

COUNTRY PROGRAMME EVALUATION PHILIPPINES



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responsiveness MANAGING FOR RESULTS relevance COORDINATION AND DEVELOPMENT HUMAN COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP efficiency relevance COORDINATION AND PARTNERSHIP sustainability HUMAN DEVELOPMENT relevance HUMAN DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability responsiveness MANAGING FOR RESULTS relevance COORDINATION AND DEVELOPMENT COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP effectiveness relevance COORDINATION AND PARTNERSHIP sustainability HUMAN DEVELOPMENT relevance HUMAN DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability responsiveness MANAGING FOR RESULTS relevance COORDINATION AND DEVELOPMENT

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INDEPENDENT COUNTRY PROGRAMME EVALUATION: Philippines

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IEO TEAM

Directorate: Isabelle Mercier (Director), Oscar A. Garcia (former Director) and Alan Fox (Deputy Director)

CPE section chief: Fumika Ouchi

Lead evaluator: Sonjuhi Singh

Research associate: Charlotte Karagueuzian

Evaluation advisory panel member: Michael Bamberger, A.K. Shivakumar

Evaluation consultants: Thaveeporn Vasavakul (Governance and inclusive growth), Maria Angela Zafra (Climate Change, Disaster Risk Management and Sustainable Livelihoods), Nicolas Garrigue (Governance and Peacebuilding), Miko Mariz Castro (National Coordinator)

Publication and outreach: Flora Jimenez and Iben Hjorth

Administrative support: Georgiy Geyler

The IEO could not have completed the evaluation without the support of the following:

STAKEHOLDERS AND PARTNERS

UNDP Philippines staff: Selva Ramachandran (Resident Representative), Edwine Carrie (Deputy Resident Representative), Bishnu Chettri (Monitoring and Evaluation Analyst), Lyndon Pajaro (Programme Finance Associate) and other staff.

Other stakeholders and partners: Government of the Philippines, representatives of the United Nations agencies, civil society, nongovernmental organizations and bilateral and multilateral development partners.

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FOREWORD

I am pleased to present the Independent Country Programme Evaluation of the United Nations Development Programme (UNDP) in the Philippines. The UNDP partnership with the Philippines began in 1965, and this is the third country-level assessment carried out by the Independent Evaluation Office (IEO) of UNDP. This evaluation covers the work of UNDP in the country from 2019 through to the end of 2022.

The Philippines is one of the most dynamic economies in the East Asia and Pacific region, with a rapidly expanding economy and industrious young workforce. In this time of recovery following the COVID-19 pandemic, the Philippines faces development challenges that UNDP is well positioned to offer practical solutions to overcome. The current programme of UNDP in the Philippines has been developed in response to the national context, and focuses on three key areas: Governance and Inclusive Growth; Urbanization, Economic Growth and Climate Change; and Governance and Peacebuilding.

This report underscores the evaluation team's findings, namely that UNDP is a valued, reliable and responsive development partner to the Government and people of the Philippines. This evaluation recognises UNDP contributions that have achieved important results, for instance in support of the peace process, improved service delivery and institutional capacity-building.

As UNDP prepares for its new country programme cycle, the recent adoption of the Philippine Development Plan for the period of 2023-2028 provides an essential roadmap. In this context, it is important for UNDP to identify potential entry points to support democratic governance, including at the local level. As UNDP strives to deepen its development support in the Philippines, it can benefit from a clear articulation of its value proposition and refinements to its programme delivery strategy, as elaborated in the evaluation recommendations included in this report.

I would like to thank the Government of the Philippines, national stakeholders, and colleagues from the UNDP country office in the Philippines and Regional Bureau for Asia and the Pacific, for enabling the evaluation team to successfully carry out its work. I trust that the evaluation recommendations, all of which have been agreed to by the country office, will help to strengthen the formulation of the next country programme strategy, and enhance the UNDP contribution to inclusive and sustainable development in the Philippines.

Isabelle Mercier

Director

Independent Evaluation Office, UNDP

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ACRONYMS AND ABBREVIATIONS

ASEAN Association of Southeast Asian Nations

B-CoRe Bangsamoro Community Resilience Framework

B-POC Barangay Peace and Order Councils

BARMM Bangsamoro Autonomous Region in Muslim Mindanao

BDP Biodiversity Friendly Enterprises
BDP Bangsamoro Development Plan

BIWAB Bangsamoro Islamic Women Auxiliary Brigade

BMG BARMM Government

BOL Bangsamoro Organic Law

BPDA Bangsamoro Planning and Development Authority

BRRP Bangsamoro COVID-19 Regional Recovery Plan 2020-2022

BTA Bangsamoro Transitional Authority

BUB Bottom-up Budgeting

BYC Bangsamoro Women Commission
BYC Bangsamoro Youth Commission

CCAM Climate change adaptation and mitigation

CCC Climate Change CommissionCLUP Comprehensive Land Use PlanCPD Country Programme Document

CSO Civil society organization

CSPP Conflict-Sensitive and Peace-Promoting

CTP Camp Transformation Plan

DENR Department of Environment and Natural Resources

DepEd Department of Education

DICT Department of Information and Communications Technology

DILG Department of the Interior and Local Government

DIM Direct Implementation Modality

DoH Department of Health

DoST Department of Science and Technology
DRRM Disaster risk reduction and management

DSWD Department of Social Welfare and Development

FBL Faith-based leader

GCF Green Climate Fund

GDP Gross domestic product

GEF Global Environment Facility

GESAP Gender Equality Seal Action Plan

GEWE Gender equality and women's empowerment

GFT Gender focal team

GRES Gender Results Effectiveness Scale

GRIND Grassroots Innovation for Inclusive Development

HDI Human Development Index

ICPE Independent Country Programme Evaluation

ICT Information and communications technology

IDP Internally displaced person

IEO Independent Evaluation Office

IFI International financial institution

ISIP Innovation for Social Impact Partnership project

JNC Joint Normalization Committee

JP-INFF Joint Programme on Integrated National Finance Framework

JPST Joint Peace and Security Team

Leaps Localizing e-Governance for the Accelerated Provision of Services Project

LGBTI Lesbian, gay, bisexual, transgender and intersex

LOCAL Government Unit

LNOB Leave No One Behind

M&E Monitoring and Evaluation

MILF Moro Islamic Liberation Front

MILG Ministry of Interior and Local Government

MNLF Moro National Liberation Front
NAM National Acceleration Modality

NAP-PCVE National Action Plan on Preventing and Countering Violent Extremism

NDC Nationally Determined Contributions

NEDA National Economic and Development Authority

NGA National government agency

NGO Non-governmental organization

NIM National Implementation Modality

NRM Natural Resource Management

ODA Official Development Assistance

OPAPRU Office of the Presidential Adviser on Peace, Reconciliation and Unity

PAGASA Philippine Atmospheric, Geophysical and Astronomical Services Administration

PEMSEA Partnerships in Environmental Management for the Seas of East Asia,

PFSD Partnership Framework for Sustainable Development

PVE Prevention of violent extremism

RAP-WPS Regional Action Plan on Women, Peace and Security

RAPID Resilience and Preparedness towards Inclusive Development programme

RBAP UNDP Regional Bureau for Asia and the Pacific

ROAR Results-Oriented Annual Report

SALW Small arms and light weapons

SDG Sustainable Development Goal

SEIA Socio-Economic Impact Assessment

SEPF Socio-Economic and Peacebuilding Framework

SGBV Sexual and gender-based violence

SHIELD Strengthening Institutions and Empowering Localities against Disasters and Climate Change initiative

SMARTseas Strengthening Marine Protected Areas to Conserve Key Marine Biodiversity Areas initiative

SME Small and medium-sized enterprise

SPA Special Presidential AuthoritySPD School for Peace and Democracy

TAMFIAS Tambongon Fisherfolks Association

TJRC Transitional Justice and Reconciliation Commission

UNDP United Nations Development Programme

UNFPA United Nations Population FundUNICEF United Nations Children's Fund

VAT Value-added tax

WHO World Health Organization

WIM-RAMP Women Insider Mediator – Rapid Action and Mobilization Platform

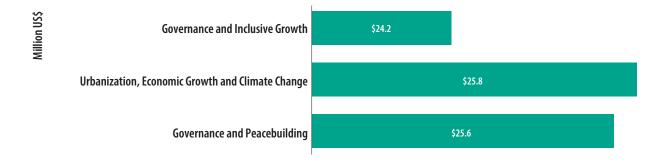
Evaluation Brief: Philippines

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted an Independent Country Programme Evaluation (ICPE) of UNDP work in the Philippines in 2022. The evaluation covers the programming period of 2019-2023. This is the third assessment carried out by IEO for the country; the previous was conducted in 2017. The purpose of the evaluation was to strengthen accountability to national stakeholders and the UNDP Executive Board, promote organizational learning, and inform the development of the next UNDP country programme.

The Philippines is a lower-middle income country and one of the most dynamic economies in the East Asia Pacific region. The country is in the medium human development category and despite notable poverty reduction achievements; inequality in the country is widespread. Much of the country's chronic conflict is located in the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM), where 45.8 percent of the population lives below the national poverty line. The Philippines was amongst the countries hardest hit by COVID-19 in Southeast Asia. A major governance challenge in the country has been weak government institutions, especially at subnational levels, which contributes to poor service delivery.

The Philippines has one of the longest and most biologically diverse coastlines in the world, which is of great economic importance. The country is committed to global environmental efforts and party to major international environmental treaties and agreements. The Global Climate Risk Index identifies the Philippines as the third most climate change-affected country from 2000-2019.

The current UNDP country programme in the Philippines (2019-2023) is guided by the United Nations Partnership Framework for Sustainable Development and subsequently the United Nations Socioeconomic and Peacebuilding Framework. UNDP focused on three outcomes: Governance and Inclusive Growth; Urbanization, Economic Growth and Climate Change; and Governance and Peacebuilding. Expenditure was similar across the three outcomes.



FINDINGS AND CONCLUSIONS

The evaluation found that UNDP built on the previous programming cycle to support the strengthening of national and local capacity to deliver results. UNDP also demonstrated its comparative advantage in accelerating progress toward complex national processes, especially in peacebuilding. UNDP has been highly responsive to the needs of its partners, and many interventions have had strong government ownership. UNDP delivered results through key partnerships with government counterparts, civil society organizations and academia. But the integrator role of UNDP, to connect national stakeholders

and development partners, could have been better realized. Cross-outcome linkages have been limited during the Country Programme Document (CPD) period. The country office has been in a long transition period, including a change management exercise followed by a realignment exercise, which has resulted in reduced capacity to deliver on the country programme. The sustainability of UNDP work was impacted by limited resource availability, limited focus on long term institutional strengthening, and inadequate scale-up.

In the **Governance and Inclusive Growth** portfolio, UNDP successfully supported the capacity-building of the national Government for evidence-based policy, evaluation practice and integrated planning. But an overall capacity-development plan or roadmap was often missing. UNDP capacity-building and technical support to the Government contributed to a strong geographical reach of services, and helped to initiate e-governance for administrative procedures. UNDP direct engagement in procurement had varying degrees of success, in part due to gaps in project design and management. UNDP also contributed to enterprise development and citizen engagement by: strengthening capacity for entrepreneurship; supporting the use of social networking in development planning; and supporting community-based monitoring of governance infrastructure programmes. UNDP influence has yet to be established in policy advisory work aimed at governance reform. Compared to the last programme cycle, there was a shift away from some relevant areas of standalone programming such as strengthening access to justice and human rights, and deepening democracy.

On Urbanization, Economic Growth and Climate Change, UNDP support has allowed national government agencies and local government units (LGUs) to integrate evidence-based climate change adaptation and mitigation and disaster risk reduction and mitigation in planning and resilience-building. UNDP contributed more to early recovery work than to resilience-building. In the climate change mitigation and Nationally Determined Contribution (NDC) commitments work, UNDP supported the readiness of key government agencies and other sectors stakeholders through: strengthening access to financing; supporting planning and development strategies; connecting diverse partners; and supporting projects and policies on the use of renewable energy. However, several projects faced delays because of issues including programme management challenges; COVID-19; changing partner priorities; and issues with securing authorizations. UNDP support to strengthening national and local capacity for biodiversity conservation resulted in improvements and expansions in protected area management, and stronger policies and regulations governing ecosystem resource management. UNDP also helped to improve biodiversity financing through empowering biodiversity-friendly enterprises and helping to redirect public and private sector investments. The management of numerous smaller biodiversity projects by a small number of staff contributed to inefficiencies in the use of staff time. UNDP work across different outputs tended to be siloed, despite the close thematic linkages.

For **Governance and Peacebuilding**, UNDP support has been instrumental in keeping the peace process moving forward and ensuring the successful achievement of key transition milestones for implementation of the Comprehensive Agreement on the Bangsamoro. The implementation of key security arrangements for decommissioning and joint peacekeeping benefited from UNDP operational support, but suffered some efficiency challenges. UNDP contributed significantly to the foundations for new political and governance institutions, including the launch of the School for Peace and Democracy, and helped government institutions to revamp their organizational structures and efficiently on-board newly recruited cadres. However, there was no long-term capacity-strengthening strategy outlining core institutional tasks and processes. In terms of enabling a peace infrastructure, UNDP support empowered communities as engines for peace and social cohesion. Innovative early warning and planning tools for strengthening community resilience were piloted, with varying levels

of progress. UNDP has contributed to the preparatory steps for the Moro Islamic Liberation Front Camp Transformation Plan, which aims to cover the social, economic and governance needs of 15,000 people, though COVID-19 slowed progress. Additionally, social entrepreneurship has been developed with UNDP support. While this led to a generally positive impact on social cohesion, and some opportunities for business creation and expansion, the work faced sustainability challenges because of insufficient attention to market integration and access to finance. Although UNDP was responsive to partner needs, it has worked with over 60 different partners, which risks spreading its support too thin.

Attention to gender has varied across the portfolios. Gender-responsive and potentially -transformative work was visible in the Governance and Peacebuilding portfolio, while the other portfolios tended to be gender-targeted. To a large extent, UNDP interventions, especially those focused on socioeconomic empowerment, targeted and generated results for those most likely to be left behind. A human rights approach was visible across different initiatives, but the country office lacked comprehensive gender and Leave No-one Behind strategies, and did not directly support standalone Philippine institutions, such as human rights commissions.

Recommendations

Recommendation 1: The country office should revisit its overall programme delivery strategy to identify entry points for its democratic governance work, promote cross-outcome synergy, and strengthen its integrator role. The pivot to LGUs will be important in coming years, accompanied by clear communication to development partners on UNDP results. Further consideration should be given to the programme delivery strategy given changes in resource availability and country office staffing.

Recommendation 2: To consolidate outcome-level achievements, UNDP should coordinate efforts with national stakeholders to bring about sustainability plans that will further bolster technical capacity and replicate good practices related to evidence-based policymaking, evaluation and e-governance. Fundamentally, UNDP procurement contributions should support the Government to act as the primary delivery agent. In the next cycle there should be a stronger focus on policy work...

Recommendation 3: UNDP is well positioned to play an integrator role for resilience-building programmes, to build LGU preparedness while continuing to work nationally at the policy level. It should integrate urbanization, economic growth and climate change processes more holistically. UNDP should further engage with the private sector in biodiversity management and development financing.

Recommendation 4: UNDP should update its conflict-and-development analysis for BARMM and consider anchoring its new programme in three main results areas: responsive and accountable institutions; inclusive political processes; and community resilience and stabilization. Peacebuilding approaches piloted in this cycle should be mainstreamed across all three workstreams.

Recommendation 5: UNDP should focus on an area-based approach in BARMM, supporting the local governance transition and SDG localization while targeting a few strategic areas, including MILF camps and beyond, and island provinces. Designed as a cross-outcome programme and implemented in partnership with United Nations agencies, this approach will help UNDP to capitalize on the unequivocal trust built with the Government in BARMM, to fully assume its integrator role for developing an integrated and scalable model of intervention on the peace-development nexus.

Recommendation 6: The next CPD should be accompanied by a gender strategy identifying areas where UNDP can contribute to gender-transformative and -responsive change. The CPD should also be more systematic in its approach to targeting those left behind. UNDP should also consider feasible entry points to support human rights responsive Philippine institutions.

CHAPTER 1 BACKGROUND AND INTRODUCTION

This chapter presents the purpose, objectives and scope of the evaluation as well as the methodology applied. It lays out the development context of the Philippines before introducing the United Nations Development Programme (UNDP) country programme.

1.1 Purpose, objectives and scope of the evaluation

The Independent Evaluation Office (IEO) of UNDP conducts Independent Country Programme Evaluations (ICPEs) to capture and demonstrate evaluative evidence of UNDP contributions to development results at the country level, as well as the effectiveness of UNDP strategy in facilitating and leveraging national efforts for achieving development results. ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.¹

The evaluation covers the period from 2019 to mid-2022 of the current country programme cycle (2019–2023). The scope of the ICPE includes the entirety of UNDP activities in the country and covers interventions funded by all sources,

BOX 1. Evaluation questions

- 1. What did the UNDP country programme intend to achieve during the period under review?
- 2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?
- **3.** To what extent has UNDP been able to adapt to the COVID-19 pandemic and support the country's preparedness, response, and recovery process?
- 4. What factors contributed to or hindered UNDP performance and eventually, the sustainability of results?

including core UNDP resources. It also includes any projects and activities from the previous programme cycle that either continued or concluded in the current one, in accordance with the evaluation Terms of Reference (Annex 1, available online).

The ICPE is guided by four main evaluation questions (Box 1). It presents findings, conclusions and recommendations which will serve as an input to the formulation of the new UNDP Philippines Country Programme Document (CPD).

The primary audiences for the evaluation are: the UNDP Philippines country office; the UNDP Regional Bureau for Asia and the Pacific (RBAP); the UNDP Executive Board; the Government of the Philippines; and other national stakeholders and development partners.

1.2 Evaluation methodology

This ICPE was conducted according to the approved IEO process. Following the development of the terms of reference, the IEO recruited two international and two national consultants to support the assessment. During the initial phase, a stakeholder analysis was conducted to identify all relevant stakeholders, including those that may have not worked with UNDP but played a key role in CPD outcomes to which UNDP has contributed.

See http://web.undp.org/evaluation/policy.shtml

The effectiveness of the UNDP country programme was analysed through an assessment of progress made towards the achievement of expected outputs, and the extent to which these outputs contributed to the intended CPD outcomes. To better understand UNDP performance and the sustainability of results in the country, the ICPE examined the specific factors that have influenced the country programme –positively or negatively. UNDP capacity to adapt to the changing context and respond to national development needs and priorities was also considered.

Attention was given to integrate a gender-responsive approach to data collection and analysis. In line with UNDP gender strategy, the evaluation examined the level of gender mainstreaming across the country programme and operations. Sex-disaggregated data were collected where available, and assessed against programme outputs and outcomes. Gender marker data were used for gender analysis of programme expenditure and to assess the level of commitment to gender equality and women's empowerment (GEWE). The IEO Gender Results Effectiveness Scale (GRES) was used to assess the quality and level of gender-related results achieved by the programme, in the different outcomes. The GRES classifies gender results into five categories: gender-negative, gender-blind, gender-targeted, gender-responsive and gender-transformative.

The evaluation relied on information collected from different sources and then triangulated. This included:

- A review of UNDP strategic and programme documents, project documents and monitoring reports, audits, evaluations, research papers and other available country-related publications.² The main documents consulted by the evaluation team are listed in Annex 4, available online.
- An analysis of the programme portfolio and the development of theories of change by programme area, to map the projects implemented against the goals set in the CPD. The list of projects by CPD outcome is available in Annex 5 (online).
- The country office response to a pre-mission evaluation questionnaire, further discussed and validated during the country mission.
- An IEO stakeholder survey that collected feedback from key UNDP Philippines partners and stakeholders on the scope, utility and quality of the country programme. The survey received responses from 109 stakeholders (43.6 percent response rate), including from Government (50 percent of the respondents), non-governmental and civil society organizations (NGOs and CSOs) (35 percent), the private sector (6 percent), academia/think tanks (5 percent), and UNDP personnel (3 percent).
- In-person and telephone interviews were conducted with 252 stakeholders, including UNDP staff, national and local government representatives, United Nations country team representatives, development partners, CSOs, academia and beneficiaries. 52 percent of interviewees were male and 48 percent female. Interviews were used to collect data, and assess stakeholder perceptions of the scope and effectiveness of programme interventions, determine factors affecting performance and identify the strengths and weaknesses of the UNDP programme.
- A ten-day field visit was undertaken to assess the results of selected initiatives and conduct semi-structured interviews with stakeholders and beneficiaries.³

² Five audits and 16 decentralized evaluations were conducted in the period under consideration. The ICPE referred to these evaluations as a data source for analysis, including the midterm evaluation of the CPD 2019-2023.

The locations for the field visit were: Aborlan, Palawan, Bacolod, BARMM, Cagayan de Oro, Cotabato City, Maguindanao, Davao City, Davao de Oro, Davao del Norte, Iligan, Manila, Metro Manila, Mindanao, National Government Agency, Puerto Princesa, Palawan, Samar, Siargao, Tacloban, Leyte.

• The ICPE used the IEO ratings system to score country programme performance against the criteria of relevance, efficiency, effectiveness, coherence and sustainability.⁴

The draft ICPE report was quality-assured by internal and (two) external reviewers, then submitted to the country office and RBAP for identification of factual errors and comments, and finally shared with the Government and other national partners.

Evaluation limitations

The significant distances between the project locations required the evaluation team to be more selective of the projects visited. The COVID-19 outbreak also resulted in changes to the field visits. The evaluation was unable to secure some high-level interviews with the Government, especially in the context of the presidential elections in June 2022 and subsequent changes in high-level positions and new priority areas for the Government. The ICPE recognises the important efforts made by the country office to standardize the monitoring systems and reporting using the Portfolio Country Office Management Solution, but the insufficient quality of the data captured in the UNDP programme results framework affected the capacity of the evaluation to fully assess the achievement of programme objectives. Monitoring reports were not always available, and the quality of some documents was not always sufficient (especially for peacebuilding), although the ICPE was able to access a number of studies and terminal evaluations commissioned by the country office. There was greater availability of evaluations for the work on Climate Change Adaptation and Mitigation (CCAM), Disaster Risk Reduction and Mitigation (DRRM) and Natural Resource Management (NRM).

The evaluation mitigated these limitations by prioritizing additional field data collection for areas with weak evidence. The team split, visiting different locations to ensure maximum coverage. Where possible, for projects and field sites that were not visited, the team conducted virtual interviews with stakeholders, including implementers and beneficiaries. Government databases and reports from development partners were used to further strengthen the evidence base. However, there remained limitations in results reporting, with some evidence being anecdotal and some reporting that could not be adequately triangulated. In such cases, the ICPE has noted the inability to adequately triangulate evidence. Despite some minor delays, the evaluation was able to guarantee the respect of evaluation norms and professional standards.⁵

1.3 Country context

The Philippines is a Pacific Ocean archipelago in Southeast Asia consisting of 7,107 islands and islets.⁶ The country recorded a population of 110.8 million in 2021,⁷ of which 48 percent is below 24 years old,⁸ and 54 percent live in urban areas.⁹ There are 182 ethnic groups in the Philippines. The Muslim minority comprise 13 ethnic groups, collectively referred to as the Bangsamoro People, who principally inhabit the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM).¹⁰

Country Programme Performance Rating System Manual: http://web.undp.org/evaluation/documents/rating_system/UNDP_IEO-RatingSystem_Manual.pdf

⁵ The ICPE was conducted in adherence to the Norms and the Standards and the ethical Code of Conduct established by the United Nations Evaluation Group (<u>www.uneval.org</u>).

Asian Development Bank and World Bank (2021) 'Climate Risk Country Profile: Philippines'.

Philippine Commission on Population and Development (2021): https://popcom.gov.ph/

⁸ United Nations Department of Economic and Social Affairs (2019) Revision of World Population Prospects.

Extracted from World Bank World Development Indicators, 'Population growth (annual %) -Philippines'.

World Bank (2019) 'Systematic Country Diagnostic of the Philippines. Realizing the Filipino Dream for 2040'.

Socioeconomic situation, poverty and inequality

The Philippines is a lower-middle income country and one of the most dynamic economies in the East Asia Pacific region, recording an average annual growth of 6.4 percent over the period 2010-2019. This declined to 9.5 percent in 2020 during the COVID-19 pandemic, and grew to 5.7 percent in 2021, above the 5.1 percent average for East Asia and the Pacific.¹¹

The economic growth of the Philippines has been largely driven by services (61 percent of gross domestic product [GDP], which stood at US\$ 394 billion in 2021) and manufacturing (18 percent), while the share of agriculture is 10.1 percent of GDP.¹² There were 1.83 million overseas Filipino workers in 2021, 41 percent of whom sent remittances.¹³ Personal remittances received in the Philippines account for 9.6 percent of GDP (compared to 0.4 percent for the East Asia and the Pacific region).¹⁴ The Philippines ranked 95 of 190 in the World Bank's Ease of Doing Business in 2020 with a score of 62.8, which is lower than the 67.15 average for Association of Southeast Asian Nations (ASEAN) countries. However, the country has made efforts to ease regulations related to starting a business, dealing with construction permits and protecting minor investors.¹⁵

Approximately 5.8 percent of Filipinos (6.1 million people) lived in multidimensional poverty in 2017. When adjusted for the intensity of deprivation, the multidimensional headcount was 2.4 percent (lower than the 2013 estimate of 3.7 percent). The Human Development Index (HDI) of the Philippines was 0.699 for 2021, which puts the country in the medium human development category. Despite notable poverty reduction achievements, inequality is widespread. When adjusted for inequality, the Philippines HDI value falls by 17.9 percent. Although the country's Gini coefficient has steadily decreased, from 47.7 in 2000 to 42.3 in 2018, it remains high compared to the 2018 regional average of 38.3.

Much of the country's chronic conflict is located in BARMM, where in 2019 the human development index was 60 percentage points lower than the national capital region, and in 2021 45.8 percent of its population was living below the national poverty line.¹⁹

The Philippines Government has adopted a comprehensive approach to address challenges to governance and inclusive growth. Its national development goals are outlined in *AmBisyon Natin 2040* (Vision 2040) and the Philippines Development Plans for 2017–2022, and subsequently 2023-2028.

World Bank World Development Indicators, 'GDP growth (annual %) Philippines'.

World Bank World Development Indicators 'GDP (current US\$)', 'Services, value added (% GDP) – Philippines', 'Manufacturing, value added (% GDP) – Philippines' and 'Agriculture, forestry, and fishing, value added (% GDP) - Philippines'.

¹³ Philippines Statistics Authority (2022) '2021 Overseas Filipino Workers (Final Results)', Latest release, December 2.

World Bank World Development Indicators 'Personal remittances, received (% of GDP) - Philippines' and 'Domestic credit provided by financial sector (% of GDP) - Philippines'.

World Bank (2020) 'Doing Business 2020. Comparing Business Regulation in 190 countries'.

The number of multidimensional poor refers to the year of the survey in 2017. It was estimated at 6.5 million in 2020. UNDP and Oxford Poverty and Human Development Initiative (2022) '2022 Global Multidimensional Poverty Index 2022. Unpacking deprivation bundles to reduce multidimensional poverty', Philippines Statistics Authority (2018) 'National Demographic and Health survey 2017'.

⁷ UNDP 'Inequality-adjusted HDI', Human Development Data Center.

The Gini index was available for five Southeast Asian countries, namely: Indonesia, Lao PDR, Philippines, Thailand and Vietnam. World Bank World Development Indicators, 'Gini index'.

UNDP Philippines (2019) CPD for the Philippines (2019-2023).

While the core conflict has been between Bangsamoro armed groups and the Government, it is not primarily a religious conflict and involves a lot more stakeholders, namely: communist insurgents; indigenous peoples (aka Lumad); political actors; organized crime; and since 2010, radical Islamic groups such as Abu Sayyaf or Maute. Figures from the Philippines Statistics Authority quoted in UNDP Philippines (2021) CPD UNDP Philippines 2019-2023 Mid Term Review, p.33.

Official Development Assistance (ODA) in the Philippines is highly dependent on crises and disasters. Total net ODA to the Philippines amounted to \$1,456,240,000 in 2020, well above the average of \$429.6 million for the period 2000-2020.²⁰ United Nations humanitarian response plan funding amounted to \$74.9 million in 2022, to support food security, agriculture and emergency shelter in the context of the Super Typhoon Rai. Humanitarian response funding was over \$26.5 million in 2021, and \$20.7 million in 2020 for the COVID-19 Response Plan.²¹

The COVID-19 pandemic

The Philippines was amongst the countries in Southeast Asia hardest hit by COVID-19, with the virus infecting over 2,667,500 people, and causing more than 40,140 deaths. More than 152 vaccine doses per 100 people had been administered in the country as of March 2022.²² The Philippines implemented different types of quarantine to contain the pandemic, the strictest consisting of a total lockdown from March 17 to April 13, 2020, followed by a partial resumption of economic activity and public transport by mid-May 2020. Schools and universities remained closed until August 2022.

The COVID-19 pandemic severely impacted economic growth and poverty reduction efforts. GDP fell by 16.5 percent in the second quarter of 2020 and the unemployment rate increased by 5 percent to July 2020.²³ The pandemic had a disproportionate impact on Filipino youth, which contributed to increasing instability, especially in BARMM. Gender disparities were exacerbated, with the lockdown limiting access to basic social and health services, increasing women's share of unpaid work and vulnerability to sexual and gender-based violence (SGBV).²⁴ The Philippines experienced large-scale job disruption, for those both in and outside of the country. Around 20 percent of Filipino health professionals work abroad, which led the Government to raise the cap on health professionals migrating overseas from 5,000 to 6,500 annually in June 2021.²⁵ The total remittances sent by overseas Filipino workers in 2020 amounted to 134.765 billion pesos (\$2.4 billion), 12.3 percent less than in 2021 (151.332 pesos or \$2.71 billion).²⁶

Gender and Leave No One Behind (LNOB)

Alongside social inequality, gender inequality persists, although the country does better in some gender indicators than the regional average.²⁷ With regards to political participation, 28 percent of seats in Parliament are occupied by women, better than the regional average of 20.2 percent, but not near parity.²⁸ In terms of economic inequality, the female labour participation rate was 45.4 percent in 2022, much lower than the rate for men at 69.8 percent.²⁹ However, among women who are employed, 53 percent occupy managerial positions.³⁰ They also record lower vulnerability to poverty than men, as 1.6 percent of employed women are below the international poverty line, compared to 2.2 percent for men.³¹ There is

²⁰ World Bank World Development Indicators, 'Net official development assistance and official aid received (current US\$)'.

²¹ OCHA Financial Tracking Service.

²² World Health Organization Coronavirus (COVID-19) Dashboard.

²³ UN Socioeconomic and Peacebuilding Framework for COVID-19 Recovery in the Philippines, 2020-2023.

Republic of the Philippines and United Nations (2020) 'United Nations Socioeconomic and Peacebuilding Framework for COVID-19 Recovery in the Philippines, 2020-2023'.

²⁵ Reuters (2021) 'Philippines raises cap on health professionals going abroad', June 18.

At an exchange rate of 1 peso/US\$ 0.018.

Philippines Statistics Authority (2022) '2021 Overseas Filipino Workers (Final Results)', Latest release, December 2.

²⁷ UNDP, 'Human Development Index', Human Development Data Center.

UNDP (2021) Human Development Report 2020.

²⁹ ILOSTAT 'Labour force participation rate by sex and age'.

UNStats, 'Proportion of women in managerial positions (%)'.

UNStats, 'Employed population below international poverty line, by sex and age (%)'.

limited reporting on SGBV in the Philippines, with 4.9 percent of women and girls married or in a romantic relationship reported to have been subject to physical and/or sexual violence as of 2018.³² However, 30 percent of respondents to a gender inclusion assessment in BARMM agreed that women there were often victims of SGBV.³³

Indigenous Peoples' groups in the Philippines have historically been marginalized, facing exclusion, loss of lands and displacement. They tend to be poorer, with lower access to services and human development performance than other Filipino groups.³⁴ Youth and people with disabilities continue to experience challenges in terms of access to education and participation in the labour market, while people living with HIV and lesbian, gay, bisexual, transgender and intersex (LGBTI) people face particular difficulties in terms of access to justice.³⁵

Governance, peace and justice

The political context for the UNDP Philippines CPD has fluctuated, especially with the general elections of May 2022, when Ferdinand Marcos Junior succeeded Rodrigo Duterte as President.³⁶ The Late President Ferdinand Marcos Senior ruled the country from 1965 to 1986, including 14 years under martial law. Former President Rodrigo Duterte (2016-2022) committed to move the Philippines from a unitary to a federal State, although the plan waned due to challenges posed by the legislature. However, a 2018 Supreme Court ruling (Mandanas Garcias) led to an increase in the share of national Government fiscal revenues transferred to LGUs, starting in 2022.³⁷ Duterte was also responsible for launching the controversial 'drug war', which led the International Criminal Court to start investigating extrajudicial killings in the country in February 2018.

While the national Government has strong capacity in many areas, weak government institutions are a major challenge, especially at subnational levels, which has led to poor service delivery.³⁸ Corruption also remains a challenge, as demonstrated by the Transparency International Corruption Perception Index, which ranked the country at 117 out of 180 countries in 2021.³⁹ The Philippines has vibrant public participation in governance.⁴⁰ However, civil society remains weak, and there are currently no clear strategies for the sustainable engagement of CSOs in the development work of the Government. The country has witnessed declines in civil society participation (ranked 87 out of 137 countries in 2022, compared to 49 in 2014),⁴¹ and freedom of expression (ranked 147 out of 180 countries in the World Press Freedom Index in 2022, compared to 141 in 2015).

UNStats, 'Proportion of ever-partnered women and girls subjected to physical and/or sexual violence by a current or former intimate partner in the previous 12 months, by age (%)'.

UNDP Philippines (2022) PowerPoint presentation on the 18-Day Campaign to End Violence Against Women, November 25 to December 12, 2022. Data extracted from the Ministry of Social Services and Development.

World Bank (2019) 'Systematic Country Diagnostic of the Philippines. Realizing the Filipino Dream for 2040'.

lbid. Discrimination in the workplace remains a challenge for LGBTI people, but there are no national LGBTI employment anti-discrimination legislation, only local ordinances. 17.5 percent of youth were not employment, education, or training in 2021 according to ILOStats.

³⁶ See M. Petty (2022), 'A guide to the Philippines 2022 election', and M. Caballero-Anthony (2022) 'Order from Chaos. A Marcos returns to power in the Philippines'.

World Bank (2021) 'Philippines: Mandanas Ruling Provides Opportunities for Improving Service Delivery Through Enhanced Decentralization'.

³⁸ BTI-Atlas. Governance Index.

³⁹ Transparency International, Corruption Perceptions Index, Philippines.

World Justice Project, rule of law index.

⁴¹ BTI-Atlas. Governance Index.

In July 2018, the Bangsamoro Organic Law (BOL) was passed, recognizing the justness and legitimacy of the Bangsamoro people's claim for self-determination, establishing a political entity and providing for basic government structures.⁴² This was followed in 2019 with plebiscites held in Mindanao that ratified the BOL and replaced the Autonomous Region in Muslim Mindanao with the BARMM, to be governed by the Bangsamoro Transition Authority. The transition period was initially designed to end with the first parliamentary elections in 2022, but was later extended to 2025. Despite the ongoing peace process, violence has marginally receded in BARMM. The decommissioning of the Moro Islamic Liberation Front (MILF) has barely reached 50 percent of the total estimated number of combatants (40,000) and violent extremism remains an important threat.⁴³ The region of Mindanao is also subject to power struggles and sporadic conflicts between clans (known as 'rido') around access to land and resources. Over 100,000 people remain displaced in BARMM, who depend entirely on humanitarian assistance.

Environment and natural resources

The Philippines has one of the longest and most biologically diverse coastlines in the world (36,289 kilometres), given its archipelagic nature and location in the tropical Pacific.⁴⁴ Around 15.9 percent of its terrestrial and inland waters, and 1.7 percent of its marine and coastal areas, are protected, notably in the forms of natural or national parks, watershed forest reserves or mangroves.⁴⁵ Its marine and coastal resources are economically important, especially fisheries, which are under severe stress due to the impact of human economic activity, pollution and the poor management of coastal resources.

The Philippines Development Plan 2017-2022 highlights the importance of maintaining ecological integrity. The National Climate Change Action Plan 2011-2028 outlines the Government's strategic direction on climate change, further supported by the National Framework Strategy on Climate Change (2010-2022) and National Climate Change Action Plan (2011-2028).⁴⁶ The Climate Change Commission was established as the lead institution for climate change policymaking, and a sustainable finance roadmap was created in October 2021.⁴⁷ The Extended Producer Responsibility Act of 2022 passed into law on July 23, 2022, requiring large enterprises to recover up to 80 percent of their packaging waste.⁴⁸

The Philippines is also committed to global environmental efforts and party to major international environmental treaties and agreements such as the Paris Agreement (ratified in 2017). It confirmed this commitment in its Intended Nationally Determined Contributions, submitted to the United Nations Framework Convention on Climate Change in 2021, committing to a 75 percent reduction and avoidance of greenhouse gas emissions.⁴⁹

⁴² This followed the signing in 2014 of the Comprehensive Agreement on the Bangsamoro, in which MILF agreed to decommission its 40,000 combatants in return for greater autonomy. This agreement was to put an end to nearly four decades of conflict between the Government of the Philippines and the secessionist Moro armed groups (MNLF / MILF), but also among communities in Muslim Mindanao, that had caused the deaths of about 120,000 people and displaced two million people.

⁴³ In 2022, the Philippines remains in 16th rank (of 93 countries). Vision of Humanity, 'Overall terrorism index score'.

World Bank (2005) Philippines Environment Monitor.

⁴⁵ Protected Planet, country Philippines.

⁴⁶ Climate Change Commission (2011) 'National climate change action plan 2011-2028'.

⁴⁷ Government of the Phillipines Department of Finance (2021) 'The Philippine sustainable finance roadmap'.

⁴⁸ Price Waterhouse Cooper Philippines (2022), 'Highlights of the extended producers responsibility act'.

⁴⁹ Republic of the Philippines (2021) Nationally Determined Contribution Communicated to the United Nations Framework Convention on Climate Change.

Vulnerability to climate change and natural disasters

The Global Climate Risk Index identifies the Philippines as the third most climate change affected country between 2000 and 2019, with 317 extreme weather events causing an estimated \$3.2 billion in socioeconomic losses, equivalent to 0.54 percent of GDP. The country is also classified as having high volcanic hazards by the ThinkHazard! tool.⁵⁰ As many as 822 coastal municipalities and 25 major coastal cities are at risk from extreme weather events.⁵¹ The agriculture and fishing sectors are especially vulnerable to climate change impacts, which could contribute towards decreased agricultural productivity.⁵² In December 2021, super Typhoon Rai hit the Philippines, affecting an estimated 16 million people, with over 250 people killed and over 630 thousand people displaced.⁵³ While the response from the Government and the international community was immediate and strong, many people remain displaced and many communities are still highly vulnerable.

1.4 UNDP programme under review

The Philippines became a member of the United Nations in 1945. UNDP started to work in the Philippines in the late 1940s, providing technical and financial assistance to the country while it was recovering from World War II. Its partnership with the country progressed and was formalized with the establishment of a country office in 1965 and the signing of a Standard Basic Framework Agreement in 1977, which provides the legal basis for relations between the Government and UNDP.

UNDP country programmes have adjusted as the needs and priorities of the Philippines have evolved. The main areas of intervention have focused on inclusive sustainable development, the environment, governance, resilience and peacebuilding. UNDP has also supported disaster response and recovery efforts in times of crisis, following typhoons Pablo (2012) and Yolanda (2013) and other natural disasters, with a number of long-term recovery programmes. In the previous country programme cycle (2014-2018), UNDP also partnered closely with the Government in public service delivery under a number of cost-sharing projects.

The ICPE covering the period 2012-2017 found variable effectiveness of UNDP contributions. UNDP work on Typhoon Yolanda (2013), for example, illustrated its positioning as a key partner for disaster response and recovery in the Philippines. However, there were challenges in the implementation of government financing projects and in addressing cross-cutting areas. The country office has since undertaken key actions in response to the ICPE recommendations, which include strengthening the quality of its risk analysis, developing a gender equality mainstreaming action plan, strengthening the documentation of project successes and solutions, cultivating a more balanced approach to evaluation, and expanding partnerships.

The audit of the country programme conducted by the Office of Audit and Investigations of UNDP for the period 2018-2019 rated the country office 'partially satisfactory/some improvement needed'. Although the achievement of objectives was not significantly affected, some improvements were needed in the areas of governance arrangements, risk management practices and controls, project management and programme delivery.

⁵⁰ Germanwatch, Global climate risk index 2021. Global Facility for Disaster Risk Reduction, Think Hazard!, Philippines, Volcano.

Philippine Climate Change Commission (2018) 'Climate change and the Philippines executive brief'.

World Bank Group and Asian Development Bank (2021) 'Climate risk country profile Philippines'.

⁵³ Relief Web (2021) 'Philippines: Super Typhoon Rai (Odette) Humanitarian Needs and Priorities (Dec 2021 - Jun 2022)'.

The evaluation of UNDP interventions in the Philippines during this review period was guided by the following three documents:

- The United Nations Partnership Framework for Sustainable Development (PFSD) for the period 2019-2023, which was developed by the United Nations country team in the Philippines, composed of the United Nations Resident Coordinator and 18 United Nations agencies, funds and programmes, in coordination with the With the National Economic and Development Authority (NEDA).
- The UNDP Philippines CPD for 2019-2023, which was developed in line with the priority areas identified in the PFSD, and which addresses three outcomes of the UNDP Corporate Strategic Plan 2018-2021, namely:
 - a. Advance poverty eradication in all its forms and dimensions;
 - b. Accelerate structural transformations for sustainable development; and
 - c. Strengthen resilience to shocks and crisis.

All CPD outcomes are aligned with the Philippines Development Plan and sector plans, as well as the 2030 Agenda for Sustainable Development. Prominent changes in this cycle were: a reduced focus on democratic governance in favour of strengthening national capacity for measuring progress and service delivery; and an increased focus on innovative methods, especially through the Accelerator Lab.

- In response to the COVID-19 pandemic, the United Nations country team released a new roadmap to 'build forward better' while keeping the country within the Sustainable Development Goals (SDGs) roadmap for prioritizing, aligning and positioning the United Nations in the Philippines. The roadmap, entitled the Socioeconomic and Peacebuilding Framework (SEPF), stressed the importance of using a green and climate lens in economic recovery efforts and strengthening resilience in all sectors and all levels of government. The roadmap laid out the necessary actions for a robust post-pandemic recovery, while also bolstering the crucial peace process in BARMM through purposeful humanitarian-development-peace nexus programming. The UNDP Philippines programme is expected to address three PFSD outcomes, which were adapted to the SEPF:
 - **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.
 - **PFSD Outcome 2** Urbanization, economic growth and climate change actions converge for a resilient, equitable and sustainable development path for communities.
 - 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.

For the current programming period (2019 – January 2023), Atlas records a total of 90 initiated projects. Of these, 71 (equivalent to \$61.3 million expenditure) are through Direct Implementation Modality (DIM), 13 (\$11.3 million) through National Implementation Modality (NIM), and three (\$3.1 million) through other implementation modalities. The CPD budget amounted to \$126.1 million, with expenditure of \$75.6 million.⁵⁴

⁵⁴ Based on data retrieved from Atlas as of January 13, 2023. The CPD estimated a budget of \$202.99 million.

The total budget of the country programme decreased from \$47.1 million in 2019 to \$22.4 million in 2022, mainly due to challenges in resource mobilization (discussed in Finding 12). The execution rate increased to 65.2 percent in 2021 from a dip of 55.5 percent in 2020, with total expenditure of \$14.8 million in 2021 which decreased to 48.6 percent in 2022 (see figure 1 below). Expenditure was similar across the three outcomes, though highest for Outcome 2 (\$25.8 million), followed by Outcome 3 (\$25.7 million) and then Outcome 1 (\$24.2 million). Outcome 3 recorded the highest execution rate (82.7 percent), followed by Outcome 2 (71.3 percent) and then Outcome 1 (41 percent).

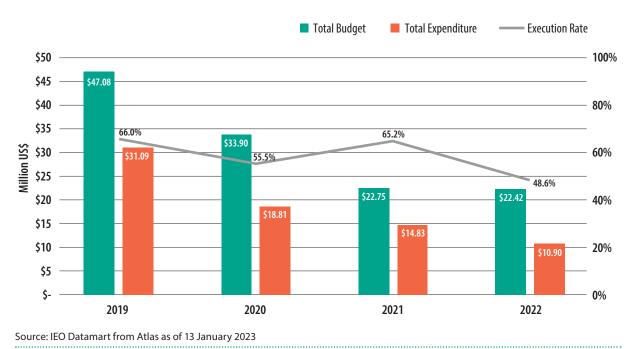


FIGURE 1. Evolution of the budget, expenditure and implementation rate, 2019-2022

By January 2023, the country office had a total of 163 staff and non-staff members (48 staff, three interns, three United Nations Volunteers, 98 Personnel Service Agreements and 11 Service Contracts).⁵⁵ In terms of gender parity in the office, women are better represented than men, representing 60 percent of country office personnel and 57 percent of professional positions. The country office team is structured into the following units or teams: Communications; Impact Advisory; Results and Quality; Programme (Institutions and Partnership, Climate Action, Peace); and Operations.

UNDP (2022) OHR Reporting, October 2022.

This chapter presents the results of the outcome analysis and an assessment of cross-cutting issues. The main factors that influenced UNDP performance and contributions to results are also described in this section. The assessment was based on an analysis of the correlation between project results, their contribution to the expected outputs under each outcome and consequently to the overall outcome objectives.

2.1 Governance and Inclusive Growth

CPD Outcome. 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.

Related outputs.

Output 1.1. Government capacities enhanced to utilize resources and track progress against the SDGs.

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.

The strategic aim of Outcome 1 was to benefit those left behind by supporting the strengthening of: the capacity of the Government to utilize resources to track progress against development objectives; public financial management; delivery of services; and citizen engagement. Outcome 1 initiatives aimed to address many of the constraints related to the vertical and horizontal fragmentation of public policy, planning, service delivery and financing, as well as a devolution process that insufficiently empowered provinces and local governments to ensure that no one is left behind.

UNDP aimed to achieve this through technical assistance, capacity-building, partnership engagement and policy initiatives in the following areas:

- 1. Evidence-based planning, monitoring and evaluation (M&E): UNDP aimed to build government capacity in data collection and employing evidence-based planning, with pilots at city-government level in Vigan and San Fernando. In response to COVID-19, and in partnership with the Department of Health (DoH), UNDP aimed to support a multidisciplinary network of data scientists, economists, political scientists and epidemiologists to strengthen data systems and their use. UNDP worked with NEDA towards enhancing national evaluation capacity to support the implementation of the Philippines Development Plan.
- 2. Integrated planning linked with budgeting: Joint work with the United Nations Children's Fund (UNICEF) and United Nations Population Fund (UNFPA) aimed to apply an Integrated National Financing Framework (INFF) focused on the development of the budget-tagging tool, a methodology to effectively track resources allocated to SDG-related programmes and projects to accelerate SDG implementation.

- **3. E-governance:** In partnership with the Ministry of Interior and Local Government (MILG), UNDP aimed to support two BARMM cities and municipalities to design administrative service delivery through an electronic platform.
- 4. Direct procurement work for service delivery and capacity-building: UNDP worked towards building government financial management capacity, and engaged in direct procurement work through partnerships with the Department of Interior and Local Government (DILG), Department of Education (DepEd), Department of Social Welfare and Development (DSWD) and Department of Information and Communications Technology (DICT).
- **5. Civic engagement:** UNDP aimed to provide capacity-building for economic empowerment, support social networking for development planning and monitoring, and support community-based monitoring of government infrastructure projects.

Under Outcome 1, 24 projects were implemented across three CPD outputs, with a budget of \$59 million, expenditure of \$24.2 million and a low delivery rate of 41 percent to 2022. This portfolio has been mostly delivered under DIM (87.4 percent of expenditure). Government has been the main source of funding with \$15.8 million, followed by UNDP regular resources of \$2.2 million. This outcome includes six regional and global projects. The UNDP National Acceleration Modality (NAM) model was adopted as a mechanism to address service delivery challenges using government resources. The model aimed to address the challenges of a disconnect between budgeting and planning, and limited technical capacity for implementation and project management, including oversight functions on quality assurance and M&E.⁵⁶

■ Total Budget ■ Total Expenditure Execution Rate \$30 100% \$25 80% \$24.10 \$20 Million US\$ 60% \$15 \$15.92 **40**% \$10 \$10.09 \$10.05 \$8.88 20% \$5 \$4.63 \$4.34 0% 2019 2020 2021 2022 Source: IEO Datamart from Atlas as of 13 January 2023

FIGURE 2. Evolution of the budget, expenditure and execution rate for Outcome 1, 2019-2022

NAM is an option provided to national governments to utilize their own budget to overcome critical project backlogs due to capacity and system constraints, using UNDP financial and administrative systems, with the temporary aim to build national capacity and institutionalize changes. This model was introduced by UNDP in 1990s in Latin America. Projects under the NAM modality include important national projects with DepED, DILG, DICT, DWSD, Vigan, San Fernando, MILG-BARMM, and NEDA.

Finding 1: Planning and tracking progress of development results. UNDP supported the capacity-building of national Government in evidence-based policymaking, evaluation practice and integrated planning. There were some limitations in terms of steps taken towards the further institutionalization of initiatives.

UNDP supported the Government to track development progress by strengthening M&E systems, evidence generation and use, and supporting development financing. UNDP supported evidence-based policy planning through the Pintia Lab, a multi-stakeholder network of data scientists, epidemiologists, economists and other field experts. This network was instrumental in developing and building the capacity of government stakeholders for evidence-based policymaking, especially the use of data platforms on COVID-19. UNDP supported the hiring, training and coaching of data managers and data analysts to support DoH staff. The project supported a technical platform which houses data from various sources.⁵⁷ This included a visual dashboard to track COVID-19 cases, deaths, recoveries and hospital and laboratory capacity from regional to barangay level.⁵⁸ The platform also supported an assessment of the effects of quarantine regulations. The data was used by DoH, the National Task Force on COVID-19, the Interagency Task Force on COVID-19, the National Vaccines Operations Center, NEDA and select LGUs. 59 It was also used for decision-making in island provinces and remote and conflict-affected areas.⁶⁰ The platform is now being managed by DoH. Overall, the data available influenced COVID-19 policy and programme directions. In addition, UNDP conducted a vaccine acceptance study in partnership with NEDA, which generated important insights for community mobilization and social behaviour change communication interventions to support the government strategy.⁶¹

To build the capacity of local governments, UNDP supported evidenced-based policymaking through the DevLIVE+ for Local Planning and SDG Monitoring Project, a locally managed data platform. UNDP initially worked with the City Government of Vigan and later extended support to the City Government of San Fernando. UNDP supported data collection by trained enumerators and data management by local officials. DevLIVE+ has brought about concrete and immediate results. With data from the DevLIVE+ project, the City of Vigan obtained baseline information that helped responsible agencies plan how to improve graduation rates, increase vaccination, procure needed services for senior citizens and design disaster preparedness plans. Stakeholder interviews confirmed that DevLIVE+ enabled the City of Vigan to provide water access to lacking households, build sanitary toilets and increase electricity supplies. DevLIVE+ not only allowed the city to fill service gaps for individuals and households, but also guided the city in developing cost-efficient procurement backed by planning data. At the time of the ICPE field visit, the City of San Fernando was carrying out an exercise to validate data which it planned to use for upcoming planning. The San Fernando data dashboard generates geo-referenced and sex-disaggregated data, as well as data on vulnerable segments of the community such as the elderly, children and people with disabilities. Despite some concrete results supporting the planning process, data analysis capacity was somewhat limited and it was not clear how the data might be used for planning. Given that administrative leadership may change following elections, it remains to be seen whether newly elected leaders will be committed to using DevLIVE+ project results.

FASSSTER is a hub for different data sources, developed by a group of researchers. See Republic of the Philippines DoH, "COVID-19 Philippines LGU Monitoring Platform". https://fassster.ehealth.ph/covid19

A barangay is the smallest administrative division in the Philippines.

⁵⁹ LGUs that adopted the platform included: Pasig City, Valenzuela City, Marikina City, CAR Region, Bacolod City, Cotabato City and Maguindanao IPH.

⁶⁰ Including Basilan, Sulu, Tawi-tawi, Sultan Kudarat, Maguindanao, Lanao, Marawi City, the Upi Complex/South Upi, and the SPMS Box in Bangsamoro (Shariff Aguak, Pagatin, Mamasapano, Shariff Saydona).

⁶¹ UNDP Philippines (2021) Trends in COVID-19 Vaccine Acceptance in the Philippines and their Implications on Health Communication.

Through the Strategic M&E Project, UNDP has supported the capacity-development of NEDA and nine national government agencies (NGAs) for the effective evaluation of key elements of the Philippines Development Plan, the Public Investment Plan and the Fiscal Plan implementation at national and subnational levels. The project has also supported the integration of SDGs into the Government's evaluation framework. UNDP has supported important evaluation work through management, technical advice and procurement support to NEDA. M&E support contributed to strengthening the management by NEDA of the M&E Fund, the establishment of a central evaluation unit and creation of a specific competency framework for evaluation. An important area of technical support was the development of the Programme and Projects Monitoring System. The System accompanied the overall business plan and helped to digitize monitoring and reporting forms to assist in project implementation, financial utilization and status tracking. In addition, exploratory data analysis was completed to support the broader goal of interoperable monitoring systems. Other achievements include the rollout of the National Evaluation Policy Framework, the development of a toolkit guiding the development of a national evaluation agenda and the establishment of a portal to house evaluation studies and other materials on M&E, which facilitated the conduct of strategic evaluations.

To achieve the target of ten UNDP-supported evaluation reports on priority areas in the Philippines Development Plan, UNDP supported the recruitment of evaluators and initiated a process to improve the quality of evaluation work by setting up evaluation reference groups. In total, nine evaluations have been commissioned to date through this initiative, and as of April 2022 six had been completed, two were ongoing and one terminated. In 2020, the country office conducted a survey of five participating NGAs on the utility of three of the evaluations conducted. The response indicated that the evaluation recommendations had impacted the redesign of government policies, including further consideration of the use of impact evaluations. In response to the COVID-19 period, UNDP engaged with project participants through an online platform, envisioning that the platform will transition to a component of the national evaluation portal.

The recent Joint Programme on INFF (JP-INFF 2021), implemented by UNDP, UNICEF and UNFPA, aimed to cover SDGs critical to reaping the demographic dividend, such as health (SDG 3), education (SDG 4) and decent work (SDG 8).⁶² JP-INFF strengthened national and local budgeting systems through the use of a budget-tagging tool, 63 coordinated multisectoral action plans for reducing teenage pregnancy, and supported a development finance assessment to ensure more effective resource allocation and a more diversified financing framework to leverage additional resources for the implementation of COVID-19 recovery strategies and SDGs. So far, the programme has secured the engagement and commitment of key government, multilateral and private sector partners. JP-INFF reflects both good practices and limitations. The former include the multisectoral and multi-level partnership framework, the use of budget-tagging for policy advocacy, and multisectoral action plans with M&E systems. However, the programme focus was limited to children and adolescent pregnancy. In areas of planning and budgeting, there has been limited focus on the localization of action planning which has its own potential challenges. The action plan for adolescent pregnancy has yet to be localized for implementation at municipality, city and barangay levels with varying socioeconomic conditions. So far there has been limited engagement with the private sector. There are also risks that changing priorities within participating government agencies may potentially curb the initial gains of JP-INFF.

⁶² The programme supported financing planning for SDGs 3, 4, 5 and 8.

⁶³ The budget-tagging tool helps to map out how much investment is needed for a particular intervention and for meeting development goals.

A critical issue has been sustaining capacity-development and the institutionalization of good practices. While UNDP has provided extensive capacity-development through these initiatives, there has been no overall capacity-development plan or roadmap for evidence-based planning and implementation. The institutionalization of capacity-development may have also been hindered by the turnover of trained government staff and the lack of integration of required capacities into a competency framework.

Finding 2: Effective delivery of basic services. UNDP capacity-building and technical support to the Government contributed to strengthening the geographical reach of services and helped to initiate e-governance for administrative procedures. UNDP direct engagement in procurement work contributed to the successful installation of education information and communication technology (ICT) equipment, and the moderately successful delivery of backlogged social services and infrastructure, but limited success of the first phase of free wireless networking for citizens and communities, due to gaps in project design and management.

UNDP supported the delivery of basic services both through building Government capacity and the direct provision of services. ⁶⁴ The majority of the service delivery projects used the NAM modality. Since the last CPD period, the UNDP strategy has been to engage with government financing approaches to deliver government programmes at lower cost, while developing government capacity. The perceived advantages of UNDP to deliver goods at lower cost included its: value added tax (VAT) exempt status in the country; faster procurement processes; transparency; wider markets; and variety of partnership modalities to deliver goods and services.

Through the Roads2SDGs project, in collaboration with DILG, UNDP supported capacity-building on road management to empower businesses and citizens and to increase commerce through effective and inclusive road governance. This was done in three interconnected ways: firstly, UNDP supported the operation of 16 local consortia that to assist the project in SDG localization and engagement of citizens in road governance; secondly, UNDP developed training materials to support several areas of road governance reform efforts, including how to plan, design, implement, build and maintain quality road networks; and thirdly, UNDP set up a platform called DevLIVE for citizen monitoring and reporting on progress in investment of road infrastructure. The project was implemented in 78 provincial government units (of a total of 82 in the country), which included 4,449 geographically isolated and disadvantaged barangays in 772 municipalities. However, the extent to which this work truly benefitted disadvantaged communities wasn't reported. All provinces also formulated a medium-term governance reform plan in order to receive conditional matching grants for the Road and Bridge Repair, Rehabilitation and Improvement Programme, which further supported the sustainability of these efforts. However is the sustainability of these efforts.

To support e-Governance for administrative procedures, including the enabling of a digital platform, UNDP provided capacity-building support to MILG and two pilot LGUs (Butig and Piagapo) through the Localizing e-Governance for the Accelerated Provision of Services (LeAPS) project. Support areas included: digital service design; empathy mapping⁶⁸ and service mapping; citizen-centric public service delivery innovation; and service process simplification. UNDP also provided support through the basic infrastructure required to launch the digital platform. The services ready to be delivered online by MILG included the issuance of

⁶⁴ This included projects. Pipol Konek, BUB and Roads 2 SDGs.

The consortia comprised 83 participating institutions, including 59 CSOs, 21 higher education institutions, and three private sector organizations.
Fernandez-Carag, Maricel (2021) Terminal Evaluation of Paving the Roads to Sustainable Development Goals through Good Local Governance.

⁶⁶ Ibid.

⁶⁷ Ibid., triangulated with key informant interviews and progress reports.

⁶⁸ An empathy map is a collaborative tool to gain a deeper insight into customers.

Barangay Eligibility Certification for services and the application for travel authorizations; and by the two LGUs included the registration application for birth certificates and the application for business /mayor's permits. Despite some considerable training successes, as measured by the number of national and local government agencies expressing interest, the project has been slow to complete the digital platform which, in turn, has delayed the actual delivery of the prepared administrative services. These delays were caused by time-consuming web development stages, involving UNDP Bangladesh, LeAPs project management unit and procurement agencies. Additionally, the key necessary conditions to sustain e-governance once up and running still need to be articulated. These include: increasing the number of services available through e-governance channels; preparing the necessary legal frameworks for use of e-governance; and developing a platform for citizen monitoring of service quality.

UNDP direct procurement activities successfully addressed constraints encountered by DepEd in its procurement programmes that were resulting in delays in service delivery and slow budget utilization. The project resulted in the installation of ICT education equipment at 4,767 schools and 209 division offices throughout the Philippines.⁶⁹ The final evaluation report and stakeholder interviews confirmed that the project satisfactorily carried out the procurement, delivery and installation of ICT packages to intended recipients. UNDP also utilized 2 percent of the project budget for technical assistance to DepEd to implement public financial management reform, scale up citizen monitoring teams and conduct training related to project management and M&E. While initial trainings on public finance management were carried out under the project, these remained limited in scope. The participation of CSOs had some success, and ensured that the ICT packages were delivered to the schools listed in the DepEd priority list. An unintended positive result was that the procured education equipment enabled schools to keep teaching during the COVID-19 lockdown period.⁷⁰

UNDP successfully completed the delivery of three programmes within the Accelerating Bottom-up Budgeting (BUB) initiative, which aimed to build the capacity of LGUs, in partnership with DSWD. These included the Sustainable Livelihoods, Protective Services and Community Investments programmes, implemented in 15 regions and 271 cities/municipalities. Through BUB, UNDP strengthened regional support teams, consisting of CSOs and higher education institutions, to provide technical support for BUB implementation. UNDP also supported the Government to formulate more effective BUB projects. LGUs and beneficiaries expressed their satisfaction with the delivery and quality of water systems, bridges, day care and disaster protection centres. Despite the successful final completion of the BUB programmes, there were delays in procurement, resulting in an extension of the project period. UNDP has not addressed BUB design limitations, which centred around the lack of clarity of services to be provided by LGUs as well as the lack of capacity of national and local government agencies to manage procurement work, creating a challenge to sustainability. As highlighted by the previous ICPE and the decentralized terminal evaluation of BUB, cost savings from the UNDP VAT-exempt status were not apparent in the BUB project.

The UNDP service delivery project, Pipol Konek, faced several challenges during the CPD period. The DICT initiative aimed to deliver 6,000 free wireless network access points across the country, with the help of UNDP direct procurement. The project initially managed to set up over 800 access points before procurement problems with subcontractors resulting in project termination, with the Government requesting project

⁶⁹ Sicad, Ramon Noriel B. Terminal Evaluation of Development Support Service to DepEd's Computerization Programme (DCP) to K to 12 Basic Education Programme of the Department of Education of The Philippines (3 August 2020-30 May 2021). May 2021, p. 10.

The schools where the ICT packages were installed took on a greater role in the transition to mixed modalities in teaching and in students' learning.

Roberto Maria R. Arquiza (2020) Final Project Report: Accelerating Bottom-Up Budgeting through Inclusive and Effective Governance (2016-2020); Interviews with key informants; Site visit to kindergartens in the Municipality of Midsayap.

resources back from UNDP.⁷² The experience with Pipol Konek offers lessons for UNDP in terms of the need to: better assess project feasibility; review the qualification of service providers to consider their understanding of the Philippines business context; and improve overall management processes, including possible consultation with government agencies and coordination of service providers (should there be more than one contractor). The project would have benefitted from more adequate risk management and monitoring. A portion of the budget has now been reallocated to a redesigned project, known as the Connectivity, Capability, Resiliency for Free Wi-Fi for All project. 2,000 access points are to be set up at priority locations with the potential to assist areas such as higher education institutions and locations where marginalized groups reside.

As pointed out in the previous ICPE, procedures for NAM programmes should cover design, programme document content, communication with partners, implementation and financial reporting, and a varied risk analysis covering financial, implementation and reputational risks for UNDP. These gaps were evident in both BUB and DICT, and impacted the reputation of UNDP and its relationship with DICT. Additionally, there was scope for further institutionalization of initiatives and building the capacity of government officials, and there were challenges in the timely delivery of initiatives, in part because of gaps in project design and management.

Finding 3: Strengthening enterprise development and citizen engagement. UNDP contributed to enterprise development and citizen engagement by: strengthening the capacity of youth, Indigenous communities and women entrepreneurs; supporting the use of social networking in development planning; and supporting community-based monitoring of governance infrastructure programmes.

UNDP supported enterprise development and citizen engagement through a combination of regional and country office initiatives aimed at stronger entrepreneurship, more inclusive planning and community-based monitoring of government projects. Through the Grassroots Innovation for Inclusive Development (GRIND) project, the Accelerator Lab has supported the Department of Science and Technology (DoST) Davao office and its partners from Government, industry, academia, CSOs and the media to apply the SalikLakbay approach.⁷³ The approach aimed to guide Indigenous communities to conceptualize innovation and resilience, especially for sustainable farm practices, the preservation of heirloom recipes, creative crafts and ethno-botanical production. This approach will be expanded nationwide in 2023, with resources from the NEDA National Innovation Fund as well as DoST.⁷⁴ The field visit showed that the DoST office and local trainers have supported traditional weavers from the Blaan Indigenous community to form a collective and expand channels to market their products, which has contributed to improved incomes.⁷⁵

The Youth Co-Lab, a regional project supported by Citigroup, has supported youth-run enterprises through capacity-building in leadership, innovation and entrepreneurship. Beneficiaries gained from the project's conceptualization tools, which equipped them with leadership, entrepreneurship and innovation skills to be able to train start-ups and other youth organizations. Anecdotal evidence points to the success of the interventions. For example, key informants stated that the organization called 'Hey Success' considered the project training to be catalytic for their expansion of digital training to start-ups.

UNDP returned \$5.1 million to the Government.

Introduced and used by the Accelerator Labs, the UNDP Philippines blog SalikLakbay Series is a collection of stories about inclusive innovation and different ways in which innovators address challenges with a combination of creativity and resourcefulness, how ecosystem enablers provide an empowering environment for innovators to flourish, and how policymakers are rethinking the future of inclusive governance in innovation. https://www.undp.org/philippines/blog/saliklakbay-series-wizards-quiapo-%E2%80%94-solutions-mapping-adventure.

UNDP Philippines (2022) 'UNDP Accelerator Labs Philippines Dossier'. https://www.undp.org/philippines/publications/undp-accelerator-labs-philippines-dossier;
UNDP Philippines (2022) 'Accelerator Labs: Philippines', PowerPoint presentation 'The DOST's GRIND Programme"; Interviews with key informants.

⁵⁵ Site visit to the Women's Weaving Group, Municipality of Kiblawan; Interviews with key informants.

Through the Innovation for Social Impact Partnership (ISIP) project, funded by the Australian Government, UNDP aimed to support promising innovative social enterprises through entrepreneurship training, education and advocating for a supportive policy agenda. Stakeholders supported through the entrepreneurship work reported that, in total, 29 social enterprises received tailored support to strengthen and scale social enterprise business models, with one being able to further identify investment support for their activities. Through the education component, UNDP organized workshops to develop the capacity of incubator managers to streamline support and services and efficiently guide social enterprises to develop and scale their ventures through the incubation cycle. The project worked to prepare 15 higher education institutions as incubation managers. These trainings led beneficiaries to realize that business with social impacts can stimulate employment. 16 Interviewees noted that some beneficiaries were operating community businesses, increasing household incomes while sustainably managing natural resources. For 2022-2023, the ISIP project is shifting its focus to women-led social enterprises and higher education institutions based in Mindanao and BARMM. Additionally, through the policy framework component, UNDP worked on the creation of knowledge products to strengthen understanding the social enterprise landscape in the Philippines.⁷⁷ Nonetheless, UNDP has not yet focused on advocating for policy frameworks supportive of social enterprises, which are necessary for sustainability. Specifically, enterprise development will benefit from an analysis of lessons learned, as well as preferential policies that can sustain start-up enterprises in a competitive business environment.⁷⁸

The Promoting a Fair Business Environment in the ASEAN (ASEAN Fair Business) programme was a regional project that aimed to foster partnerships between public, private and civil society sectors to strengthen the transparency of public procurement, promote business integrity and improve anticorruption policies and redress mechanisms. The project conducted a study of blockchain in construction, integrity practices for small and medium-sized enterprises (SMEs) and self-assessment tools for integrity practices. However, the use of the study has been limited. Challenges have largely stemmed from a lack of resources, changes in government priorities, and a shortage of UNDP expertise in anticorruption issues.⁷⁹

In terms of building partnerships and networks, to follow up on the first phase of the Pintig Lab Project (discussed in Finding 1), UNDP established an agreement with the Philippine Partnership for the Development of Human Resources in Rural Areas for the implementation of a participatory and multi-stakeholder engagement initiative for COVID-19 recovery and devolution transition planning. The initiative was implemented in 15 LGUs. In San Fernando, UNDP provided capacity-building support to a CSO, the Institute of Social Order, to operate as a focal point for a multi-stakeholder partnership for development planning initiatives. The Institute of Social Order successfully promoted multi-stakeholder convergence of CSOs, private businesses and government agencies for a draft plan for policy advocacy.⁸⁰

UNDP support to civic engagement has focused on community-based monitoring. Through the DevLIVE application, citizens were able to monitor and report on the implementation of government infrastructure projects. DevLIVE was used to train communities to monitor the Roads2SDGs Project. Later, UNDP incorporated the use of DevLIVE into its Free WiFi project. However, since 2021, the application has had technical problems, and there is a lack of evidence that the tool is used by the community. Given that DevLIVE is an accountability

⁷⁶ UNDP Philippines Mid-Term Evaluation of the Innovation for Social Impact Partnership Project Final Report.

⁷⁷ ISIP (2023) Localizing Social Value discussion note. https://www.isip-ph.com/research-publications

⁷⁸ UNDP Philippines (2020) Mid-Term Evaluation Final Report: Innovation for Social Impact Partnership; Interviews with key informants.

UNDP Results-oriented Annual Reporting (2022); Interviews with key informants.

⁸⁰ UNDP Philippines (2022) Final Report on Participatory and Multi-Stakeholder Engagement in COVID-19 Recovery and Devolution Transition Planning, Implementation and Monitoring Project (AAA Recovery Project); Interviews with key informants.

mechanism, interviewees noted that it is unclear which agency will own and manage the application if it is widely used. Despite increasing and expanding civic engagement, which was a UNDP goal, it is not clear how the effects of these activities have promoted democracy and governance reform.

2.2 Urbanization, Economic Growth and Climate Change

CPD Outcome. Urbanization, economic growth, and climate change actions are converging for a resilient, equitable, and sustainable development path for communities.

Related outputs.

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.

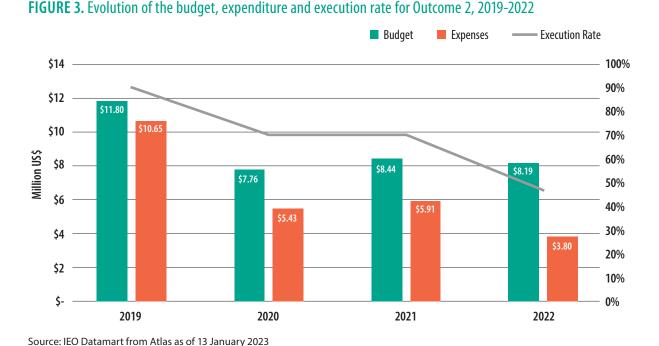
The Urbanization, Economic Growth and Climate Change outcome (hereafter the CCAM, DRRM and NRM outcome) aim to support the country's transition to low-carbon, climate-resilient development by enhancing risk-informed policies and programmes, supporting implementation of the Paris Climate Agreement and improving NRM. The PFSD already identified resilience as a critical component of Outcome 2, and the SEPF has further catalysed the UNDP shift towards resilience-building. This expected to further strengthen the capacity of cities to develop resilient and socially-inclusive urbanized communities with a greater focus on environmental protection, through new approaches in NRM, biodiversity and conservation.

UNDP aimed to achieve these objectives through:

- **1. Evidence-based DRRM and CCAM planning:** through policy advisory services for national and local governments, UNDP aimed to institutionalize these plans at national and local levels.
- 2. Climate-sensitivity models, hazards maps and tools: UNDP aimed to provide technical support complemented by capacity-building for the government in risk assessment and local development planning.
- **3. Early recovery support:** UNDP aimed to provide early recovery capacity and financial support for LGUs and communities affected by disasters.
- **4. Strategies to meet the national commitments to the Paris Agreement:** UNDP aimed to provide policy advisory services and technical support to the Government to implement strategies to meet national commitments to the Paris Agreement.

- 5. Supporting demonstrable workable low carbon solutions: UNDP aimed to support demonstrable carbon solutions through financial, procurement and capacity-building support to develop different sectors. It aimed to support climate change mitigation through initiatives and policies on the use of renewable energy, connecting diverse partners and access to financing.
- 6. Natural resource management and biodiversity conservation: UNDP technical and financial support aimed to strengthen protection and conservation work through corridor, landscape and seascape approaches, community-led nature-based solutions for climate change adaption, improved management within production and protected areas, and curbing illegal wildlife trade and the risk of zoonotic diseases. UNDP also aimed to develop community-based business models that would provide economic benefits as well as nurture partnerships for biodiversity conservation, while focusing on the sustainable utilization of forest and land resources. It further aimed to support creation and utilization of financing mechanisms for climate action and initiatives for increasing private sector participation.

50 projects were implemented during the programme cycle under this outcome, with a budget of \$36.2 million and expenditure of \$25.8 million, giving a 71.3 percent execution rate (Figure 3). This portfolio was mainly DIM implemented (33 projects), while 17 projects were NIM implemented by NGAs (14 projects) and NGOs (three projects).⁸¹ Most of the projects were national in scope, except for 10 regional projects with components implemented by the country office. Output 2.3 (natural resources and biodiversity conservation) had the biggest portfolio for Outcome 2 in terms of number of projects (25 projects) and proportion of the budget (47.8 percent), and the highest execution rate (81.2 percent). Outcome 2 projects were geographically diverse, covering areas from Northern Luzon down to Mindanao, those affected by natural disasters and key biodiversity areas and hotspots. This outcome had substantial funding through vertical funds (41.7 percent in terms of expenditure), bilateral/multilateral funds (37.4 percent), followed by government financing (13.6 percent).



One recently approved project ('Strengthening National Capacities for the ABS System') has not yet been attributed an implementation modality. Based on data retrieved from Atlas on 13 January 2023.

Finding 4: CCAM, DRRM Planning and Building Resilience. UNDP technical assistance, support to planning processes, policy review, procurement of equipment and tools and capacity-building have allowed NGAs and LGUs to integrate evidence-based CCAM-DRRM into planning and resilience-building. UNDP support has helped LGUs to better identify and respond to risks.

During the current programme cycle, UNDP supported the national Government and LGUs to strengthen their planning and resilience processes. Through the Resilience and Preparedness towards Inclusive Development (RAPID) programme, UNDP engaged in multiple interventions at provincial, city and municipal community levels, which helped to establish the longer-term perspective necessary for disaster preparedness and resilience-building. At the same time, UNDP helped to build the capacity of national government disaster agencies to deal with multiple crises within project sites. This was achieved by: developing a baseline containing information on resources and ecosystem services in selected LGU areas; introducing community-based and -managed early warning systems in participating barangays; designing enhanced Comprehensive Land Use Plans (CLUPs); and including climate and disaster risk assessment in annual investment plans.82 LGUs in the Visayas and Mindanao83 were able to improve on CCAM and DRRM through mainstreaming vulnerability assessments and integration into land use, socioeconomic plans and investment programmes. Through UNDP technical support, reliable and recent science-based risk information was brought into LGU decision-making in areas affected by typhoons Washi, Bopha and Haiyan. UNDP supported the development of risk and vulnerability assessments, hazard maps and exposure databases, which were key inputs in contingency plans that have been piloted and mainstreamed in 12 municipalities of Leyte, Western Samar and Eastern Samar. These contingency plans were used by the Office of Civil Defence as templates for other LGUs.84 The enhanced CLUP was adopted by the Housing and Land Use Regulatory Board in its regulatory framework, beyond the programme areas. 150 barangays in the RAPID intervention area have adopted the enhanced CLUP to guide the Barangay Disaster Risk Reduction and Management Committees.85 LGU Abuyog, a UNDP RAPID site, is the only LGU in the Philippines to have a 20-year enhanced CLUP approved by the Housing and Land Use Regulatory Board. The LGU was able to minimize deaths during Typhoon Agaton by identifying high-risk barangays and implementing pre-emptive measures.

In addition, UNDP technical and financial assistance resulted in the installation of flood monitoring facilities and systems for the Davao de Oro and Cagayan de Oro rivers, enabling the Philippine Atmospheric, Geophysical and Astronomical Services Administration (PAGASA), a government agency, to monitor water levels in the river systems locally, as well as nationally. The national Government has subsequently extended this system to 18 major river basins. Moreover, bay-wide coastal zoning and land use plans have been implemented along areas of the Leyte Gulf. The mapping software provided by UNDP is still being used by LGUs, and different land use and zoning plans are now anchored in current risk scenarios. LGUs have found the software helpful for zoning land use. For instance, the New Bataan LGU was able identify priority areas for flood control based on mapping. UNDP also supported DILG to develop and publish guidelines for mainstreaming DRRM and CCAM into the comprehensive development plan, which allowed DILG to build the capacity of LGUs on holistic comprehensive development planning.

⁸² UNDP Philippines (2019) Terminal Evaluation, RAPID project.

⁸³ In five provinces, three cities and 17 municipalities.

⁸⁴ UNDP Philippines (2019) Terminal evaluation of the Resilience and Preparedness toward Inclusive Development; Interview with LGUs Abuyog, Leyte and ROAR.

⁸⁵ Ibid.

⁸⁶ Ibid. (and Interviews).

⁸⁷ Ihid

The DILG toolkit is downloadable from https://drive.google.com/file/d/11ggT15dq4_V55QRITzl0i5SMZRK10EC9/view.

UNDP work on developing probability models has contributed to strengthening its governance programming (see Finding 1). UNDP provided technical expertise and funding for the development of ClimEx.db, a digital tool for collecting, managing and visualizing data to assess the risks and vulnerabilities of households, buildings and areas to climate change and disasters. UNDP also provided capacity-building for process training and data integration with the community-based data management system.⁸⁹ ClimEx.db encountered some challenges around the usability of the tool and the equipment,⁹⁰ and the lessons learned allowed UNDP to support the evolution of the platform to the more comprehensive DevLIVE+.⁹¹

To transition to a 'new normal' after the COVID-19 crisis, UNDP provided technical assistance to the National Disaster Risk Reduction and Management Council to update the National Disaster Risk Reduction and Management Framework and Plan. This took into account lessons learned from the COVID-19 pandemic, such as weaknesses and gaps in policies, systems and structures that lack an all-hazards approach, and the importance of adopting a resilience lens to harmonize DRRM and CCAM with human security and ensure the socioeconomic resilience and safety of communities. UNDP funding enabled stakeholders from different sectors to be convened and consulted during the review process, to ensure representation and inclusiveness. The new Plan covers a timeframe of 2020 to 2030 and guides LGUs in linking CCAM-DRRM with human security in their transitional plans for economic recovery and resilience.

In addition to the planning support, UNDP continued to support early recovery in several disaster-affected areas, though with limited resources. 94 To complement the humanitarian efforts of other development organizations, UNDP focused on the economic aspect of recovery to strengthen local capacity for climate and economic resilience. UNDP early recovery support was designed to be short term, typically lasting six months to one year. UNDP recovery efforts from Typhoon Rai included financial support to restart small businesses, the provision of boat repair kits in Siargao municipalities and sewing machines to restart the garment industry in Del Carmen, Siargao.⁹⁵ The beneficiaries of boat repair kits were able return to fishing as their source of livelihoods. The Del Carmen LGU has been able to work with the Technical Education and Skills Development Authority to train women in sewing and embroidery, with the eventual goal of providing emergency relief and supplying the export market. Additionally, in partnership with DSWD, the LGU was able to leverage UNDP support for training an additional 150 women and providing them with sewing machines. While the funding architecture has restricted UNDP to early recovery work, the country office has acknowledged the need to support resilience-building through other climate financing pathways. Moreover, Siargao has been included as one of the priority areas for implementation of the seventh round of the Global Environment Facility (GEF) Small Grants Project, which aims to undertake conservation and livelihood interventions as an integrated strategy for resilience-building.

UNDP work on CCAM-DRRM has evolved over the years. The Strengthening Institutions and Empowering Localities against Disasters and Climate Change (SHIELD) initiative, supported by the Government of Australia, aims to build institutional and community resilience to natural hazards and climate change

⁸⁹ This is a case-based approach to causal inference which focuses on the use of clues within a case to adjudicate between alternative possible explanations.

The LGUs encountered technical issues with the use of ClimEx.db. There were also challenges in the distribution and sharing agreements for the use of tablets and equipment provided. Furthermore, some of the equipment provided by UNDP became obsolete, and the universities, who were now responsible for the equipment, were unable to repair or replace them due to lack of budget.

Interview with Outcome 2 / RAPID team. DevLIVE+ is under Outcome 1.

⁹² UNDP Philippines (2020) Q3 COVID-19 mini-ROAR 2020; National Disaster Risk Reduction and Management Centre website press release articles, and the actual updated plan.

⁹³ Office of Civil Defence of the Republic of the Philippines, Policy Development and Planning Service (2020) 'National disaster risk reduction and management plan 2020-2030'. https://ndrrmc.gov.ph/attachments/article/4147/NDRRMP-Pre-Publication-Copy-v2.pdf

The response and recovery portfolio under the current outcome had \$1.65 million expenditure since 2019 with resources raised from the European commission, Australian Agency for International Development, UNDP funding windows and KOICA.

⁹⁵ Interview with LGUs Del Carmen, Dapa, Pilar, General Luna, and Barangay Caub.

by enabling local governments to pursue and invest in resilient development. While this is at the early stages of implementation,⁹⁶ it has a better partnership design compared to previous interventions, led by a consortium.⁹⁷ SHIELD will be implemented in 11 of the provinces most vulnerable to disaster and climate change impacts. Many of these provinces were previous recipients of UNDP support for early recovery. The initiative has been delayed because of understaffing in the Outcome 2 team and the need to focus on securing the Special Presidential Authority (SPA), delaying coordination and reporting to the consortium and leading to some dissatisfaction with the UNDP coordinating role from donors, which has now been resolved.

Finding 5: Climate change mitigation and Nationally Determined Contribution (NDC) commitments. UNDP support improved the readiness of key government agencies and CCAM sector stakeholders to meet the Philippine NDC commitments. UNDP supported: the development of relevant policies, plans and required institutional structures; the strengthening of reporting capacity; the promotion of behaviour change in production and consumption patterns; and the development of demonstrable projects and finance structures to enhance private sector engagement in NDC actions. Progress was hindered to some extent by project delays, resulting in low execution rates.

UNDP supported the readiness of key government agencies and other sector stakeholders to meet the Philippine NDC commitments, including through access to financing, support to planning and development strategies, connecting diverse partners, and supporting projects and policies promoting the use of renewable energy (in coordination with the Department of Renewable Energy Projects). UNDP technical assistance for project development enabled the Government to successfully access climate financing through the Green Climate Fund (GCF), aiding them to nominate and accredit direct access entities to the GCF, develop a concept note and later expand it to a full funding proposal. This resulted in the approval of the first Philippines GCF project, a \$10 million grant to co-finance the PAGASA Multi-Hazard Impact-Based Forecasting and Early Warning System for the Philippines, which will build on the Severe Wind Risk Analysis project and climate-adjust a flood hazard modelling study implemented under RAPID in selected municipalities affected by Typhoon Haiyan in Samar, Eastern Samar and Leyte. The GCF Readiness Programme also supported the development of a GCF country programme for the Philippines and an in-country screening and prioritization process and criteria.

UNDP provided technical assistance to the Government in planning and developing strategies to meet the country's NDC commitments. This included enhancing the National Integrated Climate Change Database Information and Exchange System of the Climate Change Commission (CCC), formulating the NDC Measurement, Reporting and Verification Plan, and facilitating NDC partnership activities. UNDP policy support assisted in the finalization of the country's submission of its first NDC and associated components, and further contributed to the development of key plans such as the NDC Gender Action Plan and NDC Financing Plan. However, these have been put on hold and not adopted by the Government, primarily due to the mistiming of the support. UNDP technical assistance was provided, and the resulting plans developed, before the Philippines submitted its first NDC, and as such were based on the intended NDC.¹⁰⁰

⁹⁶ Expenditure so far has been mostly on on-boarding LGUs.

⁹⁷ SHIELD is implemented by UNDP, UN-Habitat, Philippine Business for Social Progress, National Resilience Council, and the Consortium of Bangsamoro Civil Society, with DILG providing oversight and strategic direction.

Direct Access Entities are subnational, national or regional organizations that need to be nominated by developing country focal points. Organizations nominated to become Direct Access Entities may be eligible to receive GCF readiness support.

⁹⁹ UNDP Philippines (2019) ROAR and interviews.

It should be noted that the Annual Workplan for the project was approved by the Government. Significant changes from INDC to NDC include: 1) a 5 percent increase in target emissions reductions (from 70 percent to 75 percent) (biggest change); 2) a shift from fully-conditional to unconditional commitments; 3) changes in adaptation objectives; 4) changes in the order of identified sectors (unclear if this indicates changes in prioritization); 5) INDC aligns to specific laws whereas NDC aligns to specific plans and frameworks;6) NDC has a stronger social component; 7) little to no participatory governance structures mentioned in the NDC.

As a result, the NDC reporting system was not fully captured. Furthermore, the requirement to secure SPA led to activities being put on hold and remaining staff salaries were not endorsed by the CCC to UNDP for payment.

To accelerate the mobilization of climate financing, with support from UNDP, the CCC has taken initial steps towards establishing the Climate Investment Network, envisioned to serve as a platform for engagement between the private sector and key climate actors to institutionalize climate finance systems and services. To showcase private sector initiatives for climate action, including mitigation initiatives, through partnerships with the Philippine Chamber of Commerce and Industry and the NGO Philippine Business for Environment, UNDP organized a business climate action summit in November 2019. There were further iterations of the Summit in 2020 and 2021. However, so far these initiatives have not resulted in significant climate investments that support the country's NDC commitments, partly because of limited follow-up and disruptions due to COVID-19.

To promote the use of renewable energy for climate mitigation, through the GEF-funded DREAMS project, UNDP successfully provided support for the development of demonstrable renewable energy projects, established using the de-risking mechanisms in the Renewable Energy Act. UNDP also provided assistance to develop market mechanisms and help local governments and host communities to gain approval and permits to generate renewable energy. Further, through UNDP technical support, three policies for enabling and mainstreaming renewable energy projects in the country were finalized, namely: Market Rules for the trading of renewable energy; Omnibus Guidelines Governing the Award and Administration of Renewable Energy Services; and Operating Contracts and the Registration of Renewable Energy. UNDP also supported selected renewable energy projects in the overall government regulatory approval process, including building the capacity of project proponents to secure permits and service contracts. For instance, UNDP provided the necessary materials, technical assistance, manpower and evaluation experts for the renewable energy pilot project on powering a bioethanol distiller with solar energy, implemented by Mariano Marcos State University. This resulted in a successful proof of concept. UNDP also provided technical assistance and funding for the electrification of last-mile communities in Aborlan, Palawan. A total of 120 beneficiaries from remote areas, including micro-entrepreneurs and farmers, were accredited with the Department of Labour and Employment and supported to use solar energy for livelihoods and micro-businesses. This resulted in energy savings for their home-based enterprises. UNDP also worked with an electrical cooperative to integrate beneficiaries into the grid.¹⁰¹

With UNDP core resources, UNDP has worked with the Department of Environment and Natural Resources (DENR) to develop the National Plan of Action on Marine Litter, which was adopted in August 2021. UNDP also provided assistance to implement a systems approach in priority sectors and on plastic waste issues to achieve transformation at scale.¹⁰² This has led to a newly-approved project providing support for the shift to a circular economy. The project aims to support the National Plan of Action on Marine Litter by implementing practical solutions that promote circularity in four highly urbanized cities in Metro Manila.

Several projects under this portfolio experienced significant challenges that led to delays in project implementation, requiring extensions. UNDP support for low carbon urban transport systems had difficulty achieving the target of creating an enabling environment for the commercialization of low urban transport systems, due to: the vacant project director position; part-time recruitment of the project

UNDP Philippines (2021) Mid-term Review, DREAMS project; interview with Department of Energy.

¹⁰² UNDP Philippines (2022) Mid-term review, CPD and Ending Plastic Pollution Innovation Challenge project documents.

¹⁰³ Three of the seven projects in this portfolio suffered delays (DREAMS, NDC support project and low carbon urban transport).

management unit; and dissolution of the counterpart agency within the Department of Transport. While a fully-staffed project management unit came on board by the third quarter of 2019, the momentum was severely hampered by COVID-19 and the government decision to suspend initiatives to modernize public utility vehicles. Another project to support renewable energy development has had one extension, and is requesting a second no-cost extension because of delayed activities. Moreover, UNDP work to support the NDC failed to utilize 50 percent of its budget due to the requirement to secure an SPA.

Finding 6: Natural Resources and Biodiversity Conservation. UNDP support to strengthen national and local capacity for biodiversity conservation resulted in improvements and expansions in protected area management, and strengthened policies and regulations governing ecosystem resource management. UNDP also helped to improve biodiversity financing through empowering biodiversity-friendly enterprises and redirecting public and private sector investments towards biodiversity management. However, the management of numerous small biodiversity projects has led to increased transaction costs, creating inefficiencies.

UNDP leveraged its experience with raising vertical funds to position itself well for biodiversity conservation. The UNDP project portfolio for biodiversity conservation is the most numerous across all CPD outputs, covering 25 projects with an expenditure of \$14 million. These have ranged from supporting national and local governments and implementing partners in strengthening the capacity for managing protected areas, consideration of new models for management, and creating sustainable livelihoods at the community level.

UNDP has been able to strengthen national and local capacity for biodiversity conservation. Through UNDP oversight, strategic and implementation support, the capacity of the Government to manage highly migratory fish species has improved. As a result of the improved monitoring of fisheries and implementation of policy, institutional and fishery management reforms have occurred. The National Stock Assessment Programme for port sampling underwent an expansion, covering almost all of the country's tuna landing sites. This greatly helped in assisting the Philippines with its data compliance to various conservation and management measures of the West and Central Pacific Convention Area.¹⁰⁵

Through the Sustainable Strategy for the Seas of East Asia project, UNDP provided resources to support the Secretariat for Partnerships in Environmental Management for the Seas of East Asia (PEMSEA), an intergovernmental organization. PEMSEA fosters and sustains healthy and resilient oceans, coasts, communities and economies across the region. PEMSEA countries supported by this project have set pragmatic, measurable targets for progress on improved coastal and ocean governance. Furthermore, the PEMSEA flagship report on the state of oceans and coasts enhanced science-for-policy work related to integrated coastal management.¹⁰⁶

Another component of the UNDP approach has been a shift from protected area landscapes and seascapes to a corridor-wide approach. This expands from the National Protected Areas System to other effective area-based conservation measures, including increased LGU participation in protected area management and strengthening of governance mechanisms in Indigenous peoples' and community-conserved areas. UNDP work initially focused on protected areas and supported the development of guidelines for establishing protected area networks. For instance, UNDP technical assistance led to the establishment of three marine protected areas networks in Verde Island Passage, Lanuza Bay and Davao Gulf, all of which

¹⁰⁴ UNDP Philippines (2021) Mid-term review of the Promotion of Low Carbon Urban Transport Systems in the Philippines.

¹⁰⁵ UNDP and GEF (2019) Terminal Evaluation, Sustainable Management of the Highly Migratory Fish Stocks in The West Pacific and East Asian Seas Project.

¹⁰⁶ UNDP and GEF (2021) Terminal Evaluation of The Scaling Up Implementation of The Sustainable Strategy for The Seas of East Asia Project'.

are project sites for the new biodiversity corridor project.¹⁰⁷ During the work on these networks, UNDP identified gaps including the absence of specific government interventions beyond support to individual protected areas. ¹⁰⁸ UNDP has been using the integrated ecosystem management framework to strengthen enabling mechanisms for integrating natural resource management and promote integrative approaches across multiple protected and non- protected areas. Projects were focused on singular ecosystems, such as the Strengthening Marine Protected Areas to Conserve Key Marine Biodiversity Areas (SMARTSeas) initiative, and terrestrial ecosystems for the new biodiversity corridor management project, that will cross geopolitical boundaries. While the corridor management project is nascent, it highlights the UNDP ability to learn lessons and improve its project designs.

The UNDP approach to biodiversity conservation has also centred on the ability of communities, the protectors and guardians of ecosystems, to derive economic co-benefits. UNDP capacity-building and funding support has enabled the development of viable business plans associated with ecosystem services that could generate revenue. With capacity-building and financial support through the GEF funded Small Grants Programme, (SGP5), SMARTSeas and regional and country office biodiversity financing initiatives, UNDP provided support for community-led projects and biodiversity-friendly enterprises (BDFEs) that aimed to achieve global environmental benefits while improving livelihoods and reducing poverty. UNDP provided policy support to the DENR Biodiversity Management Bureau to develop guidelines for the development and recognition of BDFEs, along with incentives and supporting mechanisms.

Recipients of the SMARTSeas grant initiative cited an improved quality of life from participating in BDFEs. For example, members of the Agis-Agis Seaweed Growers Association stated that they have been able to continue their businesses after UNDP financial and technical support ended. Members of the Tambongon Fisherfolks Association (TAMFIAS) leveraged their experience as a UNDP beneficiary to implement a mangrove adoption programme in partnership with the city government, the coastguard, private sector organizations and CSOs. TAMFIAS operated within 27 hectares of mangrove forests prior to UNDP support, and was able to increase the protected area coverage to 44 hectares. TAMFIAS became a recipient of the LUNHAW award in 2021, an annual award given by the City of Davao to recognize individuals and groups that use innovative and sustainable ways of living which protect and nurture the environment.

While SMARTSeas successfully integrated people's organizations as key actors in biodiversity conservation, many of these enterprises were cottage industries with limited scale-up. UNDP developed 25 BDFEs through this intervention, but BDFE products and services were dependent on pre-pandemic market conditions, affecting their ability to operate and generate revenue. Several BDFEs were also significantly affected by various natural disasters, which resulted in loss of assets, and have struggled to recover and continue operating. For example some BDFEs were affected by typhoons, including Rai, and yet to recover. Such risks could have been better considered during the design phase of the BDFE, as they affect the long-term sustainability of the enterprise.¹⁰⁹

As part of the SGP5 project, UNDP funded the establishment of a monitoring station around the mouth of the Barbacan River in Barangay San Nicolas, Palawan, to protect 1,200 hectares of mangroves from illegal activities. UNDP partnered with the Palawan Center for Appropriate Rural Technology to provide technical assistance on conservation, and capacity-building for community members to register as people's organizations. This support reportedly helped rural communities to be more resilient. When the monitoring

¹⁰⁷ UNDP Philippines (2021) ROAR, triangulated with interviews.

¹⁰⁸ SMARTSEAS and SGP5 documents and stakeholder interviews.

¹⁰⁹ UNDP and GEF (2021) Terminal evaluation of Strengthening Marine Protected Areas to Conserve Marine Key Biodiversity Areas in the Philippines.

station was damaged during Typhoon Rai, the organization was able to use their earnings from economic activities to slowly rebuild the facilities. They were also able to leverage their conservation experience with DENR to be granted an additional two hectares of mangrove area to rehabilitate and use for ecotourism. However, the evaluation was unable to triangulate this information with the beneficiaries.

Through BIOFIN, UNDP provided assistance to develop the finance plans of the local Biodiversity Strategy and Action Plans and to LGUs on biodiversity financing mechanisms. Policy support and studies on the adoption of mainstreaming biodiversity in mining operations explored the potential of the industry to help close the biodiversity financing gap. While UNDP explored financing schemes such as crowdfunding and public-private partnerships, these have so far been limited to pilot projects. BIOFIN successfully crowdfunded for the Tamaraw Conservation Programme in Mindoro, providing field allowances to park rangers furloughed due to the COVID-19 pandemic. The development and release of conservation films were also funded, but ticket sales were severely hindered by pandemic restrictions. UNDP engagement with the Public-Private Partnerships Center has strong potential, and represents a novel approach for investment in protected areas.¹¹⁰ However, this is still in early stages.

While UNDP has contributed to biodiversity and natural resource management through multiple projects, only four out of 25 projects had expenditure of over \$1 million during the current CPD period, as full-sized projects operating through most of the programme cycle.¹¹¹ Though many of the smaller projects have played an important role in capacity-building and the design of new ways to approach conservation, management of the numerous smaller biodiversity projects contributed to inefficiencies compared to the larger projects. Also, there was limited cross-output integration, despite the strong link with building community resilience against shocks and risks and low-carbon development. UNDP is trying to address this gap in newer projects.¹¹²

¹¹⁰ The Public-Private Partnerships Center is mandated by the Government to facilitate implementation of the country's Public-Private Partnerships Programme and Projects.

The four projects are Biofin, ENR, sustainable development strategies for the seas, and marine protection. It should be noted that four of these are new full-sized projects, and two are still awaiting SPAs.

The proposal for the GCF Coastal Resilience Project essentially encapsulates the integration of ecosystem-based adaptation and community resilience, BDFEs, and other learnings from the biodiversity projects, and integrates climate and community resilience elements for selected municipalities along the Eastern Seaboard. The Biodiversity Corridor, SGP7 and Securing Multi-Functional Landscapes projects will be collaborating on strengthening LGUs, private sector and Indigenous Peoples' capacity to undertake Biodiversity-Friendly Agriculture Practices through a landscape approach.

2.3 Governance and Peacebuilding

CPD Outcome. 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.

Related outputs.

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.

For the Governance and Peacebuilding outcome, the strategic aim of UNDP since the previous cycle was to continue nurturing a peace-enabling environment while responding to emerging drivers of conflict and risks to stability, particularly the rise of violence by radical Islamist groups, the persistence of clan and land-related conflicts, and the communist insurgency. UNDP intended to build relevant capacity of BARMM institutions to steer the transformation called for under the peace agreement, assist in bringing about a sustainable economic transformation of the region, especially the camps and communities of the major armed groups, and contribute to preventing violence.

Overall, the portfolio of Outcome 3 projects delivers support in the following areas:

- 1. Official peace process: in partnership with the Government of the Philippines, MILF, MNLF and various BARMM Government (BMG) agencies, with a focus on MILG, Bangsamoro Women Commission (BWC), Bangsamoro Youth Commission (BYC), and with the Bangsamoro Development Agency (BDA), a national-level NGO, to support the political and normalization (or security) tracks of the peace process, through mobilizing technical assistance, training, South-South Exchange and procurement support.
- 2. Insider mediation and local conflict resolution: in partnership with the Bangsamoro Consortium of Civil Society, Bangsamoro Insider Mediators Group and other CSOs, faith-based leaders (FBLs) and women's networks, as well as the Office of the Presidential Adviser on Peace, Reconciliation and Unity (OPAPRU), providing training and platform-building support to civil society-led conflict management initiatives.

¹¹³ Called the Office of the Presidential Advisor on Peace Process at the time of CPD design.

- 3. Prevention, countering and transformation of violent extremism: in partnership with the National Security Council, DILG, the security sector and penitentiary administration, MILG, BWC, BYC, provincial governments in BARMM, civil society and FBLs, with policy advisory, technical assistance for planning, capacity- and platform-building and community development, including provision of mental health and psychosocial support.
- **4.** Women/youth, peace and security agendas: with BWC, BYC, LGUs and civil society, to plan, implement at all levels and evaluate comprehensive action plans for the implementation of Security Council Resolutions 1325 and 2250 in BARMM.
- 5. Conflict-sensitive development planning and crisis response: with Ateneo de Davao University, municipalities and barangays, MILG, Bangsamoro Planning and Development Authority (BPDA), to introduce conflict-sensitivity in local development planning, introduce new resilience-oriented data collection and planning frameworks, prepare the MILF Camp Transformation Plan (CTP) and contribute to reducing climate-related security risks.
- **6. Livelihood recovery and community stabilization:** in partnership with civil society, MILF/MNLF, BPDA, MILG, Joint Normalization Committee (JNC), to enhance community security through supporting the collection of small arms, community cooperation with law enforcement, strengthening social cohesion and providing direct cash and in-kind assistance to various vulnerable households.
- **7. COVID-19 response:** through planning support, capacity-development and in-kind assistance in partnership with the Ministry of Health, MILG, BPDA, MILF/MNLF and civil society.

The nature of support delivered under Outcome 3 differs only slightly from that planned in the CPD. Most notably, it included support to the Government's response capacity for COVID-19 (data collection, planning, communications), providing immediate recovery assistance to affected communities and partners, and initiating support to small arms and light weapons (SALW) control in 2022.¹¹⁴ In 2022, UNDP also introduced work on climate security, at the nexus between natural disasters, climate change and conflict, which was not explicit in the CPD for Outcome 3 but remains highly justified considering the multiple threats to the country's resilience.

During this programme cycle, 19 projects were part of the Outcome portfolio, with a cumulative budget of \$31 million and expenditure of \$25.6 million as of January 2023 (see figure 4). This is equivalent to a delivery rate of 82.7 percent and 33.9 percent of total country office programme expenditure for the period. Eight projects in this portfolio are a legacy from the previous CPD cycle, and nine have been completed (operationally closed) since 2020. As a result, in January 2023, Outcome 3 rests on ten active projects for a total budget of \$25.2 million. The Outcome 3 portfolio is funded exclusively through bilateral/multilateral sources (58.6 percent) and government cost-sharing (41.2 percent); the use of regular UNDP resources has been limited to 0.3 percent for this Outcome. The main bilateral donors are Australia and Japan, representing 21.6 percent and 20.6 percent of total resources mobilized for Outcome 3 respectively, followed by the European Union at 6 percent. All Outcome 3 projects follow DIM, even those funded by the Government. At UNDP, DIM modality is often used when there is a lack of capacity among national partners to deliver the envisaged efforts.

¹¹⁴ Upon request from the Government of the Philippines/ MILG peace process, recognizing the growing threat posed to the normalization programme by the proliferation of weapons in the Bangsamoro society.

Budget Expenses **Execution Rate** \$12 100% 92.5% 90% \$11.18 80.5% \$10 79.2% 80% \$10.23 70% 66.2% \$8 \$8.23 Million US\$ 60% \$6 50% \$5.43 40% \$4 \$4.30 \$4.18 30% 20% \$2 10% 0% 2019 2021 2022 2020 Source: IEO Datamart from Atlas as of 13 January 2023

FIGURE 4. Evolution of the budget, expenditure and execution rate for Outcome 3, 2019-2022¹¹⁵

Finding 7: Support to the transition process. UNDP support has been instrumental in keeping the peace process moving forward, despite serious challenges caused by shifting political dynamics and the complexity of the transition roadmap. The implementation of key security arrangements for decommissioning and joint peacekeeping benefited from UNDP operational support, despite some efficiency challenges. The recent priority to reduce small arms proliferation has the potential to amplify the UNDP contribution to better security in BARMM.

In this CPD cycle, UNDP has leveraged its strategic positioning as a highly trusted partner of both the Government and Moro leadership. This trust has been built since UNDP started supporting implementation of the Bangsamoro peace accord, signed between the Government and MNLF in 1996, to ensure the successful passing of key transition milestones and overcome difficult negotiations around the implementation of the Comprehensive Agreement on the Bangsamoro. As acknowledged by peace partners, UNDP has had a unique role among development agencies in helping to keep the core transition process mechanisms in motion. Other development partners focused their support more on institution-building and humanitarian and recovery assistance.

UNDP contributed to ensuring that an inclusive BOL was drafted and then approved by National Congress in 2018, and largely endorsed by BARMM population in a plebiscite in 2019 (88.6 percent approval rate). The UNDP contribution included the facilitation of negotiations between and within national political forces, Moro factions and minority groups, namely Christians and Indigenous Peoples, to reach a final text of the BOL that was inclusive enough on questions of identity and minority rights to gather support from the largest possible share of the population. This critical support was provided through back-channel mediation by UNDP staff and a diverse group of Insider Mediators trained by UNDP, and through sponsoring dialogue

¹¹⁵ Budget and expenditure for 2022 amount to \$5.15 and \$2.06 million respectively, based on data retrieved from Atlas on 13 January 2023. This information is not shown on the graph as 2022 is not yet closed.

Insider Mediators are defined as "an individual or group of individuals who derive their legitimacy, credibility and influence from a socio-cultural and/or religious – and, indeed, personal - 'closeness' to the parties of the conflict, endowing them with strong bonds of trust that help foster the necessary attitudinal changes amongst key protagonists which, over time, prevent conflict and contribute to sustaining peace", in UNDP (2016), Engaging with Insider Mediators.

initiatives between Christians, Indigenous Peoples and Moro leaders. In partnership with UN Women and UNICEF, UNDP also contributed to a large-scale public outreach campaign organized by OPAPRU in the lead-up to the plebiscite, and supported initiatives by groups such as Christians for Peace and Friends of Peace to ensure a peaceful vote, despite bombings aimed at creating general chaos ahead of the vote. Based on interviews, this had an impact on turnout and the positive outcome of the vote, especially in Christian and Indigenous areas where initial inclinations were to reject inclusion in BARMM.¹¹⁷

Subsequently, UNDP was a key enabler of the JNC, bringing the Government and MILF together and overseeing implementation of the security track, in particular the decommissioning of MILF combatants and the activation of interim joint peacekeeping arrangements. UNDP ensured that MILF leadership received the necessary operational support to maintain its participation in this critical apex body, and provided advisory support to both parties. At the end of 2021, UNDP made a proposal to the JNC for a programme for SALW management in order to curb the proliferation of firearms, which helped the Government favourably consider an extension to the transition period by three years until June 2025.

In the second phase of the launch of the decommissioning process in September 2019, UNDP procurement of vehicles and ICT equipment and payment of International Decommissioning Body staff was instrumental in making the process faster and more reliable. For the joint peacekeeping operation known as the Joint Peace and Security Teams (JPSTs), with nearly \$3 million of Japanese funding, UNDP delivered a total of 12 field stations equipped with energy supply, radio systems and vehicles for use by 366 security forces in the JPSTs. The presence of JPSTs in remote rural areas enhanced security for local communities and generally contributed to bridging gaps between State actors and conflict-affected populations. However, the delivery of this support faced several challenges that limited its efficiency and quality and created issues regarding timeliness and questionable value-for-money. After four years, two of the 12 stations have not been completed, and all stations already show signs of dereliction due to poor design and the use of materials not fit for tropical weather. In addition, the UNDP-built facilities cannot host female security officers (from the Bangsamoro Islamic Women Auxiliary Brigade or BIWAB), as no separate living quarters were planned. As a result, JPSTs are composed only of men, limiting their ability to conduct gender-sensitive peacekeeping.

Among the more promising opportunities, in early 2022 UNDP launched the first-ever SALW reduction initiative in BARMM, and the Philippines as whole, leveraging its global positioning on community security and demobilization, disarmament and reintegration. With recent donor interest on SALW, UNDP was able to quickly mobilize its international expertise in this area to propose preparatory work for a larger SALW project, which received funding from Japan in September 2022. 124 UNDP implements SALW within a broader approach of community security and social cohesion, which weaves security, socioeconomic, educational and local governance interventions together. This bodes well for more tangible results of UNDP support in improving community security in BARMM by the end of the CPD period.

¹¹⁷ One case cited on several occasions was that of 63 North Cotabato barangays who decided to petition for inclusion in the plebiscite after community outreach sessions supported by UNDP.

¹¹⁸ The JNC is also responsible for the socioeconomic development of MILF camps and communities, transitional justice and reconciliation, and confidence-building measures.

Only about 2,000 weapons have been collected for 19,345 decommissioned combatants (Source: OPAPRU) and the total number of firearms in the region is estimated at 150,000, for a total adult population of about 2 million people. This is considered a major threat to stabilization.

 $^{^{\}rm 120}$ $\,$ Ilagan G. (2022) Terminal Evaluation Report: Assistance for the Normalization Project..

¹²¹ JPSTs are operating peacekeeping units composed of contingents of the Armed Forces of the Philippines, PNP and BIAF.

¹²² Ibid., and key interviews.

¹²³ Key informant interviews suggest that this was a concern and that UNDP is no longer involved in building new stations.

¹²⁴ Assistance for Security, Peace, Integration and Recovery for Advancing Human Security in BARMM project, three years, \$5 million.

Finding 8: Institutional strengthening. UNDP has contributed significantly to laying the foundations of new political and governance institutions in BARMM, including launching the School for Peace and Democracy, which caters to Bangsamoro political and military leaders. COVID-19 and the absence of a long-term capacity-strengthening strategy have impacted results.

UNDP supported the creation of political parties by MILF and MNLF in the previous CPD cycle, at the request of the Chief Minister and MILF Chairman.¹²⁵ Subsequently, UNDP helped to establish the School for Peace and Democracy (SPD), mirroring the Academy for Peace and Development in Banda Aceh, to support the transition of former combatants to civilian life (including as civil servants). At the School, MILF leaders were trained on governance and the political transition from combatant to civilian life through a series of South-South exchanges organized by UNDP. Developed as a virtual school – resting on a corps of 12 local trainers and two short training programmes – SPD trained 30 senior BMG officials under a 'Bridging Leadership Programme', and prepared 147 Front and Base MILF Commanders (representing a majority) to act as community organizers to support MILF camp transformation. Beneficiaries considered the initiative to be transformative, as they gained confidence to switch to a civilian life, but the SPD experiment was too short-lived to produce tangible results. When launched, it lacked a roadmap charting how the School would broaden its scope of work and audience, and achieve sustainability. There was insufficient evidence available to conclude whether trained MILF commanders have used their acquired knowledge to run community-level sessions through the envisaged cascade process. With plans to revive the SPD underway, and a new Australian Government-funded project launched in April 2022,126 the course is expected to be fully integrated into the regular curriculum of the Development Academy of Bangsamoro, the training arm of the BMG.

After providing strategic planning and budgeting support to a group of ten BMG agencies in the previous CPD cycle, in this CPD cycle UNDP concentrated its institution-building assistance in BARMM on three entities: MILG, BWC and BYC. This choice dovetailed with UNDP workstreams on conflict-sensitive local planning, the prevention of violent extremism (PVE) and the women/ youth, peace and security agendas. UNDP helped these institutions to revamp their organizational structures to become fit for purpose and efficiently on-board newly recruited cadres. With UNDP support, MILG was also able to prepare a draft Local Governance Code for BARMM, and BWC established a new Policy Research and Legal Department. Quick and flexible UNDP support has helped these government agencies to get up-to-speed with their duties faster. UNDP has responded positively to government partner requests for capacity-building support in many different areas, which was appreciated by counterparts. Partners thought that UNDP support had lacked a long-term capacity-strengthening strategy, to outline which core institutional tasks and processes to target to achieve structural change, and back them with performance targets.

Finding 9: Peace infrastructure. Following a whole-of-society approach, UNDP support empowered several groups to become engines for peace and social cohesion, including youth, including former combatants, civil society activists and youth at-risk of radicalization or returning from violent extremism, as well as women and FBLs. Innovative early warning and planning tools for strengthening community resilience have been piloted with UNDP support, with varying levels of progress. Overall, UNDP support helped to spread a positive narrative of tolerance, reconciliation and peace; and contributed to strengthening resilient infrastructure for peace in BARMM.

¹²⁵ The United Bangsamoro Justice Party for MILF and the Bangsamoro Party for MNLF.

UNDP (2022) Initiation Plan: Sustainability, Transformation, Accompaniment, and Inclusion (SUSTAIN-Peace): An Integrated Approach to Sustaining Peace and Development in the BARMM.

UNDP has contributed significantly to spreading a culture of peace among children and youth, healing their violence-induced trauma in most conflict-affected barangays.¹²⁷ UNDP sponsored peace festivals where youth used storytelling and visual arts to broadcast peace and development narratives, 128 and trained youth champions in mediation and leadership.¹²⁹ One such project bringing peace education to children in camps for internally displaced people (IDPs) in Marawi (Sindao Project¹³⁰), funded by UNDP in 2019, has since been scaled up to all BARMM provinces in partnership with the Ministry of Basic, Higher and Technical Education.¹³¹ Ex-violent extremists in detention centres or back in their communities, most of them still youth, have benefited from deradicalization support coordinated by UNDP. This support was provided through various projects, involving mental health and psychosocial support, religious guidance, skills development and community-based healing processes. In the absence of UNDP reporting, a non-exhaustive count based on triangulated evidence collected by the ICPE estimates that a few hundred young peace promoters and youth affected by violence, including youth returnees from violent extremism, directly benefitted from UNDP support.¹³² Several stakeholders underlined the effectiveness of multi-pronged UNDP support in creating favourable conditions for the long-term deradicalization of youth (and preventing new radicalization), but none could back this up with verifiable figures. This is because monitoring the prevalence of radicalization is a complex matter, not yet well established in the Philippines. UNDP support in this area, in particular through the National Action Plan on Preventing and Countering Violent Extremism (NAP-PCVE), has not produced verifiable figures.

Women have gained visibility across the various peacebuilding tracks in BARMM since 2019. UNDP made a significant contribution to this result through two key initiatives: the Women Insider Mediator – Rapid Action and Mobilization Platform (WIM-RAMP) network and the Regional Action Plan on Women, Peace and Security (RAP-WPS). WIM-RAMP, established in 2021, gathered 122 women with previous mediation experience, from different ethno-linguistic groups and across civil society, MILF/MNLF leadership or Government, covering about 20 of the 106 municipalities. UNDP deepened their skills in conflict management, PVE and psychosocial and mental health support. In the absence of systematic UNDP monitoring, the sample evidence collected by the ICPE shows that the Platform has been instrumental in helping to solve a few land and rido-related conflicts, while its main focus has been addressing family disputes and SGBV cases and distributing humanitarian assistance during COVID-19 or after community violence or natural disasters. The BWC and international community (United Kingdom, Canada, Sweden, Netherlands) have stepped up their support to WIM-RAMP in 2022, to increase its presence in the Island provinces and its impact on the incidence of conflict. RAP-WPS, first launched in BARMM in 2017, In 1860 is

¹²⁷ Including Marawi City, and in the area conformed by the towns of Datu Salibo, Pagatin, Mamasapano and Shariff Aguak in Maguindanao Province, which has been dubbed the "SPMS box" and was a stronghold of the Bangsamoro Islamic Freedom Fighters radical group until recently.

UNDP Philippines (2021) Twitter post: Maguindanao Youth Music Festival to promote peaceful engagement and countering online misinformation and hate speech" (Twitter). https://twitter.com/UNDPPH/status/1396430599091412993.

Organization of NCMF Lanao Youth for Peace, Facebook page 'NCMF – Only4Peace'. https://www.facebook.com/only4peace/. The Moropreneur Inc, Facebook post, December 16, 2019. Youth Empowering Solutions for the SDGs. <a href="https://www.facebook.com/themoropreneur/photos/pcb.2572157413018802/2572156599685550/?type=3&eid=ARBQzp4B07jUO2MgUbonSKYrtYwAmipiUcnGARVz0Vqgh5dWnVRU4LxFpnb0gZ-QGZZpbDRNuu8KAs_W.

¹³⁰ See https://www.facebook.com/watch/?v=887088048331598

¹³¹ The scale-up is carried out by Save the Children with European Union funding, see Philippine Information Agency News (2021), 'Project SiNDAO seen to boost quality educ, child protection', November 19. https://pia.gov.ph/news/2021/11/19/project-sindao-seen-to-boost-quality-educ-child-protection.

Figure based on UNDP Philippines (2020) ROAR and (2021) ROAR and stakeholder interviews. It remains approximate in the absence of consolidated reporting by UNDP on all youth-oriented support.

Several women of WIM-RAMP were already Insider Mediators trained by UNDP during the BOL negotiation and plebiscite in 2018-2019

UNDP Philippines (2021) 'The Netherlands and UNDP launch Mental Health and Psychosocial Support in Peacebuilding Initiative with Bangsamoro Women Leaders', December 2. https://www.undp.org/philippines/press-releases/netherlands-and-undp-launch-mental-health-and-psychosocial-support-peacebuilding-initiative-bangsamoro-women-leaders.

Rido is a type of conflict characterized by sporadic outbursts of retaliatory violence between families and kinship groups as well as between communities.

¹³⁶ The Philippines adopted its first National Action Plan on WPS in 2010, with UNDP support, from which the BARMM RAP-WPS is derived.

entering its third iteration (2023-2028) through a drafting process supported by UNDP and UN Women. The plan was launched in October 2020 with an ambitious agenda, and implementation was constrained by the pandemic and has so far had limited concrete results for women in conflict-affected communities. Efforts are underway to accelerate localization of the agenda in 2023 and equip the plan with a monitoring framework that better speaks to the future impact of the agenda.

UNDP has provided important scientific and outreach support to FBLs preaching a moderate interpretation of Islam to curb violent radicalization trends in the region. The UNDP contribution has been mainly through its support to facilitate an Intra-faith Dialogue Platform.¹³⁷ This platform enabled the landmark publication in 2020 of "Principles of Islamic Law for Preventing and Responding to Violent Extremism". The booklet provided BARMM-contextualized guidance, educational and preaching materials to Imams, religious schools and academic institutions to prevent radicalization. With 1,000 copies distributed,¹³⁸ the booklet is used by FBLs in sermons and for teaching and is also often quoted on social media. UNDP has also engaged FBLs in knowledge and dialogue events or planning processes at regional, provincial and community level. FBLs interviewed expressed high demand for UNDP support, and a preference over other sources due to the freedom to decide their approach to preaching a moderate interpretation of Islam.

At grassroots level, stakeholders informed that UNDP support helped to improve human security and strengthen relations and trust between local populations, LGUs and security forces. 98 Barangay LGUs across all five BARMM provinces produced their Barangay Development Plan (2020-2024) for the first time using a Conflict-Sensitive and Peace-Promoting (CSPP) approach, developed by the German Development Agency (GIZ), and rolled out with UNDP support. Triangulated evidence shows progress in local development management in pilot localities after the process. Municipal LGU planners were trained by UNDP alongside Barangay LGU personnel to support replication in the next planning round in 2024. Also, through UNDP support, barangays in 15 municipalities in Lanao del Sur Province adopted early warning and early response mechanisms to monitor local threats to human security. This helped to make Barangay Peace and Order Councils (B-POCs) more responsive. 140

With UNDP support, a whole-of-society approach was piloted for the first time at provincial level, to deal with threats to peace and security and the rehabilitation and reintegration of ex-violent extremists. UNDP accompanied the provincial LGUs of Maguindanao and Lanao del Sur to adopt their first ever multisectoral strategic plans to deal with threats to peace and security, including from violent extremism. UNDP NAP-PCVE and RAP-WPS, UNDP mentored multi-stakeholder working groups and Provincial Peace and Order Councils to develop these comprehensive yet realistic plans.

UNDP contributed to further mainstreaming a peace, climate, gender, youth and PVE responsive agenda in regional planning processes. The Bangsamoro Community Resilience Framework (B-CoRe) was adopted by MILG in June 2020. Initially developed in response to UNDP support to regionalize NAP-PCVE, B-CoRe serves a more ambitious purpose as it brings the monitoring of and response to all risks against human security

 $^{^{\}rm 137}$ $\,$ With representatives from different Islamic schools of thought.

¹³⁸ The full opus was printed in English only, while a summary version in three local languages was also printed by UNDP.

¹³⁹ Plans produced with UNDP support have been found to better reflect local priorities (than those developed by external consultants without any consultations) and have triggered a higher-rate of top-down funding going to projects prioritized by local populations.

B-POCs, composed of LGUs, security forces, civil society, private sector and community representatives, "shall ensure the effective and efficient performance in the implementation of programmes, projects and activities aimed to curb anti-criminality, anti-insurgency, and anti-illegal drugs to ensure peace and order, and public safety". See Republic of the Philippines, Department of the Interior and Local Government, Regional Office XIII – Caraga Region (2021) 'Strengthening Peace and Order Councils'.

Maguindanao Provincial Action Plan (2021-2025) on Preventing and Transforming Violent Extremism; and Lanao Del Sur Peace and Order and Public Safety Plan (2020-2022). UNDP also supported the development of the Lanao del Sur Kalilintad (Peace) Roadmap by the Lanao del Sur Technical Working Group on Preventing and Transforming Violent Extremism.

The plans require 172 million Philippine Peso per year for five years, while in 2021, according to an official audit, Maguindanao Province spent 115 million Philippine Peso under its 'Peace & Order and Public Safety' budget chapter.

under the same umbrella. Two years after its launch, B-CoRe has not yet become the official mandatory tool for LGUs. But MILG is planning to develop a memorandum of understanding with UNDP to formulate Community Resilience Assessment tools as part of the LGU audit process. Also, MILG is advocating for B-CoRe to be used as a cross-cutting tool for resilience-building throughout the drafting of the new Bangsamoro Development Plan (BDP) (2023-2028). UNDP made a limited contribution to the first iteration of the BDP (2020-2022), due to be used as a cross-cutting tool for resilience-building throughout the drafting of the new Bangsamoro Development Plan (BDP) (2023-2028). UNDP made a limited contribution to the first iteration of the BDP (2020-2022), due to be used as a cross-cutting tool for resilience-building throughout the drafting of the new Bangsamoro Development Plan (BDP) (2023-2028). UNDP made a limited contribution to the first iteration of the BDP (2020-2022), due to be used as a cross-cutting tool for resilience-building throughout the drafting of the new Bangsamoro Development Plan (BDP) (2023-2028). UNDP made a limited contribution to the first iteration of the BDP (2020-2022), due to be used as a cross-cutting tool for resilience-building throughout the drafting of the new Bangsamoro Development Plan (BDP) (2023-2028). UNDP made a limited contribution to the first iteration of the BDP (2020-2022), due to be used as a cross-cutting tool for resilience-building throughout the drafting of the new Bangsamoro Development Plan (BDP) (2023-2028).

At national level, the first NAP-PCVE was developed with UNDP support (in collaboration with United Nations Office of Counter-Terrorism, United Nations Office of Drugs and Crime and UN Women) and adopted by the Anti-Terrorism Council in 2019.¹⁴⁴ NAP-PCVE seeks to achieve the convergence of efforts of the Government, CSOs, religious bodies and other key stakeholders from the national level to the 2,173 priority violence-affected barangays. This requires the involvement of no less than 56 NGAs, regional and provincial LGUs in an implementation process coordinated by DILG. In BARMM, where implementation has been fast-tracked with UNDP support, this has led to B-CoRe and the Lanao del Sur and Maguindanao provincial plans.

Low prioritization of transitional justice, reconciliation and land grievance redress matters by peace partners has limited UNDP progress on addressing conflict legacies. The Transitional Justice and Reconciliation Commission (TJRC) was established in 2015 and produced a few preliminary reports, but as yet no concrete actions have been taken on the ground to launch the process and bring concrete reparations to those holding conflict-grievances, including for human rights violations.¹⁴⁵ In the meantime, UNDP contributed to building the capacity of the MILF Implementing Panel on the TJRC agenda, and in 2021 convened BARMM and United Nations stakeholders to discuss ways to advance the agenda after the 2022 elections. UNDP is yet to engage in building the capacity of the Bangsamoro Human Rights Commission, in spite of the ICPE 2017 recommendation or local human rights CSOs, who were expected to play a key role in the TJRC process. Neither did UNDP manage to conduct technical preparatory work for future land ownership adjudication activities (as planned in the CPD), as this was still considered too politically sensitive during the period, though it has built capacity for early response to land conflicts. The draft Indigenous People's Code was developed in 2020 with UNDP support, to regulate all land-related matters concerning Indigenous Peoples in BARMM, including redressing past land grabs. Since then, an updated version of the Code has been prepared by the BMG Cabinet, and is waiting to appear on the legislative agenda of the Bangsamoro Transitional Authority (BTA).

Finding 10: Incentivizing community resilience. UNDP contributed to preparatory steps for the MILF CTP, and now has a strategic role in its implementation, with the recently-initiated stabilization initiative. Social entrepreneurship has developed in many communities with UNDP support, but so far with sustainability challenges due to insufficient attention to market integration and access to finance.

Prepared by the Joint Task Forces for Camp Transformation, under the overall responsibility of BPDA, the six-year CTP released in 2020 proposed an ambitious transformation pathway for six previously acknowledged MILF camps, covering a total population of nearly 15,000 people (for the core areas) and

UNDP conducted visioning workshops with the Regional Planning and Development Office (now BPDA). However, this support did not grant for UNDP to appear in the list of development partners acknowledged for their support in the opening pages of the 2020-2022 BDP.
 Philippines Government, Anti-Terrorism Council Resolution No. 38 (2019).

The TJRC is an independent body mandated by the Peace Panels of the Government and MILF to study and formulate recommendations on issues related to the legitimate grievances of the Bangsamoro, historical injustice, human rights violations, and marginalization through land dispossession, with the view to promote healing and reconciliation among the conflict-affected communities in Mindanao and the Sulu archipelago (See Transitional Justice and Reconciliation Commission. 2017. 'TJRC Supplementary Reports Public Launch 2017').

all of their social, economic and governance needs. ¹⁴⁶ Implementation of the CTP requires complex steps to operationalization, including investment programming frameworks and negotiations between camp leadership and leaders of the LGUs where they are located, which were delayed due to COVID-19. UNDP provided support for preparatory steps for the planning exercise, consisting of piloting profiling and resilience planning tools, organizing formulation workshops and training the Task Force for Decommissioned Combatants and Communities. ¹⁴⁷ This assistance falls short of the CPD goal of "assessment of the economic and social potential of the areas of settlement (camps) and information on natural resources, infrastructure, security and social capital". In fact, UNDP is not mentioned in the CTP acknowledgement page or text as one of the organizations that supported the planning process. Nonetheless, with funding from the European Union PROACTIVE Programme, and at the request of BMG, MILF and OPAPRU, UNDP will participate in the implementation of the local governance, peacebuilding and socioeconomic components of the CTP, under a stabilization approach. This presents an opportunity for UNDP to further contribute to the transformation of MILF camps into peaceful and productive communities fully integrated into the formal local governance system, as foreseen in the CPD.

Social entrepreneurship has been promoted by UNDP through two main channels: (i) direct social capital grants (in-kind) to community 'cooperatives';¹⁴⁸ and (ii) cash grants to youth-led social enterprises. In the first case, 130 grants were allocated in the 98 barangays that benefited from UNDP CSPP planning support to update their BDPs.¹⁴⁹ The social capital grants financed cooperative projects, and provided jobs and income to vulnerable groups such as widows, IDPs, Maute-Islamic State returnees, out-of-school youth or ex-combatants.¹⁵⁰ In total, around 3,000 people benefitted from these grants,¹⁵¹ but the extent of the impact on their livelihoods is unclear. Triangulated evidence confirms a generally positive impact on social cohesion, especially during COVID-19, when very few opportunities for socializing were available to community members and some projects offered channels for the reintegration of returnees and out-of-school youth. In parallel, a total of 19 youth-led social enterprises received funding from UNDP regional Youth Co: Lab project through the 2020 Ideation Impact Challenge.¹⁵² ICPE interviews with three youth entrepreneurs highlighted that, despite the pandemic, they had been able to expand their businesses after the UNDP intervention with a new round of European Union grants. This helped them to create substantial employment (for 20 to 50 people each) in conflict-affected communities.

Evidence collected by the ICPE shows that only half of the cooperatives receiving social capital grants survived the COVID-19 pandemic.¹⁵³ Insufficient training on business skills, lack of consideration of market realities in the selection of projects, and the absence of a value chain approach were highlighted as major hindering factors for the sustainability of social enterprise development supported by UNDP. Access to finance for expanding business operations was also an issue for youth entrepreneurs, in part due to the lack of culturally acceptable financial services offered in BARMM. Islamic financing has not progressed, also due to the lack of an adequate policy framework. UNDP support to developing Islamic financing, part of this CPD roadmap, has not delivered the expected results. On the other hand, through a partnership with the

BPDA (2020) Camp Transformation Plan (Abubakar, Bushra, Rajamuda, Badre, Bilal, Omar).

¹⁴⁷ Arquiza, R. (2022) Terminal Evaluation Report: START-PEACE Project, UNDP Philippines.

^{148 &#}x27;Welfare Assistance to Vulnerable Entities' programme funded by the Office of the Presidential Advisor on Peace Process, implemented by UNDP.

¹⁴⁹ The number of barangays where grants were allocated are confirmed by triangulated evidence between ROARs and implementing partners for training groups receiving the grants met by the ICPE.

¹⁵⁰ In agriculture, cottage industries, dressmaking and tailoring, hollow block making or rice retailing, among others

¹⁵¹ ICPE own calculation based on an average of 30 members in grant-receiving cooperatives, as per an estimate provided in stakeholder interviews.

¹⁵² Examples of projects funded: traditional cottage industries, peace education sessions in schools, fashion accessories, tailoring.

UNDP did not monitor the social enterprise projects nor measured impact in terms of jobs or income creation. This rate comes from interviews with implementing partners and concerns 78 of the 130 funded small projects.

BARMM Ministry of Trade, Investment and Tourism, the UNDP Accelerator Lab produced an ethnographic study on informal workers and the informal economy in the Marawi area, highlighting barriers to economic inclusion, including for those directly affected by violence. This output has the potential to trigger important changes for marginalized populations, through policy and programming recommendations to reduce the vulnerability of informal workers and ease their graduation into the formal economy.

Finding 11: Post-COVID conflict-sensitive response-to-recovery nexus. UNDP support has been strategically positioned and conflict-sensitive on the response-to-recovery nexus. This support was delivered with the aim of seizing COVID-19 as an opportunity to reinforce social capital and strengthen trust in the regional government's ability to provide for the public good.

UNDP contributed to the deployment of a quick response to COVID-19 for those that needed it most, and at the same time, to empowering frontline responders to fulfil their roles and build their popular legitimacy. With UNDP support, BARMM has seen its COVID-19 response and resilience capacity increased. At the beginning of the pandemic, UNDP helped to enhance data analysis, coordination and communication capacity in the Ministry of Health, Chief Minister's Office and BARMM-READI, the BMG crisis response office hosted by MILG.¹⁵⁴ Hygiene and relief kits were distributed to about 100 first-responders in Government, security forces and civil society to support business continuity in key public services. About 28,000 vulnerable households, including MILF/MNLF combatants, Marawi IDPs, widows of radicalized militants and isolated youth, received one-time hygiene kits and food security support including agricultural equipment, delivered in collaboration with the World Food Programme.¹⁵⁵ Youth- and FBL-led information campaigns, sponsored by UNDP, enabled the population of BARMM to access more accurate information on COVID-19 transmission, prevention and vaccines. Additionally, UNDP supported 20 women's sewing groups with working capital and training to produce personal protective equipment.¹⁵⁶

UNDP also contributed to enriching the regional government recovery support by producing, as early as mid-2020, a BARMM-specific Socioeconomic Impact Assessment (SEIA).¹⁵⁷ This SEIA informed the Bangsamoro COVID-19 Regional Recovery Plan 2020-2022 (BRRP) and the response plans of each of the five provinces and Marawi City.¹⁵⁸ It also helped to outline the impact of the pandemic on the livelihoods of those most affected.¹⁵⁹ The BRRP served as a whole-of-government response framework to help protect long-term social and economic development perspectives for BARMM, especially after the SEIA estimated that BARMM may lose seven years of human development due to COVID-19.¹⁶⁰ The BRRP has also been used by the United Nations country team to coordinate its support for recovery in BARMM.

Philippines Ministry of the Interior and Local Government, Rapid Emergency Action on Disaster Incidence. https://readi.bangsamoro.gov.ph/.

Sources: UNDP Philippines (2020) ROAR and (2021) ROAR (for numbers); stakeholder interviews (for confirming distributions).

¹⁵⁶ From country office reporting, UNDP Philippines (2021) 'Empowering women in BARMM to advance through the pandemic'.

¹⁵⁷ Sample of 750 BARMM households plus key informant interviews.

The SEIA is quoted 17 times as a source of information and recommendations in the BRRP (ICPE Count), and in particular on inequalities of access to health, education, impact on women and resilience-building. Bangsamoro Information Office (2021) 'BARMM finalizes COVID—19 pandemic recovery plan for Bangsamoro region'.

¹⁵⁹ The SEIA showed that informal economy workers – many of whom are women - were the hardest hit by the pandemic because of work stoppages.

BARMM HDI was 0.601 in 2019, then 0.551 in 2021; estimates put it back to 2019 level or higher by 2027. Source: UNDP (2021) BARMM Socioeconomic Impact Assessment.

2.4 Cross-cutting

Finding 12: Resource mobilization. Due to a less favourable aid architecture in the Philippines, during the CPD period, the country office relied on financing from government resources and a few donors to carry out broad areas of CPD work. The country office has been active in considering alternative resources with some notable success, but despite this, has had to work with limited budgets.

The UNDP Philippines country programme was designed with the expectation of \$203 million in resources. While \$2.1 million were meant to be generated from regular resources, the rest were to be generated through government financing, third party contributions and vertical funds. The rationale for the portfolio amount was based on past government financing contributions, and assumptions of many donors providing humanitarian assistance and some continuing to provide development funding. In the area of CCAM, DRRM and NRM, UNDP expected to continue to mobilize resources from GEF and there was an active pipeline portfolio for mobilizing from GCF. Almost all donors expressed support for peacebuilding initiatives in BARMM, and the private sector and foundations were interested in innovation work. The country office estimated a total of \$40.5 million in resources for Governance and Inclusive Growth, \$124.3 million for the CCAM, DRRM and NRM Outcome and \$36.1 million for Governance and Peacebuilding. To January 2023, the country office had spent \$24.2 million, \$25.8 million and \$25.6 million on the three outcomes respectively, adding up to a total expenditure of \$75.6 million, with a delivery rate of 60 percent as of January 2023. This was the result of the COVID-19 lockdown, reductions in government financing partially because of diversion of funds to COVID-19, and lower resource availability for the CCAM, DRRM and NRM Outcome, impacted by a contraction of GEF global funds in the sixth cycle, a reduction in the proposed funding for GCF and delays in its approval.

The changing trajectory of expenditure can be seen in Figure 5, with reductions in all avenues of resources, except for regular resources. During the current programme cycle, government financing declined from \$15 million in 2019 to \$1.95 million as of January 2023. The reduced resources have affected the scale of the CPD ambitions, led to 'projectization' over a strategic objective, and impacted the profile of country staffing. However, the broad areas of the CPD were carried out with new resource mobilization from local government and new funding from donors.

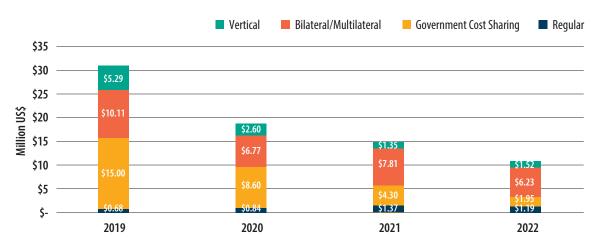


FIGURE 5. Total expenditure by fund category and year, 2019-2022

Source: IEO Datamart from Atlas as of 13 January 2023

The Governance and Inclusive Growth Outcome relied largely on government financing (65.2 percent of total funding), which is a positive model for a middle-income country. At the same time, the resources raised were far lower, and the Outcome had the lowest delivery rate (41 percent). This included a case where the country office had to return government money (Pipol Konek DICT¹⁶¹) and where programme resources did not materialize at the last minute (e.g. a large health sector procurement project). This impacted some UNDP ambitions to support basic service delivery. At the same time, there was a pivot towards local government resources through the LeAPS project and Devlive+ in the cities of San Fernando and Vigan. While these initiatives represent a small portion of current CPD spending,¹⁶² there is scope for expansion to other LGUs after establishing the proof of concept. CCAM, DRRM and NRM had the highest planned resources in the CPD, later readjusted to a modest budget of one-third of the resources (\$36.2 million). The Outcome relied on vertical trust funds as an important source of funding (\$10.7 million in total, although with declining expenditure¹⁶³), which did not materialize to the extent expected. The country office has increasingly tapped into bilateral and multilateral resources, with a future pipeline of projects on marine cooperation, recovery from Typhoon Rai and the circular economy.¹⁶⁴

Though the Peacebuilding and Governance Outcome had the highest delivery rate, it included multiple overlapping projects in a small territory and a rather narrow thematic coverage.¹⁶⁵ The projects had overly ambitious delivery targets, leading to systematic no-cost extensions, especially when UNDP took a long time to financially close projects.¹⁶⁶ The resources raised were almost equally from mobilization efforts during the previous cycle and this one. With a major resource mobilization drive in 2022, UNDP has been able to secure the projects on SALW, MILF transition and socioeconomic recovery/stabilization, and deepen and expand its work on the women/youth, peace and security agendas, which should help to increase overall performance and the sustainability of UNDP results for these outputs.¹⁶⁷ There were also issues with resource diversification, with 83 percent of the Outcome's resource base to 2022 from only three donors (Government of the Philippines, Australia and Japan). Since 2022, UNDP has made great efforts to boost the volume of resource mobilization and also to diversify, with two new potential donors (Qatar and Korea) and an increased share of European Union funding overall.

The country office has paid limited attention so far to non-traditional donors. The mobilization of private sector resources has been noticeably absent for a middle-income country. It has reportedly been difficult to engage with the private sector during the CPD cycle because of the strict due diligence UNDP requires; with companies either disqualified or losing interest because of the length of the process. This may change with the greater focus on economic development work planned in the future. Nonetheless, there are important pieces of legislation that could constitute entry points for partnerships. For instance, publicly-listed companies are required by law to produce integrated reports showing their ability to assess and manage non-financial performance across economic, environmental and social aspects of their organization.

¹⁶¹ UNDP returned \$5,880,000 to DICT through the Bureau of Treasury. UNDP statement for the House of Representatives Committee on Good Government and Public Accountability, June 8, 2021, The project was also discussed in finding 2.

¹⁶² As of January 2023, \$114,096 for the DevLIVE+ project and 350,389.37 for the Localizing e-Govt for Accelerated Provision of Service project that involves LEAPS component.

Because of COVID-19 and challenges in being able to execute in small teams.

From the European Union, Government of Japan and China, with a future pipeline of \$15 million.

For 2023, for example, at least three projects from three different donors are expectd to provide stabilization support, including in similar areas.

¹⁶⁶ The cases of PRIME and SPAN projects were shared with the ICPE, where fund leftovers were communicated to donors at a very late stage after the projects were operationally closed.

At the time of the evaluation, the pipeline (hard and soft) stood at \$18.5 million.

The UNDP role in enabling larger development financing has also been somewhat limited. UNDP helped to build government capacity to access vertical funds. While some headway was made on INFF, this was limited in scope. Private sector engagement through CCAM, DDRM and NRM work has so far raised limited resources. The partnership with GCash for the Tamaraw crowdfund was a one-off event that has yet to be replicated or scaled. Output 2.2 explicitly aimed to include the private sector as key to meeting NDC commitments, but green investments with UNDP support have not materialized so far. This is an area of work where UNDP is most needed according to the IEO stakeholder survey and interviews. ¹⁶⁸ Key stakeholder interviews also pointed to the need for a review of the private sector landscapes which can aid government financing efforts.

Finding 13. Country office realignment, human resource availability and allocation. Driven by resource considerations, the country office went through an unforeseen staff realignment exercise. This closely followed a change management exercise, which started in 2016 but was fully implemented in the current CPD period. A further reduction in staffing led to lower programme delivery, the reduction and consolidation of staff functions meant that staff increasingly needed to be involved in project implementation, over other functions such as quality assurance and M&E.

During the previous and current CPD periods, UNDP has undergone change management and realignment exercises. The change management exercise, which started taking shape in 2016, was finalized in 2019. This aimed to make country office work more strategic in the middle-income context, by: making it innovative; applying best practices that could be contextualized and scaled up nationally; improving research and analysis skills to shape national policies and programmes; and providing targeted capacity and systems development to enable the country to effectively deliver national programmes. There was also an aspiration for more integrated and holistic programming. The 'shape' of the country office would be informed by three critical drivers: (i) strong up-stream capacity; (ii) efficient delivery and integration of programmes and operations; and (iii) integration of strong quality assurance and M&E. Concern was raised by staff during the ICPE that this change management exercise had been impacted by an unforeseen rapid budget decrease. This rapid budget decline resulted in a reduction in positions and ultimately a realignment exercise in 2021, which further reduced the number of fixed term positions. Figure 6 shows the reduction in staff size over the CPD period.

While UNDP exhibited expertise that was critical to programme delivery, the constant change in staffing created challenges. The small team managing the CCAM, DRRM and NRM Outcome was responsible for a portfolio of over 50 projects. UNDP was also short-staffed in its Cotabato field office, which limited its capacity to engage in deeper and more sustained community-level activities, though this was partially offset by a large array of NGO implementing partners. UNDP also found it difficult to co-locate staff in BMG administrations, which could have increased the impact of UNDP institution-building support provided in BARMM. The overall downsizing of the workforce has led to consolidating staff functions across projects, such as for M&E and reporting. Programme staff have also increasingly become drawn into project implementation rather than maintaining a quality assurance focus.

^{168 93} percent of IEO survey responses considered development financing an area of support where UNDP is needed. With 66 percent considering it the area where most UNDP support is needed.

A change management exercise is a more fundamental change in the objective and structure of the office, in comparison realignment is more responsive to an immediate need.

Additionally, at the time of data collection, the reduction in staff had maintained the almost equal split between the Manila and Cotabato offices (see Figure 6b),¹⁷⁰ although the bulk of Outcome 3 work takes place in Mindanao. UNDP also made the choice to place senior international staff in Manila to maintain donor and central government relations, rather than in BARMM which could be important for regional government and partner relations.

FIGURE 6. Staff allocations by year, outcome and type, 2019-2022¹⁷¹ a. By outcome b. By outcome 3 30 30 102 Outcome 1 Outcome 3 27 MNL-Nat. Outcome 2 24 86 Outcome 3 77 Outcome 3 MNL-Int. 48 36 Outcome 3 47 BARMM-Nat. Outcome 3 BARMM-Int. 2019 2020 2021 2022 2019 2020 2021 2022 Source: Philippine Country Office

In addition to staffing changes, the country office also faced the challenge of high turnover and many vacant positions. At the time of data collection, 15 positions were vacant, ranging from 3-14 months, including that of the economist. The country office had a P5 economist until August 2021, and a new economist only joined in September 2022. During the interviews, it was reported that this had partially resulted from a long recruitment process, now further lengthened by the recent UNDP clustering process and the need to recruit through regional hubs. According to staff and stakeholder interviews, UNDP has not been considered an employer of choice given the budget uncertainty, job insecurity and opportunities with other bilateral/ multilateral players in the Philippines. This risks a loss of institutional memory, with few staff remaining who have an overview of the entire portfolio and knowledge of the main partners.

Finding 14: Partnerships. UNDP has continued to demonstrate and leverage strong partnerships with the Government. The UNDP facilitation role between the Government and MILF was critical in pursuit of implementation of the peace process in BARMM. UNDP engagement with CSOs was also strong, involving them in the design of programmes. Synergy was built with United Nations partners for policy studies, and more recently in the United Nations coordination function, but less so in joint programme implementation. Stakeholders consider the UNDP integrator role, connecting the Government and national development partners, to be a key area that hasn't been fully realized. Partnerships with the private sector and international financial institutions (IFIs) were limited.

UNDP has positioned itself as a key partner of the Government, especially in relation to evidence-based policy planning, evaluation, integrated planning, disaster risk reduction and management, leadership on peacebuilding and conflict-affected governance. The Inclusive Growth Outcome, which relied mostly on

¹⁷⁰ Country Office data provided on 8/9/2022.

Data for Outcome 1 in 2019 is missing in the figure because the Institutions & Partnerships team was yet to be established.

the NAM modality, worked closely with national, provincial and local governments. The UNDP programme structure and projects have supported short- and medium-term government efforts. At the same time, good practices have had limited scale up and institutionalization. UNDP worked closely with NGAs and LGUs in the CCAM, DRRM and NRM work, with very few exceptions, wherein changes in NGA leadership and institutional structures have led to delays or lower execution rates. UNDP governance and peacebuilding work has been designed and implemented in close collaboration with the national Government and MILF leadership (and MNLF to a lesser extent because of their lack of presence in the Island states). This privileged relationship has been decisive to enable UNDP to play a facilitator role for Government /MILF engagement during challenging periods of the peace process. At local government level, UNDP has forged privileged relationships with a handful of institutions in BARMM that have remained strategic partners throughout the CPD cycle. The UNDP partnership survey showed that government partners rated UNDP favourably in relevance and impact, 91 percent having a favourable perception and 87 percent viewing UNDP as valued partner with a relevant role in the development of the country. According to respondents, the value of UNDP as a partner notably lies in its technical expertise, programme and project implementation and capacity-development, especially in the areas of poverty reduction, resilience, gender and, to a lesser extent, governance and the environment.¹⁷²

UNDP worked extensively with CSOs and their networks, higher education institutions and research institutions in its inclusive growth work. UNDP engaged with research institutions to analyse development finance frameworks. All procurement projects involved CSOs and higher education institutions in the form of regional advisory hubs to provide technical assistance to provincial and local government agencies. UNDP developed the capacity of CSOs as trainers and network builders. In the CCAM, DRRM and NRM work, UNDP project activities were often coordinated or implemented through CSOs, who had gained credibility and the trust of local communities over years of work in the area. Additionally, local universities helped to localize DRRM planning by providing technical assistance to LGUs. In the Governance and Peacebuilding Outcome, UNDP worked with a variety of CSOs, think-tanks and academic institutions, UNDP developed the capacity of CSOs as trainers and network builders and supported social enterprise start-ups. A defining feature of the UNDP partnership strategy with civil society was the important space given to faith-based organizations and leaders, rightly considered as critical partners in building peace in the BARMM context, and especially for PVE. Overall, CSO partners were regularly consulted during project design. UNDP also provided sufficient assistance to help them to fulfil UNDP rules and regulations when a contract or grant was involved. Additionally, the Accelerator Lab team has been prototyping social innovation approaches (e.g., systems/design thinking, foresight, sensemaking) to facilitate multi-stakeholder processes, empower Indigenous communities and support CSOs in participatory planning processes.

UNDP has engaged with other United Nations entities to conduct joint studies. For example, with UNICEF and government partners, UNDP contributed to the Impact of COVID-19 Crisis on Households in the National Capital Region of the Philippines study, and the Joint Vaccine Acceptance report with the World Health Organization (WHO). UNDP was Chair of the prosperity and planet pillar from 2020 to 2021, and is currently Chair of the peace pillar, which aim to promote joint United Nations activities. At the same time, partnerships have been somewhat limited in the implementation of the project portfolio. In the Inclusive Growth Outcome, there was only one notable example; UNDP partnership with other United Nations entities for JP-INFF has strengthened national and local planning and budgeting systems. At local level, UNICEF supported the Public Finance for Children Technical Working Group, to use the budget-tagging tool for child-related SDG priorities in select LGUs. In partnership with the Commission on Population and Development, UNFPA facilitated the development of a National Action Plan that was used for budget

¹⁷² UNDP (2020) Partnership Survey – Country Report for the Philippines.

advocacy work to generate resources for programmes that address adolescent pregnancy. Partnerships were limited in the CCAM, DDRM and NRM portfolio; while the SHIELD project was designed for synergy with UN Habitat in resilience work, the only example of the inclusion of United Nations entities in programme design, though this is in an early phase and. There was scope for working with other United Nations agencies such as the United Nations Environment Programme, United Nations Office for Disaster Risk Reduction and United Nations Industrial Development Organization on common areas of concern. UNDP maintained a few partnerships within the United Nations system in BARMM, with the enduring and expanding partnership with UN Women around the RAP-WPS the most strategic and impactful. There was regular coordination with UNICEF around child soldiers and camp transformation,¹⁷³ in addition to a joint programme that ended at the beginning of the CPD period.¹⁷⁴ Although UNDP did not involve other agencies in its post-COVID SEIA in 2020, the results were useful to other agencies for COVID-19 recovery planning. According to stakeholders interviewed, UNDP engagement with United Nations partners in BARMM has been more recent.

UNDP engagement with the private sector for programme implementation is also still nascent. Through the BIOFIN project, UNDP has worked with the Public-Private-Partnerships Center to develop partnerships in protected areas. However, the joint memorandum policy supporting this action is still in development. UNDP has had limited collaboration with IFIs (World Bank, Asian Development Bank, Islamic Development Bank or International Monetary Fund), although they manage relevant activities for peacebuilding and governance work (including on community development, social inclusion, LGU finance and anticorruption). UNDP partnerships with IFIs have so far been limited to the use of data for research studies, such as the use of World Bank data or preparation of the Mandanas Flagship report, and to one-off participation in webinars. Overall, the UNDP integrator role, connecting national and other development partners, was not fully realized during the CPD period.¹⁷⁵ It should be noted, however, greater engagement is planned, and discussions are underway to work with the World Bank on climate finance and the Asian Development Bank on recovery and resilience issues.

As per the recommendation from the previous ICPE, the South-South cooperation framework was used more strategically to train MILF on political transition from combatant to civilian life and governance through exchanges with the Government in in Banda Aceh.¹⁷⁶ A series of South-South exchanges organized by UNDP with Indonesia on interfaith dialogue helped FBLs become more actively engaged in BARMM. The LeAPS project benefitted from exchange with Bangladesh on use of the a2i model, which provided the BARMM Government with a broader understanding of platforms and the capacity required. But this is yet to materialize into operational service centres.

Finding 15. Cross-outcome synergy. Cross-outcome linkages have been limited during the CPD period, despite key opportunities for linking governance and peacebuilding work to strengthen local governance. The design of some new projects demonstrated greater attention to cross-outcome synergy.

Cross-outcome synergies were less evident in the current CPD portfolio. While greater integration has recently been discussed in the country office, in particular during the recent annual sensemaking sessions, programme teams continue to work mostly in silos. In the current CPD portfolio, only three

UNDP participation to the UNICEF-led Country Task Force on Monitoring and Reporting on Children in Situations in Armed Conflict; UNICEF and UNDP worked together to develop complementarity projects in BARMM on Camp transformation through European Union funding

¹⁷⁴ "Programme for Building Capacities for Sustaining Peace in Mindanao", funded by the Peace-Building Fund (UNDP, UNICEF, UN-Women).

¹⁷⁵ This was confirmed by stakeholder interviews. Additionally, around 6.8 percent of respondent strongly disagreed or disagreed that UNDP was successful in promoting programme models that would bring together different sector actors or multisector integrated solutions to development challenges. This represented a stronger area of disagreement in the survey.

¹⁷⁶ It was set up by the Gerakan Aceh Merdeka (GAM), or main liberation movement in Aceh, after signing a peace agreement with Indonesia in 2005.

projects out of a total of 92 were officially tagged as 'cross-cutting'.¹⁷⁷ There were missed opportunities to integrate governance work across other outcomes. UNDP could have supported central and local government agencies to build evidence-based planning and evaluation into sectors related to climate change and peacebuilding. Similarly, citizen engagement work would have added value in CCAM-DRRM and peacebuilding work. Furthermore, evidence-based climate models could have been mainstreamed into local development planning. Key informant interviews suggested that some projects contributed to cross-outcome collaboration, even when not explicit in design. For example, the Australian-funded ISIP support to women entrepreneurs in BARMM contributed to peacebuilding.

In BARMM, though an area-based approach to achieve greater synergy between the three outcomes was lacking, a few cross-outcome collaborations did take place. These included the COVID-19 response and youth-led social enterprises funded under the Youth Co:Lab Project, or developing the Bangsamoro Convergence Framework for Community Resilience (both with Outcome 2). The LeAPS project (Outcome 1) was a missed opportunity for cross-outcome integration. While it had substantial project presence in Cotabato, interactions with the peace team were rare. One of the LeAPS intended results was to strengthen citizen-LGU trust through better handling of grievances, a goal that could be highly effective for sustaining peace. UNDP could also have planned for the peacebuilding and governance team to work on the capacity-building of core LGU functions in BARMM, in the context of implementation of the Mandanas Ruling and in preparation for further devolution of power to LGUs once the BARMM Local Governance Code is passed in BTA.

A new opportunity for cross-outcome collaboration has now appeared with the recently initiated, headquarters-funded Climate Security project (2022). This project is at the conflict and climate change nexus, and has received inputs from the CCAM-DDRM team. The new Circular Economy project (2022) is also designed to work across the three outcomes, building data capacity and exchanging lessons at local, regional and national levels.

Finding 16: Gender. UNDP peacebuilding work has been responsive to the needs of women and girls, and the work with women mediators has the potential to be transformative. Progress has been made in gender mainstreaming, with a gender action plan and the establishment of a gender focal team. On the other hand, work on the Governance and Inclusive Growth and CCAM, DRRM and NRM outcomes remained gender-targeted, mainly focused on the equal participation of men and women, but lacking a gender-responsive approach to address the differential needs of men and women and ensure the equitable distribution of benefits, resources and status.

Two years into the current CPD, the country office has made efforts to consider gender more strongly in its management and programming. The country office developed the Gender Equality Seal Action Plan (GESAP) 2021-2023, the first of its kind in the office, which complements the efforts of the CPD to mainstream gender. GESAP focuses on seven components for a more holistic approach to gender, including:

- i. Efficient management through a gender action plan, review of senior management based on gender results, creation and functioning of a gender focal team, increased gender expenditure.¹⁷⁸
- **ii.** Improving the capacity of programme managers, hiring in-house gender expertise and ensuring gender competencies in newly hired staff.

¹⁷⁷ NDC Support Project for the Philippines, Adaptable Digitally Enabled Post-Crisis Transformation, and Achieving 2030 Agenda in Asia Pacific projects.

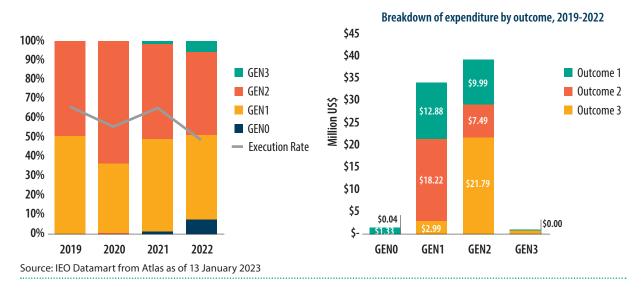
^{178 70} percent of the programme expenditure directly contributes to gender equality results (Gen 1 and Gen 2) and 15 percent of project expenditure directly contributes to programmes and/or projects with gender equality as the primary objective (GEN3).

- **iii.** Enabling a work environment that ensures gender equality, work-life balance, an inclusive work environment and staff empowerment.
- iv. Gender-responsive communication and knowledge management.
- **v.** Improved programme results with gender more fully integrated into programme design and more gender-responsive M&E.
- vi. Stronger partnerships with relevant partners.
- **vii.** A focus on results and impact through gender advocacy, stronger leadership efforts and interventions focused on structural transformation.

However, GESAP has not included a context analysis or an examination of the most relevant entry points for UNDP in relation to GEWE and gender mainstreaming, in line with the current CPD.

During the current programme cycle, the percentage of project expenditure that had gender as an important component (Gen 2 and Gen 3) increased from 49.3 percent in 2019 to 63.6 percent in 2020, before decreasing to 51 percent in 2021 and 48.4 percent in 2022. Overall, expenditure on Gen 2 and Gen 3 projects has declined alongside the lower delivery rate of the country office (see figure 7). Most projects with gender as an important objective belonged to the Governance and Peacebuilding outcome, accounting for \$22.6 million out of a total of \$40.1 million spent on such projects. The majority of expenditure of the CCAM, DRRM and NRM outcome was on projects where gender was not an important objective (see figure 7b). Gen 2 and Gen 3 spending are currently below Gender Seal requirements.





¹⁷⁹ The breakdown of expenditure by gender marker for 2022 is as follows: 8.6 percent for GEN0, 43.4 percent for GEN1, 42.1 percent for GEN2 and 5.9 percent for GEN3, based on data retrieved via Atlas on 13 January 2023. This information is not shown on the graph as 2022 was not yet closed.

Overall, results from the Governance and Inclusive Growth outcome were gender-targeted. The country office reported on many interventions benefitting women equally, or to a sizeable extent in male-dominated areas (for example, women's decision-making in the construction and maintenance of infrastructure projects) even though this wasn't explicit in intervention designs. UNDP work on tracking development progress collected sex-specific data, but it is not yet evident how this will be used for decision-making.¹⁸⁰ The JP-INFF was gender-responsive in its design of the Action Plan on Adolescent Pregnancy, which aimed to address the needs of women while also contributing to the reduction of adolescent pregnancy which could have a transformative impact. Through work on the effective delivery of basic services, women benefitted from different types of services delivered by UNDP. However, there is no indication that the initiatives consulted men and women on their preferences for service priorities to respond to their needs. There was also a case where neutrality resulted in an intervention initially being gender-blind. The Roads2SDGs project was considered gender-neutral until project reports highlighted the importance of the project for women, and the need for greater gender-sensitivity in road planning, construction and monitoring.¹⁸¹ UNDP was responsive, introducing changes such as the use of an assessment tool on the gender-responsiveness of road infrastructure and related facilities, and incorporating gender and development into the local roads network development planning process.¹⁸² In civic and community engagement, the only initiative that had evidence of specifically targeting women was the ISIP project, which included a focus on women-led social enterprises in BARMM during the last stage of project operation.

Most CCAM, DRRM and NRM initiatives were gender-targeted. UNDP assisted the Government to collect more gender-sensitive data and measure gender-responsive outcomes through the integration of measures to overcome systemic barriers in the National Disaster Risk Reduction Management Plan. UNDP also helped to build government capacity to collect vulnerability data segregated by sex and other demographic factors. At the same time, UNDP programme implementation in CCAM-DRRM remained mostly gender-targeted. The NDC Gender Action Plan was one of the major outputs of UNDP mitigation efforts, but this was crafted prior to the Philippines NDC and was ultimately not ratified or adopted. Other initiatives on NDC and climate change mitigation lacked a concrete gender results framework. The biodiversity component was the most gender-responsive. For example, women participating in seaweed farming activities of the Agis-agis Seaweed Growers Association stated that they did not have income-generating activities prior to UNDP support, relying on the incomes of their husbands. Through facilitation and capacity-building, the SGP5 project empowered women's groups to generate their own solutions to ecological issues, paving the way for the groups to be registered as people's organizations and receive funding from other organizations. However, there were instances where UNDP was gender-blind. For instance, the project results framework for managing fish stocks was not sex-disaggregated, and gender results were not monitored.

UNDP peacebuilding work in BARMM has been critical for empowering women and youth as peace champions and building a policy agenda, and piloting whole-of-society mechanisms to increase protection and rehabilitation from conflict-related violence. UNDP support has been most transformative in raising women's profiles by training influential groups of insider mediators to facilitate the BOL process, launching WIM-RAMP, and equipping a cohort of women Islamic scholars, women mediators and women in the security sector with specialized skills for the reintegration and aftercare of violent extremism returnees and preventing new radicalization. UNDP was sensitive to the traditional roles played by women in Mindanao culture, both among Muslim Moros and

¹⁸⁰ Quarterly Progress Report, Quarter 3, 2021, City of Vigan; Quarterly Progress Report, Quarter 3, 2021, City of San Fernando.

UNDP Philippines (2019) ROAR.

Maricel Fernandez-Carag (2022) Terminal Evaluation of Paving the Roads to Sustainable Development Goals through Good Local Governance (Roads2SDGs).

¹⁸³ UNDP has been recently improving. For example, early recovery from Typhoon Rai illustrates the shift to more gender-sensitive programming where UNDP intervention is leading to scaling of business.

¹⁸⁴ UNDP and GEF (2019) Termination Evaluation, Sustainable Management of Highly Migratory Fish Stocks in the West Pacific and East Asian Seas.

Indigenous Peoples, to support a culturally-sensitive empowerment process in peacebuilding. ¹⁸⁵ On the political side, UNDP support has been mainly gender-responsive, confronted with deep-seated male domination that will take time to shift. ¹⁸⁶ UNDP played a seminal role in establishing the BWC and increasing its recognition by the rest of government, which has accelerated the appointment of gender focal points in all ministries and certain LGUs.

There are areas where UNDP work has been less successful. UNDP support to strengthen women's roles in the security sector has not had convincing results so far. No BIWAB members are part of JPSTs, in part due to the failure of UNDP gender-blind support to building the JPST barracks, and women only represent a small share of the upcoming regional police force. UNDP has worked closely with BWC to strengthen BARMM policy and practical tools to combat SGBV, and WIM-RAMP is instrumental in providing immediate responses to cases of domestic violence. However, UNDP could have gone further by enhancing women's access to fair justice, especially in a context where SGBV is still primarily dealt with through customary male-dominated channels. Women in indigenous communities suffer from multiple drivers of marginalization, as do conflict widows, who are said to be marginalized in their own communities when their husbands or sons are thought to have joined a terrorist group. In addition to mobilizing WIM-RAMP to address such situations early on, UNDP has also systematically targeted conflict widows for its early COVID-19 recovery support and involved them in its recently-initiated community security work.

In terms of organizational efforts, gender was a top priority in 2021, when the country office activated the Gender Focal Team (GFT), chaired by the Deputy Resident Representative and composed of representatives from all units, with a clear action plan and dedicated resources.¹⁸⁸ The GFT has been working towards meeting the objectives of GESAP, with many action points in the process of being implemented.¹⁸⁹ Also in 2021, the Peace Team on-boarded a Gender and Peacebuilding Advisor to provide technical and advisory support for the implementation of women, peace and security projects in BARMM. However, despite this progress, at the time of writing there was still no full-time in-house gender advisor/expert in place. The country office is the process of hiring an Individual Contractor gender expert, but this would not be a senior staff member with technical expertise at the management table, as advised by the United Nations Gender System-wide Action Plan.¹⁹⁰

Finding 17: LNOB and human rights. To a large extent, UNDP interventions, especially those focused on socioeconomic empowerment, targeted and generated results for those most likely to be left behind. But an overarching strategy for targeting those left behind was less visible. A consideration of human rights is evident in multiple initiatives, but there was limited support to responsible Philippine institutions, such as the Human Rights Commission.

During the current CPD period, there was evidence of UNDP work targeting and benefitting those left behind.¹⁹¹ In the Governance and Inclusive Growth outcome, because of its wide geographical coverage and the focus of government initiatives on less developed, remote, poor and conflict-prone areas, those left behind have benefitted from UNDP contributions to provincial-level road management, the procurement of education equipment, free wireless networking and social service delivery. At the same time, neither the project design nor results

¹⁸⁵ For example, Maranao women from royalty or the political elite have always acted as intermediaries or arbiters in clan feuds. International Crisis Group (2022) 'Southern Philippines: Fostering an Inclusive Bangsamoro'.

Women still hold only four ministerial-rank positions (out of 15 cabinet positions).

Only 13 percent of the 200 newly recruited police officer positions in the Police Regional Office for BARMM are held by women (Source: BWC). The PRO-BARMM has plans to eventually recruit around 5,000 former MILF combatants.

¹⁸⁸ UNDP Philippines (2021) ROAR.

¹⁸⁹ Such as reviewing gender results in Performance Management and Development assessment for leadership and programme, gender competency screening in interviews for new recruits.

This United Nations system-wide accountability framework is designed to measure, monitor and drive progress towards a common set of standards aimed at GEWE. It applies to all entities, departments and offices of the United Nations system. Refer to https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/How%20We%20Work/UNSystemCoordination/UN-SWAP/UN-SWAP-2-TN-en.pdf.

This was supported by the IEO survey, where majority of respondents (95 percent) agreed that UNDP enabled processes to address social inclusion and addressed issues facing those left behind (92 percent). Several respondents from various types (central and subnational government, academic, NGOs/CSOs, private sector) pointed out the need for UNDP to support the inclusion of Indigenous Peoples, Indigenous Cultural Communities and ethnicity.

demonstrate a systematic approach for reaching those furthest behind in the given geographies. UNDP work on socioeconomic empowerment, which was more targeted, especially benefitted women, youth and Indigenous populations. The work in BARMM through ISIP also benefitted Indigenous Peoples, people with disabilities, and conflict-affected persons. An ICPE field visit to a site of the Accelerator Lab-supported DoST initiative also demonstrated UNDP support to Blaan Indigenous communities residing in the Municipality of Kiblawan, to form a group to market their products and engage in the market economy. Consideration of human rights was manifested in projects that promote socioeconomic rights and access to services, including free wireless networking. UNDP supported People Living with HIV through the HIV Response project, together with the United Nations Joint Team on AIDS, led by UNAIDS. This included the design of Massive Open Online Courses for drafting local HIV ordinances to include LGBTI antidiscrimination, and for local investment planning for HIV, which will be used by LGUs.

In UNDP biodiversity project work, beneficiaries from the GEF-funded SGP5, SMARTSeas and BIOFIN initiatives were inherently more inclusive compared to other projects in the CCAM, DDRM and NRM outcome. These initiatives supported the formal registration of people's organizations and strengthened capacity to start BDFEs to provide income to these people's organizations and contribute to biodiversity conservation. Beneficiaries interviewed stated that most of the people's organizations comprised of marginalized and disadvantaged groups such as Indigenous People, farmers, fisherfolk, and those considered to be amongst the poorest of the poor in the Philippines. BIOFIN was able to pilot a crowdfunding model with private sector partner GCash and raise resources to provide six months of field allowances for 33 furloughed rangers of the Mts. Iglit-Baco Natural Park. These were mostly members of the Mangyan Indigenous Peoples. While the crowdfunding was considered a success, it has yet to be replicated or scaled. In other areas of work there were examples of a focus on vulnerability, such as UNDP work on CCAM-DDRM planning which utilized hazard maps to identify vulnerable communities, and the focus on electrification for last-mile communities through renewable energy. But there was a lack of evidence of adequate consideration for other intersecting factors such as discrimination that may lead to a community being left behind. There was little to no evidence of youth empowerment, despite youth participation being one of the key interventions for the Prosperity and Planet pillar of the PFSD.

In the peacebuilding work, UNDP supported indigenous populations and the Christian minority, providing numerous opportunities for their participation in platforms discussing the conflict in BARMM and searching for solutions, ¹⁹³ and influencing the content of the BOL to better protect minority rights. Eventually, the higher visibility of the minority rights agenda in public debate led the BMG to establish the Ministry of Indigenous Peoples' Affairs in 2019, and in 2020 the Office for Settler Communities (mostly Christians), to promote the welfare of these respective groups and address their concerns on possible inequality or discrimination. ¹⁹⁴ UNDP supported the initial drafting of the Indigenous Peoples' Code, though this is still on standby in the legislative process for political reasons. UNDP has attempted to direct ground-level programming for participation in community governance, livelihood recovery and mental health support, towards those furthest left-behind, including former MILF members and their families, youth joining radical groups, widows and families of fallen or imprisoned jihadists, populations displaced by the Marawi siege and Indigenous populations living in communities subject to regular land grabs. This support has been limited in time and scope, however, as it consisted mostly of facilitating participation in short-lived community platforms, and distributing early recovery assistance or grants to set-up social enterprises. Marginalization in BARMM also relates to place of residence, with

Intersecting factors for consideration include geography, discrimination, vulnerability to shocks, governance and socio-economic status. See United Nations Guide on integrating LNOB: https://unsdg.un.org/resources/leaving-no-one-behind-unsdg-operational-guide-un-country-teams.

For example, the Inter-Faith Dialogue with Christian minority representatives, and the South-Upi Tri-People Conference gathering Moro and non-Moro Indigenous Peoples groups.

Republic of the Philippines Bangsamoro Information Office (2022)'BARMM Gov't to create office for settler communities'. https://bangsamoro.gov.ph/news/latest-news/barmm-govt-to-create-office-for-settler-communities/.

remote and conflict-affected communities suffering more. ¹⁹⁵ UNDP support at the area-level has concentrated on communities considered to be conflict-affected in and around Marawi and in Maguindanao, the most accessible of the five BARMM provinces. Under a United Nations Country Team-wide process, UNDP is now seeking an operational model that would allow it to replicate best practices demonstrated in these two provinces to the island provinces that still witness the highest levels of insecurity, poverty and political instability.

Conflict legacies consisting of human rights violations and disputed land claims are yet to be fully reflected in the BARMM process. ¹⁹⁶ UNDP initiated capacity-building of the MILF leadership on transitional justice and reconciliation shortly after the peace agreement was signed, but was hampered by political obstacles. In the meantime, UNDP is yet to engage with the fledgling Bangsamoro Human Rights Commission and the justice system (formal or informal) to increase human rights compliance. UNDP support to build the capacity of responsible Philippine institutions, such as the regional Human Rights Commission and the national Commission on Human Rights, has been absent, though this was a recommendation of the previous ICPE. Despite high levels of inequality (economic, geographic, ethnic, to name a few), UNDP has made limited contributions so far to long-term policy reform measures for those left behind. This includes support to certain groups, such as those living disabilities, whose rights are more likely to be violated.

2.5 Country programme performance rating

The table below presents the country programme performance against the OECD DAC assessment criteria of relevance, coherence, effectiveness, efficiency and sustainability, as well as four key parameters. The office's rating for each parameter is based on a four-point scale, with 4 being the highest and 1 the lowest. This scoring table should be read bearing in mind the findings presented in the previous sections, which provide a more detailed justification for the scores awarded. Disaggregated scores by product and indicator, as well as details on the scoring method, are presented in Annex 7.

Criteria and key parameters	Note (1-4) ¹⁹⁷	Justification
1. RELEVANCE	3	The CPD is aligned to different national priorities of the Philippines Government and parts of the Philippines Development Plan. UNDP interventions responded to gaps in government and CSO capacity and to community needs. UNDP was able to adapt to new challenges such as COVID-19. UNDP work was well aligned to the PFSD, and subsequently the SEPF and UNDP Strategic Plan. UNDP interventions have reflected its comparative
1.A. Adherence to national development priorities	4	
1.B. Alignment with United Nations/UNDP goals	3	
1.C. Relevance of programme priorities	3	
		advantage in the areas of capacity-development and
		in the peace process to accelerate implementation of
		complex national processes. But there was limited work on
		democratic governance and core government functions for
		conflict prevention. The country office did not sufficiently
		emphasize UNDP global work on core government
		functions, community security and local economic recovery.
		Gender equality and LNOB were not consistently part of programme design.

World Bank (2018) 'Making Growth Work for the Poor: A Poverty Assessment for the Philippines'.

[&]quot;We still need to work on mainstreaming discussions on human rights in our peace efforts", official representative of the Government of Philippines quoted in the Mid-Term Evaluation Report of the EU-funded UNDP Programme for "Preventing Violent Extremism through Promoting Tolerance and Respect for Diversity – Phase II".

¹⁹⁷ 4= Fully Achieved; 3=Mostly Achieved; 2=Partially Achieved; 1=Not Achieved.

2.A. Internal consistency of the programme 2.B. External coherence of the programme 2 INDP inclusive growth and peacebuilding outcomes could have stronger integration on capacity-building of core LGU functions in BARMM in the context of implementation of the Mandanas Ruling and in preparation for further devolution of power to LGUs once the BARMM Local Governance Code is passed in BTA. Some of the newer projects on climate security and circular economy demonstrate more integrated thinking. UNDP has been able to position itself as a trusted partner of the Government. There have been innovative partnerships with academia and CSOs. Synergy was built with United Nations partners for policy studies and more recently in the United Nations partners for policy studies and more recently in the United Nations partners has recently improved. Partnerships with the private sector and IFIs have so far been limited. Stakeholders felt that UNDP could play a stronger integrator role. 3. EFFICIENCY 3. A. Timeliness 3. B. Management and operational efficiency 2 Many projects were delayed in their implementation. While COVID-19 and SPA approval were major factors, staffing changes and resource limitations also contributed to delays. There were lags in hiring consultants and procurement processes. This led to non-utilization of the budget. No-cost extensions were common. All peacebuilding projects started before 2021 had to be extended given the difficult context and complex issues addressed, which weren't acknowledged in the design stage. UNDP has adhered to programme quality standards in providing capacity-building, technical assistance and administrative support on procurement. Some government financing projects demonstrated the need for better risk management. Over reliance on small projects, especially for biodiversity work, has led to high transaction costs. UNDP was understaffed, especially in the Cotabato field office. The country office has had limited results in mobilizing resources in the first half of the CPD	2. COHERENCE	2	There was limited synergy across programme outcomes.
2.B. External coherence of the programme 2 of core LGU functions in BARMM in the context of implementation of the Mandanas Ruling and in preparation for further devolution of power to LGUs once the BARMM Local Governance Code is passed in BTA. Some of the newer projects on climate security and circular economy demonstrate more integrated thinking. UNDP has been able to position itself as a trusted partner of the Government. There have been innovative partnerships with academia and CSOs. Synergy was built with United Nations partners for policy studies and more recently in the United Nations coordination function, but less so in joint programme implementation. In BARMM, collaboration with other United Nations partners has recently improved. Partnerships with the private sector and IFIs have so far been limited. Stakeholders felt that UNDP could play a stronger integrator role. 3.B. Timeliness 3.B. Management and operational efficiency 2 Many projects were delayed in their implementation. While COVID-19 and SPA approval were major factors, staffing changes and resource limitations also contributed to delays. There were lags in hiring consultants and procurement processes. This led to non-utilization of the budget. No-cost extensions were common. All peacebuilding projects started before 2021 had to be extended given the difficult context and complex issues addressed, which weren't acknowledged in the design stage. UNDP has adhered to programme quality standards in providing capacity-building, technical assistance and administrative support on procurement. Some government financing projects demonstrated the need for better risk management. Over reliance on small projects, especially for biodiversity work, has led to high transaction costs. UNDP was understaffed, especially in the Cotabato field office. The country office has had limited results in mobilizing		2	
3.A. Timeliness 3.B. Management and operational efficiency 2	2.B. External coherence of the	2	of core LGU functions in BARMM in the context of implementation of the Mandanas Ruling and in preparation for further devolution of power to LGUs once the BARMM Local Governance Code is passed in BTA. Some of the newer projects on climate security and circular economy demonstrate more integrated thinking. UNDP has been able to position itself as a trusted partner of the Government. There have been innovative partnerships with academia and CSOs. Synergy was built with United Nations partners for policy studies and more recently in the United Nations coordination function, but less so in joint programme implementation. In BARMM, collaboration with other United Nations partners has recently improved. Partnerships with the private sector and IFIs have so far been limited. Stakeholders felt that
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4. EFFECTIVENESS	3	UNDP has delivered capacity-development results related
4.A. Achievement of results at the output and outcome levels	3	to evidence-based planning, evaluation, integrated planning and budgeting and e-governance. But the ability to meet outcome and output objectives at scale was limited. Institutional capacity was strengthened, especially in disaster risk management, CCAM and biodiversity conservation, but less so in mitigation work. UNDP involvement in procurement expedited the
4.B. Inclusiveness of the programme (especially those at risk of being left behind)	3	
4.C. Prioritizing GEWE	2	
4.D. Prioritization of innovation for development	3	delivery of delayed services in some projects, while there was also a case of project suspension. In BARMM, UNDP made important contributions to a complex context especially in the transition process and in building the foundations of governance and peace infrastructures. The UNDP portfolio focused on remote geographies and those vulnerable to climate change, especially the socioeconomically disadvantaged. In BARMM, UNDP helped to build the individual capacity, platforms, policies and governance mechanisms necessary to protect vulnerable groups from violence, and promote social inclusion. UNDP was less visible in policy and reform measures on LNOB nationally. There was less focus on the reduction of inequalities. UNDP peacebuilding work has been responsive to the needs of women and girls and some initiatives have the potential to be transformative. This was less so the case for other areas of work. More attention has been paid to GEWE recently. UNDP prioritized innovation in a number of projects, especially projects in partnership with the Accelerator Lab, the Youth Co-Lab and the work on BIOFIN. In BARMM, UNDP has introduced several innovations around peacebuilding, such as insider mediation, WIM-RAMP, and the youth, peace and security agenda. But many emerging
E CLICTAINIADILITY	2	good practices have yet to be replicated.
5. SUSTAINABILITY 5.A. Sustainable capacity	3	UNDP has contributed to national and local government capacity-building with good government ownership of the processes. There were still challenges in building long-term institutional capacity. While investments were made in building the skills of beneficiary groups and institutions, many interventions have been unable to scale.
5.B. Financing for development	2	
		UNDP helped to build government capacity to access vertical fund financing. While some headway was made on INFF, this was limited in scope. Access to private sector development financing has been very limited.

CHAPTER 3 CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

This chapter presents the evaluation's conclusions on UNDP performance and contributions to development results in the Philippines, recommendations and the management response.

3.1 Conclusions

Conclusion 1: UNDP strategic positioning. Through the current CPD, UNDP built on the previous programming cycle to support the strengthening of national and local capacity to deliver results to advance the Philippines Development Plan. UNDP also demonstrated its comparative advantage in accelerating progress towards complex national processes, especially in the facilitation role between the Government and MILF, which was crucial in keeping the implementation of the peace process moving forward in BARMM. UNDP has been highly responsive to the needs of its partners, and many interventions have had strong government ownership. Results have been impacted by challenges in building long-term institutional capacity and scale-up.

Though the current CPD, the country office aimed to: strengthen institutional capacity to deliver targeted programmes that ensure no one is left behind; support the strengthening of national and local planning processes; assist the country's structural transformation to low-carbon and climate-resilient development; and address the key drivers of conflict and instability. Building on work in the last programme cycle, UNDP continued to strengthen the provision of direct services through direct programme delivery and supporting government capacity-building. It continued to play a key role in strengthening disaster preparedness in local development planning and building the capacity of LGUs. It supported sustainable livelihoods, especially in the recovery context. UNDP also nurtured an enabling environment for peace while responding to emerging drivers of conflict and risks to stability. This contributed to a more inclusive peace infrastructure in BARMM, responsive to the needs of women and girls and potentially transformative for women's role in peacebuilding, in particular through the work with women mediators. It has also followed a whole-of-society approach working with Indigenous people, the Christian minority, former MILF members and their families, youth joining radical groups, widows and families of fallen or imprisoned jihadists, and furthering the UNDP inclusive growth and LNOB agenda.

Compared to the previous programme cycle, there was a shift away from some relevant areas of standalone programming such as strengthening access to justice and human rights and deepening democracy. This has weakened UNDP strategic positioning vis-a-vis long-term governance reform work. At the same time, UNDP has moved towards strategic capacity-building programmes designed to meet the needs of a middle-income country, including for M&E capacity, which provide better resource mobilization opportunities. There has been a shift to digitalization through programmes such as DevLive+, LeAPS and Pintig Lab. While the innovation agenda was driven by the Accelerator Lab to a certain degree, UNDP also introduced several innovations around peacebuilding, such as insider mediation, WIM-RAMP, and the youth, peace and security agenda. UNDP delivered results through key partnerships with national and local government counterparts, and some members of CSOs and academia. The UNDP integrator role connecting national stakeholders and development partners could have been better realized.

UNDP was viewed as highly responsive to stakeholder needs and a trusted partner for national and local governments. But COVID-19 lockdowns and the need for SPA clearance hampered many programme activities. The country office experienced a long transition period, with the change management exercise followed by the realignment exercise, which resulted in reduced capacity to deliver the country

programme. The sustainability of UNDP work was impacted by limited resource availability compared to that envisioned at the beginning of the programme cycle. There were limited contributions to structural changes in governance institutions and limited impact on the budgetary and legislative agenda. In the case of peacebuilding, there was also the issue of lack of sufficiently charted strategies when initiating capacity-development work to meet programme objectives. Socioeconomic empowerment work had limited scale-up. However, the new project pipeline is evidence of a move towards a more long-term development perspective.

Conclusion 2: Governance and Inclusive Growth. UNDP efforts have contributed to: better evidence-based planning; building evaluation, e-governance and service delivery capacity; and direct service delivery for economic empowerment, citizen engagement and inclusive growth. UNDP operated on a much lower budget than originally envisioned, which impacted the ambitions of its service delivery work. The alignment of UNDP work with the Government requires assured commitment and support from national stakeholders. UNDP long-term influence has yet to be established in policy advisory work to provide a basis for agenda-setting for governance reform.

UNDP worked with wide-ranging beneficiaries to build the capacity of national and local government agencies, youth-led businesses, social enterprises and CSOs. UNDP capacity-development support ranged from practical "how to" training to the building of technological infrastructure. This helped national and local stakeholders to carry out day-to-day work more effectively. UNDP also supported the Government to accelerate delivery of services to communities. Factors supporting the results included the alignment of UNDP work to government needs and UNDP expertise for providing capacity support.

Nonetheless, of the various areas of UNDP work, only its procurement work had a strong geographic reach and involved both national and local governments. The scale of UNDP programming was impacted by having a lower budget than initially envisaged. While UNDP has extensively provided capacity-development support, and there was evidence of strong government ownership especially in the area of evidence-based planning, further institutionalization was a challenge. There was limited evidence of UNDP contributing to improving government procurement frameworks and the governance dimension of service delivery. Additionally, socioeconomic empowerment has yet to be scaled up, and civic monitoring has yet to be linked to democracy and governance reforms. Delays in project implementation, project management and risk management issues (especially in the case of Pipol Konek) hindered results. NAM programmes would have benefitted from better project feasibility assessment, the review of qualifications of service providers, and better management processes, including possible consultation with government agencies and coordination of service providers.

UNDP policy advisory work covered a wide range of issues during the current country programme cycle, including COVID-related health policies, decentralization, climate change and renewable energy. Nonetheless, other than the publication on policy implications of the Mandanas-Garcia ruling launched in December 2022, UNDP has not engaged in policy studies to provide a basis for agenda-setting for governance reform. Specifically, good practices and lessons learned from project implementation have not been analysed and formulated into a concrete, governance reform agenda. This was the case for evidence-based planning at the city-government level, the digitalization of administrative services based on the LEAPs project, and social enterprises and inclusive growth.

Conclusion 3: Urbanization, Economic Growth and Climate Change. UNDP projects are addressing challenges related to the confluence of climate and disaster, the need to build resilience, and the pursuit of growth targets without compromising environmental sustainability. Current UNDP strengths include supporting disaster preparedness through the development of risk and vulnerability assessments, the formulation of early warning systems and mainstreaming in local development planning, and building the capacity of LGUs. UNDP has not yet been able to shift from early recovery to resilience-building. The country office contribution was more modest in climate change mitigation and work supporting the country's NDC commitments, compared to other areas of contribution in this outcome.

UNDP has positioned itself as a key partner of the Government in disaster preparedness, risk reduction and management. UNDP has made significant contributions in building national and local government capacity to utilize climate-sensitivity models and hazards maps for planning and risk analysis. Additional opportunities are emerging for UNDP work, with an increase in LGU resources for climate, disaster risk reduction and resiliency programmes since the Mandanas-Garcia ruling. UNDP also contributed significantly to biodiversity conservation through the expansion of protected areas, the creation of a protected area network, piloting new economic models that support biodiversity conservation, and establishing partnerships at national and community levels. While some BDFEs provided livelihood opportunities, these were less resilient to shocks. UNDP has also played an important role as a conduit of biodiversity conservation grants. UNDP was viewed as a partnership broker, channelling donor funding and technical assistance to broad sector concerns and relevant partners and stakeholders. But engaging in multiple small projects has diluted the UNDP strategic approach and is an inefficient use of UNDP resources (especially human resources).

UNDP faced several obstacles that prevented successful implementation of climate change mitigation work, such as the restructuring of partner government institutions, shifts in government priorities and delays in project management related work. The climate change mitigation portfolio had the fewest number of projects, yet experienced many delays leading to gaps in results achieved. UNDP work across different outputs tended to be siloed, despite the close linkages between CCAM-DRRM planning, mitigation and low carbon development and biodiversity conservation. UNDP has been somewhat successful in policy review and reforms in certain environment and natural resource related thematic areas (e.g., protected areas, DRRM).

Conclusion 4: Governance and Peacebuilding. Relevant, responsive and innovative UNDP support in BARRM has helped it to cement a unique position among development partners on sensitive areas of the peace process, including the political transition, conflict mediation and PVE. UNDP has contributed to building relevant capacity in BARMM institutions to steer the transition process and establish a whole-of-society infrastructure for peace that is essential to prevent further large-scale violence. UNDP has helped to deliver results at the humanitarian-recovery nexus for conflict-affected individuals and communities after violent events and during COVID-19. New work on community security, skills development and rural value chains could make a more decisive contribution to sustainable socioeconomic transformation. A tendency to support many initiatives at the same time, and limited attention to building longer-term change pathways, has impacted effectiveness and the sustainability of results at times.

UNDP has reinforced its position as a neutral and trusted partner of the Government and MILF/MNLF, inherited from previous programme cycles. At several times, UNDP supported back-channel negotiations between parties to the peace process and provided support that helped to overcome critical obstacles. The relevance of the UNDP programme to the BARMM context, and particularly to key drivers of conflict and marginalization of Bangsamoro populations at the time of CPD design and later on to the COVID-19 crisis, has contributed to its strong positioning, particularly on normalization. UNDP was often quoted as

a 'first-responder' that always finds ways to assist. Overall, UNDP contributed positively to buttressing the local peace infrastructure and mainstreaming conflict-sensitivity in governance systems. It has also provided critical livelihood assistance to conflict-affected communities, particularly after the Marawi crisis and the COVID-19 pandemic, which contributed to their early recovery.

On the side of stabilization and longer-term socioeconomic transition in BARMM, UNDP contributions have so far been more limited, partly because the pandemic forced it to maintain focus on short-term responses rather than long-term transformation, and due to the lack of sustained engagement at community level through an area-based approach. Since 2022, UNDP has brought back a programmatic focus on underlying conflict drivers, such as the slow pace of establishing viable alternative livelihoods for MILF combatants and returnees from violent extremism, the proliferation of firearms, the persistence of land-related and clan disputes, and the prevalence of criminal activities. Alongside the commitment to longer-term support in select locations (MILF camps), more results on the stabilization-development nexus could be delivered and scaled up.

In BARMM, UNDP has been involved in a wide range of matters and processes and worked with nearly 60 different partners (not counting municipalities and barangays) in Government and civil society. In a context of dwindling financial and human resources, this risks spreading UNDP support too thinly over too many workstreams. The sustainability of results could have been further cemented by charting institutionalization pathways and financing solutions, using a phased approach to gradually strengthen and enroot capacity, mechanisms and plans developed with UNDP support to de-conflict, de-radicalize and recover Bangsamoro.

Conclusion 5: Resources for programming. Despite important efforts to build a future pipeline, during the CPD period UNDP was unable to generate significant resources. The country programme was affected by COVID-19 related disruptions, and lower-than-expected government financing and vertical fund resources. This led to a reduction in staffing, and in turn lower programme delivery, as the programme was designed with the expectation of more staff.

The country office fell short of its goals because of the COVID-19 lockdown, the reduction in government financing (partially because of diversion of funds to COVID-19), lower than expected vertical financing, and a resource mobilization model that did not account for the risks posed by over-reliance on national government financing. In BARMM, the lack of a more programmatic multi-year approach may have impacted securing long-term resources. As a middle-income country, government financing will continue to play an important role. The country office has made important efforts towards working with local governments by supporting their capacity-development needs, to ensure new sources of government financing. Additionally, UNDP has tapped into bilateral/multilateral resources for future pipelines of work on SALW, local development, marine cooperation, post-typhoon recovery and the circular economy. These are important efforts to secure resources for future UNDP programming.

Nonetheless, reduced resources have affected the scale of ambitions of the CPD and led to the projectization of UNDP work. The country office has so far paid limited attention to non-traditional donors such as the private sector, and has not partnered with IFIs despite areas of overlap such as community development, social inclusion, LGU finance and anticorruption. The rapid and unexpected budget decrease has led to a reduction in personnel that was not part of the initial strategy. According to staff, there are many positions vacant as UNDP struggles to attract talent and is faced with a longer recruitment process after the recent transition of this function to a regional centralized system. These factors have impacted the timeliness of UNDP programme delivery.

Conclusion 6: Gender. Gender results have been most evident in peacebuilding, but in other areas of work results were mainly gender-targeted, focused on the equal participation of men and women, rather than gender-responsive or -transformative. There has been a recent country office push towards organizational change to promote gender programming.

UNDP peacebuilding work has been responsive to the needs of women and girls and there were initiatives with potential for transformation, such as raising women's profile by training influential groups of insider mediators. Most work in other outcome areas remained gender-targeted, rather than gender-responsive to address the differential needs of men and women or gender-transformative so that results contribute to changes in the norms, cultural, values and power structures that underpin inequality and discrimination. The recent country office commitment to participate in the Gender Seal exercise, creating a gender action plan for the exercise, activating the GFT and on-boarding a gender and peacebuilding advisor, have been important steps to promote future gender programming. But the results were hindered by the lack of a gender strategy based on a context analysis which examines the most relevant entry points for UNDP GEWE work in line with the current CPD. There was no full-time gender specialist for other outcomes, and limited gender reporting.

Conclusion 7: LNOB and human rights. UNDP programming has been responsive to the needs of those most likely to be left behind. This was a result of the UNDP partnership with the Government to work in geographically marginalized areas, the design of UNDP biodiversity work to address indigenous issues, and a whole-of-society approach to programming in BARMM. The lack of an overarching strategy limited attention to root causes, and the geographic limitations of UNDP work hindered results. UNDP has integrated human rights into its programming, but there was scope for further integration and standalone work.

UNDP projects have contributed to results for marginalized, vulnerable and at-risk people by targeting disadvantaged, remote and conflict-affected geographical locations through its service delivery work. The socioeconomic work and the initiative with BDFES have empowered women, youth and Indigenous populations. In BARMM, a region already lagging behind the rest of the country in terms of human development, UNDP has helped to shed light on intersecting inequalities that are keeping some behind. But UNDP has not yet managed to cover the last-mile and reach some of the most marginalized groups.

UNDP efforts were hindered by the lack of an overarching strategy for targeting left-behind populations, including a consideration of intersecting inequalities. This is not to discount the localized nature of addressing the needs of those left behind, but UNDP needs to have a comprehensive picture of how it addresses these needs in different local contexts and the approaches followed. While human rights were mainstreamed across UNDP programming, human rights violations have not been fully addressed in BARMM. Nationally, there was a lack of capacity support for building responsible Philippine institutions.

3.2 Recommendations and management response

RECOMMENDATION 1. Strategic Positioning



The country office should revisit its overall programme delivery strategy to identify entry points for its democratic governance work, promote cross-outcome synergy, and strengthen its integrator role. The pivot to LGUs will be important in coming years, accompanied by clear communication to development partners on UNDP results. Further consideration should be given to the programme delivery strategy given changes in resource availability and country office staffing.

The overall strategic shift of the country office towards greater focus on building the capacity of LGUs, resilience-building and supporting the peace dividend is in the right direction. This should not only support the mobilization of resources at local level, but should help UNDP to support long-term development. The evaluation acknowledges UNDP governance work on efficiency, transparency and accountability, mainly through its work on procurement support, use of data, digitalization and data platforms. In addition, UNDP should consider entry points for democratic governance work, especially relating to access to justice, human rights responsive institutions, rule of law and tackling issues of corruption, all of which are critical in promoting socioeconomic rights, equality and inclusive growth. UNDP should aim to balance its support to the implementation of short to medium-term national plans and for good governance practices and governance reform. In BARMM, UNDP should aim for more engagement at the community level through the LGUs.

The country office should aim for stronger cross-outcome synergy, especially by deepening work on governance and SDG localization, while mainstreaming peacebuilding approaches and tools in BARMM. Cross-output and cross-outcome synergy would also help better link CCAM with actions to reduce greenhouse gas emissions and with local development planning. UNDP should also more strongly claim its integrator role, including through joint programming with the United Nations and by connecting government agencies with other development partners.

Although the country office has made good progress in improving its resource availability for projects in the pipeline, it should consider further engaging with non-traditional donors including the private sector. While continuing to pursue government financing, especially through the LGUs, is critical, the country office should manage its financial, implementation and reputational risk, especially for implementing NAM projects. Resource mobilization would also benefit from a stronger results-based approach and communication of results to donors to clarify the UNDP value proposition. The country office currently needs an operational backbone of a certain size to continue to deliver on its programme of work, but this model may not be sustainable if government financing continues to be modest. With the support of RBAP, the country office should revisit its overall programme delivery strategy given recent financial and human resource constraints.

Management response: Accepted.



UNDP acknowledges the recommendation. Building on LGUs' investment in capacity-building, crisis management, resilience-building, and initiatives to realize the peace dividend, UNDP will continue to work with LGUs and amplify its programme delivery strategy for democratic governance work and promote cross-outcome synergies and its integrator role in the formulation of the next CPD 2024-2028. Further, UNDP will disseminate CPD results and align its delivery strategy and targets with the financing opportunities and office capacity in the CPD 2024-2028, taking into consideration the lessons from the financing picture of the current CPD 2019-2023.

■ Recommendation 1 (cont'd)

Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Comments	Status
1.1 Cross-outcome synergies, governance work and UNDP integrator role will be strengthened in the CPD 2024-2028.	October 2023	Senior Management		Initiated
1.2 UNDP Philippines will disseminate early CPD results on local development through the ROAR and/or donor reports	March 2025	Deputy Resident Representative and programme team		
1.3 Delivery strategy and targets for the new CPD 2024-2028 will draw from lessons of the resource allocation and delivery under the current CPD and be aligned with financing opportunities and office capacities	October 2023			

RECOMMENDATION 2. Governance and Inclusive Growth



To consolidate outcome-level achievements, UNDP should coordinate efforts with national stakeholders to bring about sustainability plans that will further bolster technical capacity and replicate good practices related to evidence-based policymaking, evaluation and e-governance. Fundamentally, UNDP procurement contributions should support the Government to act as the primary delivery agent. In the next cycle there should be a stronger focus on policy work.

UNDP should work towards technical support and capacity-building in data analysis and the use of data in policymaking, with special emphasis on: the use of data to support marginalized, vulnerable and disadvantaged groups; linkages between planning and budgeting; and the institutionalization and strengthening of in-house evaluation capacity-building.

To further e-governance efforts, UNDP should focus on the necessary work components to simplify and prepare services to be delivered through e-governance. The preparation of administrative procedural services, first and foremost, will require technical inputs related to the division of responsibilities among government units and well as intra-government coordination mechanisms.

UNDP should review and replicate good practices that have emerged from project implementation to support procurement. These include, but are not limited to, the use of regional or governance hubs consisting of a wide range of academic institutions and CSOs to provide advisory services in many projects, procurement training and training in bottom-up project design, and participatory planning. Lessons learned from procurement work¹⁹⁸ should be considered as entry points for either reform of the procurement process or for other governance aspects such as transparency and anticorruption. With regards to citizen engagement in monitoring the delivery of services, UNDP should continue support to shore up accountability by connecting this work to national accountability mechanisms. To ensure a long-term role in governance reform, UNDP should buttress its policy work with agenda-setting for governance reform. Given that the Philippines has not had frameworks to support social enterprises and start-up SMEs, this offers a unique opportunity for UNDP to promote inclusive growth.

Management response: Partially Accepted.



UNDP accepts the recommendation to coordinate efforts to bring about sustainability plans and have a stronger focus on policy work. However, the recommendation on "UNDP procurement contributions should support the government to act as primary delivery agent" will be contingent to the government financing targets for the country office.

¹⁹⁸ On risk management, procurement management, assessment of the feasibility of project and optimal programme design.

◀ Recommendation 2 (cont'd)

Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Comments	Status
2.1 UNDP will negotiate for inclusion of additional Government resources and capacities under the CPD 2024-2028 for the sustainability of key programmes on digitalization, innovation, evidence-based policy making, evaluation and e-governance.	October 2023	Institutions and Partnerships Programme and Impact Advisory Team		Initiated
2.2 Governance outputs contributing to the Country Framework Governance Outcome in the CPD 2024-2028 will reflect the UNDP comparative advantage on technical capacity and evidence-based policymaking, with indicators that will capture the various dimensions of the work.	March 2024	Impact Advisory Team with inputs from all Programme Teams		Initiated

RECOMMENDATION 3. Urbanization, Economic Growth and Climate Change



UNDP is well positioned to play an integrator role for resilience-building programmes, to build LGU preparedness while continuing to work nationally at the policy level. It should integrate urbanization, economic growth and climate change processes more holistically. UNDP should further engage with the private sector in biodiversity management and development financing.

The recent Conference of Parties, COP 27, highlighted economic and non-economic loss and damage because of climate change. UNDP should lead efforts in building the capacity of LGUs to better collaborate with CSOs, NGOs, the private sector and other development partners in implementing resilience-building programmes, especially in disaster responses. Considering recent devolution, UNDP can help to enable LGUs to ensure that development assistance is coherent and relevant to their needs. It should provide further technical assistance to LGUs with their CCAM-DRRM investment plans and executive-legislative agenda. Supporting LGUs in climate-tagging their annual investment plans will also strengthen their ability to verify whether CCAM-DRRM strategies are responsive. UNDP should review and align its work on the NDC and coordinate with the Government on priority areas and sectors of support for mitigation. One of the priorities of the Government is greenhouse gas inventory work and exploring mechanisms for further reducing emissions. UNDP could provide technical assistance towards evaluating carbon pricing schemes in priority NDC sectors as a next step in mitigation work.

Economic models, including BDFEs, should be scaled up and replicated to ensure the sustainability of results and the enterprises themselves. UNDP should provide more technical assistance to beneficiaries to connect to bigger markets, produce more value-added products and upscale small-scale enterprises that are anchored in environment and NRM. UNDP can further support the development of regulatory policies for implementing public-private partnerships in protected areas. Since resilience-focused approaches are more holistic, integrating urbanization, economic growth and climate change, UNDP should demonstrate these approaches in key pilot sites. These efforts would benefit from a review of the private sector landscapes which can aid government financing efforts. UNDP should be more strategic and consolidate its smaller projects, especially given the high transaction costs of some of them, while at the same time continuing to explore alternative mechanisms for financing.

UNDP could further support the development of the business case for Philippine companies, especially SMEs, to invest in CCAM, including nature-based solutions, by working with pilot companies to generate an evidence base. Furthermore, UNDP can also work with private banks on how to implement the sustainable finance directive of the Bangko Sentral ng Pilipinas, the country's monetary authority. This has the potential to bridge the financing gap, enabling the private sector to initiate climate-friendly investments.

¹⁹⁹ Bangko Sentral ng Pilipinas Circular 1085 of 2020 on the sustainable finance framework.

Management response: Accepted.

Ongoing and pipeline of projects will centre on resilience-building at the local level, including provision of climate and disaster risk data, and support in mobilizing and leveraging finance towards resilience investments. UNDP will also strengthen on supporting cities in circular economy, integration of urban biodiversity and climate actions in urban development to develop sustainable cities.

Private sector financing and partnership will be advanced through the climate finance, biodiversity, circular economy and value chain, and local resilience projects focusing on Nature-Based Solutions, all targeted to generally unlock private capital towards support to NDC and the Philippine Biodiversity Strategy and Action Plan implementation.

Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Comments	Status
3.1 Update UNDP private sector engagement strategy, to include a stronger focus on development financing, including for biodiversity programmes.	December 2023	Impact Advisory Team		Initiated
3.2 Consolidate ongoing and pipeline projects focusing on integration of urbanization, economic growth, and climate change.	December 2023	Impact Advisory Team and Programme Teams		Initiated

RECOMMENDATION 4. Governance and Peacebuilding



UNDP should update its conflict-and-development analysis for BARMM and consider anchoring its new programme in three main results areas: responsive and accountable institutions; inclusive political processes; and community resilience and stabilization. Peacebuilding approaches piloted in this cycle should be mainstreamed across all three workstreams.

The threat landscape in BARMM is evolving fast, and may witness further changes ahead of the 2025 elections. Horizontal conflicts may intensify and increase in complexity. As the vertical conflict recedes, further fragmentation and specialization of conflict systems by provinces and municipality is expected. UNDP should lead a fully-fledged conflict-related development analysis with robust conflict-and-development monitoring and analysis capacity, involving other United Nations agencies, to strengthen its integrator role. This should use a participatory approach to ensure that the perspectives of all key stakeholders are documented.

With the postponement of regional elections to 2025, more time is afforded to build stronger BARMM institutions which are accountable, responsive and conflict-sensitive, before full autonomy is exercised. UNDP could engage in policy advice and institutional strengthening to support core government functions in BARMM in the context of full devolution, with a focus on executive coordination and communications, improvement of public service delivery, transparency and accountability, and local governance. Likewise, UNDP should continue to accompany the yet-incomplete political transition of MILF/MNLF, and could also consider supporting political participation for women and youth from the grassroots and beyond, and provide civic/electoral education and support to electoral processes. UNDP has specific expertise on peacebuilding through parliamentary processes that could benefit BTA in the upcoming politically sensitive period. Finally, UNDP should deepen its involvement in strengthening community security and social cohesion through a stabilization approach. This could also be scaled up in the next CPD cycle with involvement in longer-term security sector reform. Should the political context become more conducive, UNDP should re-engage with transitional justice work and could start work on access to justice for vulnerable groups and strengthening the human rights system in BARMM. Finally, UNDP should broaden its local economic development support as part of its shift to a longer-term sustainable development perspective.

The above programmatic mix will continue to be infused with valuable peacebuilding approaches demonstrated and scaled up during the current CPD cycle, such as facilitation of the Government/MILF peace architecture, insider mediation, conflict-sensitive and resilience-based planning, whole-of-society platforms, and mental health and psychosocial support for survivors of violence and those at-risk of violence.

Management response: Accepted.



UNDP accepts this recommendation and will continue to anchor new programmes on three main result areas in the CPD 2024-2028: responsive and accountable institutions, inclusive political process, and community resilience and stabilization, while mainstreaming peacebuilding approaches piloted in this cycle across all the three areas.

◀ Recommendation 4 (cont'd)

Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Comments	Status
4.1 Conflict and Development Analysis for BARMM to be updated and validated with stakeholders and partners.	September 2023	Peace and Stabilization Team		Initiated
4.2 Under the CPD 2024-2028 co-create programmes for BARMM with development partners, synergizing peacebuilding with the three main result areas clearly stated in the CPD Priorities and Results Reporting Framework.	CPD Design – October 2023 Programme co-creation by June 2024	Peace and Stabilization Team, with support from Impact Advisory Team		Initiated

RECOMMENDATION 5. Area-based approach



UNDP should focus on an area-based approach in BARMM, supporting the local governance transition and SDG localization while targeting a few strategic areas, including MILF camps and beyond, and island provinces. Designed as a cross-outcome programme and implemented in partnership with United Nations agencies, this approach will help UNDP to capitalize on the unequivocal trust built with the Government in BARMM, to fully assume its integrator role for developing an integrated and scalable model of intervention on the peace-development nexus.

The area-based approach will better address territorial inequalities in BARMM and provide a replicable model that combines peacebuilding and SDG localization. UNDP should strengthen its local governance offer in BARMM, building upon initial results achieved through the LeAPS project, in a context of rapid devolution of power and fiscal resources from the central Government and regional autonomy coming into full swing. A multi-scale approach to engage with LGUs, working within the local government structures and mobilizing long UNDP experience with conflict-sensitive and climate-resilient local governance, service delivery and SDG-based local development funding, should replace the current piecemeal support provided to LGUs. Mobilizing its strong national positioning on SDG localization and results achieved in BARMM with the LeAPS project, UNDP can make a decisive contribution to implementing the upcoming BARMM Local Governance Code. To support such work, UNDP could try leveraging cost-sharing from the BARMM Government and LGUs.

While UNDP committed to supporting area-based recovery in six MILF camps, it should not lose sight of the goal to reduce territorial inequalities. This calls for a more effective presence and impact of UNDP in the island provinces. Also, within an area-based approach, the choice of territories targeted by UNDP should dovetail with the broader BDP and its spatial priorities, which defines different categories of growth centres that can also be suitable locations to demonstrate UNDP area-based SDG localization model.

UNDP should increase its presence in BARMM, to maintain its relevance and impact in a fast-changing context where there is increasing competition for donor resources. UNDP also needs to continue its role of integrator. The peacebuilding programme human resources, especially on the technical expertise, should primarily be located in BARMM, including a Chief Technical Advisor to guide the new 'local governance for sustaining peace offer' and maximize United Nations partnerships. To be fit and credible in delivering integrated area-based support to all BARMM provinces, UNDP may also consider opening project offices, starting with Basilan, Sulu, Tawi-Tawi and Marawi and mobilize resources accordingly.

Management response: Accepted.



Based on the results of the conflict analysis and an internal review of UNDP work in BARMM, UNDP will consolidate and update its existing programming strategy to deepen on an area-based approach especially in BARMM. This approach will enable UNDP to address the root causes of conflicts in a more targeted and effective manner, while ensuring that its interventions are not only tailored to the specific needs of each community but are also implemented to maximize impacts. Furthermore, UNDP recognizes the importance of partnerships in achieving our goals, and we will continue to strengthen our collaboration with government and other United Nations agencies both under the current programmes and the CPD 2024-2028.

■ Recommendation 5 (cont'd)

Key action(s)	Time frame	Responsible unit(s)	Tracki	Tracking*	
			Comments	Status	
5.1 Existing programmes to be consolidated and updated to enable a more focused area-based approach in BARMM based on the results of the conflict analysis.	December 2024	Impact Advisory Team, with support from Programme Team		Initiated	
5.2 Partnerships with Government and United Nations agencies will be further strengthened under the CPD 2024-2028 to consolidate and scale-up interventions on the peace-and- development nexus.	December 2024	Senior Management		Initiated	

RECOMMENDATION 6. Gender, LNOB and human rights



The next CPD should be accompanied by a gender strategy identifying areas where UNDP can contribute to gender-transformative and -responsive change. The CPD should also be more systematic in its approach to targeting those left behind. UNDP should also consider feasible entry points to support human rights responsive Philippine institutions.

UNDP should have a gender strategy accompanying its next CPD. This should contain a context analysis and highlight the most relevant entry points for UNDP standalone gender work (that is responsive and transformative) and areas for gender mainstreaming. It should be accompanied by an improved results-based management framework with sex-disaggregated and results-oriented reporting. These results should be closely monitored by the newly established GFT and the soon to be recruited gender specialist. Additionally, the country office should document lessons learnt from its successful peacebuilding work. Suggested areas of focus for UNDP include gender-responsive budgeting, promoting gender transformation through BDFEs and social entrepreneurship, adaptation of the gender action plan to the finalized NDC, women's role in the security sector, and access to justice and prevention and redressal of SGBV, especially in BARMM.

UNDP LNOB efforts should be more systematic. The approach should account for the intersection of factors that contribute to people being left behind. The rationale for the UNDP approach should be clarified at the time of the CPD design. From a governance perspective, priority service delivery for marginalized, vulnerable and at-risk groups may range from legal aid provision and legal education, to ease access to legal services. UNDP and national stakeholders could also identify gaps in the implementation of socioeconomic rights. UNDP should apply a social justice approach to its CCAM, DDRM and NRM work to better understand how different groups are affected and how UNDP programming can address this. The UNDP approach in BARMM should focus on covering the last-mile to those furthest left behind and at risk of slipping deeper into marginalization. This may be BIWAB members, conflict widows, people with disabilities, or girls and women in remote conservative communities. It could also be those at risk of being dragged into violent livelihoods by a growing feeling of alienation stemming from isolated or parentless children and youth, jobless returnees or disgruntled Indigenous young men. UNDP should further strengthen its programme interventions for enhanced support to duty bearers, to better target the delivery of peace dividends to these groups.²⁰⁰ Given its limited role nationally in the democratic governance space during the current CPD cycle, UNDP should also consider feasible entry points to support human rights-responsive Philippine institutions. In BARMM, more efforts could be made to address conflict legacies stemming from human rights violations. UNDP can support the Government to implement the Indigenous People's Code, which hasn't yet been adopted.

Management response: Accepted.



UNDP agrees with the recommendation and will continue to emphasize and promote gender equality and inclusivity in all projects and programmes. UNDP is currently finalizing a comprehensive gender strategy and will ensure its effective implementation in the CPD 2024-2028. Furthermore, UNDP also recognizes the significance of LNOB targets and results in our upcoming CPD, with greater emphasis on women, youth, IDPs, and Indigenous peoples, among other groups.

²⁰⁰ Among duty bearers, UNDP should not forget LGU chiefs, traditional leaders, conservative faith-based leaders or men combatants, in short all of those that still sway considerable power over and legitimacy for those most-left behind.

◀ Recommendation 6 (cont'd)

Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Comments	Status
6.1 Finalize a gender strategy and ensure effective integration in the CPD 2024-2028.	October 2023	Gender Focal Team and Programme team		Initiated
6.2 Include LNOB targets and sex-disaggregated target groups in the CPD Results Reporting Framework indicators including youth, IDPs, and Indigenous peoples, among others.	December 2024	Results and Quality Team and Programme Team		Initiated
6.3 UNDP will explore further engagement with select partners on common priorities on human rights programming during the development of the CPD 2024-2028.	October 2023	Institutions and Partnership Team		Initiated

^{*} Status of implementation is tracked electronically in the Evaluation Resource Centre database (ERC).

ANNEXES

Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at: https://erc.undp.org/evaluation/documents/detail/22701

- Annex 1. Evaluation terms of reference
- Annex 2. Country at a glance
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Independent Evaluation Office
United Nations Development Programme
One UN Plaza, DC1-20th Floor
New York, NY 10017, USA

Tel. +1(646) 781 4200







in /in/undp-ieo