

RQ2: To what extent is the CPD aligned with the national development needs and priorities and should adjustments in CPD implementation be considered in line with the PDP, PFSD, and SDGs?

RQ3: To what extent is UNDP engagement a reflection of strategic considerations, including the role of UNDP in a particular development context and its comparative advantage?

RQ4 : To what extent is the current CPD on track to achieve planned results (intended and unintended, positive or negative) in Country Programme result framework in line with the PDP, and SDGs?

RQ5: To what extent did UNDP adopt gender-sensitive, human rights-based and conflict-sensitive approaches?

RQ6: To what extent does the CO have capacities to deliver on the intended results?

RQ7: On a scale of 1 to 5, 1 being least relevant, and 5 most relevant, how would you rate the UNDP Country Programme?

Discussion Point 3: Efficiency (How efficient is the UNDP in its operational activities for assisting the development needs of the Philippines?)

EFQ1: Are you aware of UNDP Country Programme assistance, and how resources (human, technical and financial) are mobilized and used to achieve planned results?

EFQ2: To what extent has the CO been able to utilize the core resources to leverage external funding to support achieving CPD results?

EFQ3: To what extent have the programme or projects outputs been efficient and cost effective?

EFQ4: Are the monitoring and evaluation systems that UNDP have in place helping to ensure that projects are managed efficiently and effectively? To what extent do the M&E systems utilized by UNDP ensure effective and efficient project management?

EFQ5: To what extent and how has UNDP mobilized and used its resources (human, technical and financial) and improved inter-agency synergies to achieve its planned results in the current CPD cycle?

EFQ5: Are resources in the Country Programme used to address human rights, inequalities and gender issues?

EFQ6: Is the right support being given by UNDP at the right time and at the right pace?

EFQ7: On a scale of 1 to 5, 1 being least efficient, and 5 most efficient, how would you rate the UNDP Country Programme?

Discussion Point 4: Sustainability (Have UNDP's systems created capacities (human resource, systemic and structural) for sustained

results of its programmes, and what could be done to further strengthen sustainability?)

SQ1: Are you aware of the extent to which UNDP projects are likely to continue once UNDP assistance is concluded?

SQ2: What could be done to further strengthen institutional capacities for sustainability?

SQ3: Does the UNDP CO have the capacity to sustain its operations in terms of financial and programmatic implementation based on the resource projection and donor landscape?

SQ4: To what extent do national partners have the institutional capacities, including sustainability strategies, in place to sustain the outcome-level results?

SQ5: To what extent do partnerships exist with other national institutions, NGOs, United Nations agencies, the private sector and development partners to sustain the attained results?

SQ6: Are there any financial, social, or political risks that may jeopardize the sustainability of CPD outputs?

SQ7: On a scale of 1 to 5, 1 being least sustainable, and 5 most sustainable, how would you rate the UNDP Country Programme?

Discussion Point 5: Human Rights (How well does the design and implementation of the UNDP Country Programmes make use of human rights approaches in addressing the needs of the most vulnerable groups in the country?)

HQ1: How well does the design of the CPD address the needs of the most vulnerable groups in the country?

HQ2: To what extent have poor, indigenous and physically challenged women and other disadvantaged and marginalized groups benefited from the work of UNDP in the country?

HQ3: On a scale of 1 to 5, 1 being strongly disagree, and 5 strongly agree, would you agree that UNDP Country Programme has made a

significant contribution to building a rights-based culture in the Philippines?

Discussion Point 6: Gender Equality and Social Inclusion (How well does the e UNDP Country Programme promote gender equality and social inclusion vis a vis the SDGs?)

GQ1: What key results have been achieved by the Country Programme to ensure gender equality, women's participation in decision-making and economic empowerment, as well as social inclusion, in general?

GQ2: What mechanisms and activities need be improved to ensure mainstreaming of gender equality and inclusion in the UNDP Country Programme?

GQ3: On a scale of 1 to 5, 1 being strongly disagree, and 5 strongly agree, would you agree that UNDP Country Programme has made a significant contribution to gender equality and social inclusion in the Philippines?

Discussion Point 7: Innovation (How has the UNDP Country Programme supported and harnessed science, technology and innovation, strengthened the country's innovation ecosystem, and contributed to the promotion of an innovation-driven culture in the Philippines?)

IQ1: What are your views on the support given by UNDP to digitalization?

IQ2: What key results have you observed on the data and policy support to innovation given by UNDP to the Philippines?

IQ3: What other areas do you think are important for UNDP to support in relation to innovation?

Discussion Point 8: Partnerships (Has the UNDP worked in an effective partnership with other UNCT members and the larger

development community to attain development impact and effectiveness?)

> PQ1: To what extent have partnership mechanisms, structures and instruments been designed and adopted to ensure effective communication and collaboration within the UNDP Country Office, with implementing partners, with research institution, and with development partners for achieving Country Programme results?
>
> PQ2: How have the current partnership mechanisms and practices been aligned with the country's national and regional development context and strategic plans?
>
> PQ3: What changes should be considered in the current set of partnerships with national institutions, CSOs, UN Agencies, private sector and other development partners in the Philippines, in order to promote long-term sustainability and durability of results?
>
> PQ4: How the partnership and communication of the country office can be enhanced for enlarging resource base through strengthening partnership and communications with the government and development partners?
>
> PQ5: What needs to be improved in the current partnership and communication with national institutions, CSOs, LGUs, UN Agencies, private sector and other development partners in the Philippines, in order to promote long-term sustainability and durability of results?

Sub-Discussion Point: Ways Forward

1. In your opinion, has the UNDP Country Programme met its overall objectives? What do you consider as the major strengths and weaknesses in the design and implementation of UNDP projects?

2. What do you think are emerging development challenges that the country faces?

3. Do you have any suggestions on strategic and programmatic revisions in the UNDP Country Programme moving forward to account for these challenges to attain the PDP and the SDGs?

C. Closing (2')

Wind down session. Ask if there are questions. Otherwise, thank respondent/s for their time.

Annex G – List of Institutions that Participated in the MTR

Association Of Development Facilitators and Enterprise Counselors
Affiliated Network for Social Accountability - EAP, Inc.
AI4GOV
Analytics Associations of the Philippines
Ateneo De Davao University
Balay Mindanaw Foundation, INc.
Bangsamoro Civil Society
Bangsamoro Development Agency (BDA Inc.)
Bangsamoro Planning and Development Authority
BIRTH-Dev, Inc Child Protection
Blue finance
Bureau of Corrections
Bureau of Fisheries and Aquatic Resources- Region 9
Bureau of Fisheries and Aquatic Resources- Regional Field Office VI, Iloilo City, Philippines
Bureau of Local Government Development (DILG)
Center for Research and Communication Foundation, Inc. (CRCFI)
City of Santa Rosa
Civil Service Commission
Climate Change Commission
Coalition for Bicol Development (CBD), Inc.
Coalition of Social Development Organizations in South Cotabato (CSDO-SC)
Coca-Cola Foundation Philippines
Commission on Human Rights
Concerned Citizens of Abra for Good Government, Inc. (CCAGG)
Conservation International Philippines
Department of Agriculture- (Bureau of Soils and Water Management)
Development Bank of the Philippines
De La Salle University
Department of Education
Department of Energy
DENR- Tamaraw Conservation Program
Department of Health
Department of Science and Technology
Department of Social Welfare and Development
Department of Tourism
Department of Trade and Industry
Department of Information and Communications
Department of Public Works and Highways
Dr. Jose N. Rodriguez Memorial Hospital and Sanitarium
Duyog Marawi

Early Childhood Care and Development Council
Ecosystems Work for Essential Benefits, Incorporated
Electric Vehicle Association of the Philippines
Faculty of Ateneo de Davao University
Foreign-Assisted and Special Projects Service
Far Eastern Univerity Tech Innovation Center (FTIC)
GET
G-Xchange, Inc. (GCash)
Haribon Foundation for the Conservation of Natural Resources, Inc.
HEI-Mindanao State University
HOPE worldwide Philippines
House of Representatives
Humanity and Inclusion
Iloilo City Government
IM
Integrated Resource Development for Tri-people (IRDT)
Interdev Consulting, Inc.
Joint Peace and Security Committee
Kadtabanga Foundation for Peace and Development Advocates, Inc. (KFPDAI)
Kalipunan ng Kababaihan ng Marinduque Masiga Gasan Chapter.
Kutawato Greenland Initiatives
Landbank of the Philippines
LGU Baguio
LGU Butig
LGU Vigan City
Local Government Academy
Maguindanaon Development Foundation, Inc.
Mahardika Institute of Technology
Makesense Inc.
MARADECA,Inc.
Mediators Network for Sustainable Peace (MedNet), Inc.
MILG
Mindanao Coalition of Development NGO Networks (MINCODE), Inc.
Mindanao State University-Marawi City
Moro Women Development and Cultural Center, Inc.
Muslim Association on Humanitarian Institute and Research Foundation, Inc.
Nagdilaab Foundation, Inc.
National Aquaculture Strategic Plan Project
National Economic and Development Authority
National Fisheries Research and Development Institute
Office of the Presidential Adviser on the Peace Process (OPAPP)
Pasig City Government
Philippine Business for Social Progress

Philippine Cephalopods Processors & Exporters Association Inc (PCPEAI)
Philippine ICCA Consortium
Philippine Institute for Development Studies
Philippine Rural Reconstruction Movement
PPP Center
Presidential Communications Operations Office (PCOO)
Provincial Association of Government Employees (PAGE)
Provincial Government of Lanao del Sur
Rare
RECITE,Inc.-Responsible Citizens Empowered Communities in Solidarity for Social Change
Research Triangle International
Safe River, Life Saver Foundation Inc.
Sama-Samang Nagkakaisang Pamayanan Ng Silonay (SNPS)
Small Enterprises Research and Development Foundation (SERDEF)
St Paul University Philippines (SPUP)
SPUP-Community Development Center Foundation (SPUPCDCFI)
The Moropreneur Inc
Thinking Machines Data Science
UN SDSN Youth Philippines
UNDP
UNDP Seoul Policy Centre
University of Asia and the Pacific
University of the Philippines Visayas
WWF Philippines
Xavier University