# The Philippines: MDG-F Case Study Evaluation









# **Prologue**

The <u>MDG Achievement Fund</u> was established in 2007 through a landmark agreement signed between the Government of Spain and the UN system. With a total contribution of approximately USD 900 million, the MDG-Fund has financed 130 joint programmes in eight Thematic Windows, in 50 countries around the world.

Nine countries were selected in 2009 to receive additional financial support for the implementation of Communication and Advocacy (C&A) and Monitoring and Evaluation (M&E) strategies at national level. The rationale behind allocating this support is to stimulate creative and innovative interventions related to both C&A and M&E that can be highlighted as exemplary cases of collective action on poverty and the MDGs. The nine countries initially selected are Bosnia & Herzegovina, Colombia, Ecuador, Ethiopia, Honduras, Mauritania, Morocco, Philippines, and Timor-Leste; El Salvador was added in 2012 as a tenth country.

The case study evaluations are knowledge-generating exercises and their main goals are to: a) assess the Fund's contribution, at national level, to the achievement of the MDGs, the principles of the Paris Declaration, and the UN reform initiative to "Deliver as One" through an in-depth explanatory analysis of cause and effect. b) To inform future joint programming for development through the identification of best practices and lessons learned from the experiences of the Fund. c) To connect local level programme interventions with national level policy-making processes by highlighting successful pilot initiatives with potential for replication and scale-up.

Each country study evaluation has been commissioned by the UN Resident Coordinator's Office (RCO) in the respective country. The MDG-F Secretariat has provided guidance and quality assurance to the country team in the evaluation process, including through the review of the TORs and the evaluation reports. All country study evaluations are expected to be conducted in line with the OECD Development Assistant Committee (DAC) Evaluation Network "Quality Standards for Development Evaluation", and the United Nations Evaluation Group (UNEG) "Standards for Evaluation in the UN System". The Evaluation Reference Group (ERG), depending on the country, include representatives of the National Steering Committee (NSC), Programme Management Committees (PMCs), government counterparts, and civil society organizations

We thank our national partners, the UN Resident Coordinator and their respective coordination office, as well as the joint programme team for their efforts in undertaking this evaluation.

# The MDG-F in the Philippines Country Evaluation Report

Full Revised Version

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### List of Acronyms Used in this Report

AECID - Agencia Española de Cooperacion Internacional para el Desarrollo

ARMM - Autonomous Region of Muslim Mindanao BWSC - Bureau of Workers with Special Concern

C&A - Communications and Advocacy
 CAR - Cordillera Administrative Region
 CCA - Climate Change Adaptation
 CCT - Conditional Cash Transfer

CEDAW - Convention for the Elimination of All Forms of Discrimination Against Women

CFC - Chlorofluorocarbon

CFSN - Children, Food Security and Nutrition

COA - Commission on Audit CSO - Civil Society Organization

DAO - Delivering As One

DBM - Department of Budget and ManagementDILG - Department of Interior and Local Government

DOF - Department of Finance

DOLE - Department of Labor and Employment

ERG - Evaluation Reference Group

ESSP - Exit Strategy and Sustainability Plan

EU - European Union

FAO - Food and Agriculture Organization

FCI - Focus Country Initiative GDP - Gross Domestic Product

GPH - Government of the Philippines

HACT - Harmonized Approach to Cash Transfers

HIV/AIDS - Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome

HRBA - Human Rights-Based Approach
 ILO - International Labour Organization
 IOM - International Organization for Migration

JIP - Joint Implementation Plan

JP - Joint Programme
LGU - Local Government Unit
M&E - Monitoring and Evaluation
MAF - MDG Acceleration Framework
MDG - Millennium Development Goal

MDG-F - MDG Achievement Fund MPTF - Multi-Partner Trust Fund

MTPDP - Medium-Term Philippine Development Plan

MYCNSIA - Maternal and Young Child Security Initiative in Asia

NAA - National Action Agenda NAP YEM - National Action Plan on YEM

NDHS - National Demographic and Health SurveyNEDA - National Economic and Development Authority

NGO - Non-Government Organization
NNC - National Nutrition Council
NSC - National Steering Committee

NSCB - National Statistical Coordination Board

NWRB - National Water Resources Board

OFW - Overseas Filipino Worker

P3W - President's Priority Programme on Water

PDP - Philippine Development Plan

PHC - Philippine Harmonization Committee
PMC - Programme Management Committee

PMS - Project Management Staff

PMTYDP - Philippine Medium-Term Youth Development Plan

PPCB - Provincial Programme Coordinating Body

RBM - Results-Based Management

RPCMT - Regional Programme Coordination Management Team

SDS - Social Development Staff
TOR - Terms of Reference
TWG - Technical Working Group

UN - United Nations

UNAIDS - Joint UN Programme on HIV/AIDS

UNCO - UN Coordination Office
UNCT - UN Country Team

UNDAF - UN Development Assistance Framework

UNDG - UN Development Group
UNDP - UN Development Programme
UNEP - UN Environment Programme

UNESCO - UN Educational, Scientific, and Cultural Organization

UNFPA - UN Population Fund
UNICEF - UN Children's Fund

UNIFEM - UN Development Fund for Women

UNMC - UN Millennium Campaign

UNRCO - UN Resident Coordinator's Office

VAW - Violence Against Women
WFP - World Food Programme
WHO - World Health Organization

YEM - Youth Employment and Migration

### **Table of Contents**

	Page
Executive Summary	i
I. CONTEXT OF THE EVALUATION	 1
A. Development Situation	 1
1.Status of MDG Achievement	 1
2.Implementation of the Principles on Aid Effectiveness	 5
3. Progress of Delivering As One	 7
B. Description of the MDG-F	 8
1. Key Features	 8
2. Support to Joint Programmes	 9
3. Support to Focus Country Initiative	 10
C. Description of the Study	 10
1.Background of the Study	 10
2. Approach and Methodology	 10
3. Statement of Limitations	 11
II. ASSESSMENT OF THE MDG-F	 12
A. Relevance of the Interventions	 12
1. Relevance to Public Policy	 12
2. Alignment with the UNDAF	 14
3. Links to MDG Achievement	 15
4. Relevance to the Paris Declaration	 17
5. Relevance to Delivering As One	 18
B. Effectiveness of the MDG-F	 20
1. Attainment of Thematic Objectives	 20
2. Achievement of MDGs	 21
3. Strengthening of Aid Effectiveness Principles	 25
4. Contribution to Delivering As One	 28
5. Adherence to Cross-Cutting and Other Concerns	 31
C. Efficiency of the MDG-F	 34
1. Efficiency of Structures and Systems	 34
2. Challenges Faced and Actions Taken	 36
D. Sustainability of the MDG-F	 37
1.Steps Taken Towards Sustainability	 37
2.Potentials for Continuity and Scaling-Up	 39
III. CONCLUSIONS AND MAIN LEARNINGS	 44
IV. RECOMMENDED FURTHER STEPS	52

## Annexes

A. List of Evaluation Questions Addressed by the Study	 53
B. Itinerary of the Country Mission	 55
C. List of Participants in the Interviews and Group Discussions	 57
D. List of References	 59
E. Survey Questionnaire Applied for the Evaluation	 61

### **Executive Summary**

The MDG Achievement Fund (MDG-F) was a global funding facility set up in 2007 to help accelerate the achievement of the MDGs, implement the principles of the Paris Declaration on Aid Effectiveness, and support UN progress in the transitioning towards Delivering As One (DAO). The Government of Spain contributed an amount of USD 900 million for the MDG-F.

The Philippines was one of fifty countries that received funding support from the MDG-F, and was one of the countries in Asia that obtained considerable assistance. The MDG-F provided funds for the implementation of four Joint Programmes (JPs) in the country, and for the activities of a smaller project called Focus Country Initiative (FCI). The total amount of the funds given to the Philippines was USD 23.7 million.

Early steps were taken in the country to monitor progress on the achievement of the MDGs. By 2010, four progress reports have been produced by the Government of the Philippines (GPH), and a report for 2013 is being done. The government reporting system features an assessment on the probability of achieving each of the MDG targets. Latest available data show that the country has overall strength in achieving Goals 3, 4, and 6. At the same time, there are challenges and uncertainties in attaining Goals 1, 2, 5, 7, and 8. Sub-national disparities on the achievement of the MDGs have also been noted as early as 2007. On the whole, the GPH and the UN Country Team (UNCT) in the Philippines have a positive outlook on the achievement of the MDGs by 2015, through the government's adoption of MDG Acceleration Plans. The processes have also started for the development of a Post-2015 Agenda in the country.

The Philippines had also been an active participant in the 2005 Paris Declaration on Aid Effectiveness and the 2008 Accra Agenda for Action. The effectiveness of foreign aid is a shared concern by the GPH and the donor community in the country because of the key role of aid in achieving national development objectives. The GPH had taken important measures to implement the aid effectiveness principles through the creation of a Philippine Harmonization Committee (PHC), the conduct of baseline and monitoring surveys, and the completion of country-level evaluations of the Paris Declaration until 2011. The National Economic and Development Authority (NEDA) had been the lead government ministry on the Paris Declaration.

The UNCT in the Philippines also took steps related to the DAO agenda starting in 2006. By 2010, a report noted that progress has been made in the country on the transitioning towards DAO, in terms of the common MDG activities that were undertaken by the UNCT Agencies in 2007, the adoption of a Harmonized Approach to Cash Transfers (HACT) by three agencies in 2008 and Harmonized Reference Rates by eight other agencies in 2010, and common access to business services by UN resident agencies who held office on commonly-leased buildings. Initial efforts on joint programming were also done in 2007, through the development and implementation of pilot JPs on HIV and Migration, the CEDAW Implementation, and on VAW. In 2007/2008, a similar initiative was also taken on the preparation of

joint programme concept notes and programme proposals to the eight thematic windows which were made available by the MDG-F.

The country-level evaluation of the MDG-F interventions, comprised by the four MDG-F JPs and the FCI component, started in September 2012. The study was carried out in a three-stage process. An inception of the task was done through a desk review of the documents on the four JPs and the FCI activities. Primary information and data were also obtained through interviews and group discussions with the programme implementers from both the UNCT Agencies and the national counterpart institutions, and with a sample of beneficiaries, during country missions to the Philippines which were held in January/February and May 2013. A draft version of the study report was corrected and commented on by members of the Evaluation Reference Group (ERG).Based on the corrections and comments, this revised version was prepared.

The following conclusions were forwarded in the study:

- The MDG-F had been relevant to the overall policy context in the Philippines, as it responded to the
  needs and challenges that were articulated in the 2004-2010 MTPDP, its derivative plans, and the
  legislative measures which were also adopted by the country within that period.
- The MDG-F joint programmes specifically responded to the country's needs on capacity development that arose together with the adoption of key executive and legislative policies. The programmes were particularly relevant to the weaker government institutions that needed help.
- The interventions were relevant to national priorities, as evidenced by the executive programmes, sub-plans, and legislations that were taken by the country after adopting the MTPDP. The country's ability to formulate and elaborate its development plans was an enabling factor on this aspect.
- The MDG-F joint programmes have been relevant to the achievement of MDGs 1, 4 and 7 in the Philippines through the capacity development of key national institutions and through policy-related work. Sub-national and sectoral gaps in MDG achievement in the country were also addressed.
- The effects of the MDG-F interventions are long-term and go beyond the 2015 timeline for the global achievement of the MDGs. The tools and outputs developed from the JPs are also relevant to the emerging Post-2015 Agenda.
- The MDG-F served as an opportunity to test the Paris Declaration principles in the context of a joint programme modality. National ownership in the design and implementation phases was evident.
- There was a natural connection between the MDG-F joint programmes with the reference (2005-2009) UNDAF. The MDG-F contributed to the improvement of UNDAF programming in the Philippines.

- The MDG-F joint programmes are effectively achieving the goals and objectives of the four thematic windows with which these are affiliated. The effectiveness of the programmes was facilitated by the combination of capacity development with policy and piloting approaches.
- The MDG-F joint programmes are primarily effective at the national level. Capacities of national-level counterpart institutions were improved, and policies and approaches were introduced, advocated, and mainstreamed.
- While the programmes have limited effects at the sub-national level owing to a small coverage of
  pilot provinces, cities and municipalities, there is a potential to widen the effects of the MDG-F to
  more areas. This opportunity should be explored because of its relevance to the current UNDAF and
  the emerging Post-2015 Agenda.
- There is also evidence which indicate that the MDG-F interventions already have an immediate
  positive effect on the ultimate programme beneficiaries (i.e. farmers, youth beneficiaries, rural
  communities, women and children). Despite challenges in gender targeting, women were effectively
  reached by the interventions.
- The joint programmes were particularly effective in implementing the aid effectiveness principles of National Ownership and Alignment. There were challenges in implementing the principles of Harmonization, Managing for Results and Mutual Accountability.
- The MDG-F had been effective in advancing the DAO Agenda on joint programming. The joint programmes served the purpose of testing the joint programme modality as a viable option for the UNCT Agencies, and for the national institutions to apply the Convergence Strategy.
- The MDG-F contributed to a greater understanding and acceptance of the joint programme modality in the Philippines. The interventions introduced a model for the design, implementation, and monitoring and evaluation of JPs.
- In general, the MDG-F was effective and relevant not only in terms of the funds which it supplied to the country *per se*, but also in terms of the guidance it provided, through the Joint Implementation Guidelines. The set of guidelines was a key instrument on joint programming which was delivered by the intervention.
- The C&A activities that were undertaken for the MDG-F were effective, especially to sub-national
  governments, left-behind groups and civil society organizations. Support by the MDG-F to the FCI
  component and the C&A activities of the JPs was a facilitating factor.
- The PMCs and the NSC were efficient in monitoring the progress of the JPs and in identifying courses of action for its further implementation. It was enhanced by the long-standing partnerships between

the implementers, their involvement in the JPs from the start, and the existence of clear results frameworks for the programmes.

- The lack of previous experience on joint programming, and the need for sensitivity on and respect for, the autonomies and internal protocols of the participating agencies, were counterweighing factors in the efficiency of the governance processes. There was also greater efficiency in measuring progress on MDG Achievement, vis-à-vis the other pillars on DAO and the Paris Declaration.
- The joint implementation and monitoring systems of the programmes were efficiently followed, as
  both the national institutions and the UNCT Agencies participated in the execution of activities and
  in overall progress monitoring. It was facilitated by the inclusive nature of the PMCs, the traditional
  partnerships between the implementers, and the creation of sub-groups (i.e. Technical Working
  Groups).
- Through their participation in the joint PMCs, lower transaction costs were incurred by the national
  institutions and the UNCT Agencies in their common management of the programme activities.
   These also enabled the practice of DAO among the UNCT Agencies, and the Convergence Strategy
  on the part of the national institutions.
- Adaptations were made to respond to the challenges on national ownership and joint programming
  that were faced by the interventions as these were being carried out. Schedules and planning
  activities were adjusted in consideration of the 2010 elections, sub-national governance
  mechanisms were created, no-cost extensions were granted, and the use of national systems was
  advocated.
- Joint programming was the appropriate implementation approach for the interventions, given the scope of work required to achieve the thematic goals and objectives of the MDG-F. The JP modality was also appropriate in the Philippines because it matches the current government approach related to the Convergence Strategy.
- Clear steps have been taken to raise the chances of continuing and creating greater impact on the
  achievement of the MDGs. The tools and measures that were developed through the MDG-F JPs
  could be strategically relevant to the implementation of the Post-2015 Agenda in the Philippines.
- While the tools and measures developed under the four joint programmes have been made available to the public, the evidence that these outputs will actually work out will still have to be strengthened. Further evidence on the effectiveness of the interventions will have to be established.
- Aside from the tools and measures that would be relevant to the Post-2015 Agenda, the MDG-F
  experience is also drawing out some initial learnings on joint programming and the implementation

of the Paris Declaration principles in the Philippines which could likewise be useful in guiding the current (2012-2018) UNDAF.

- There are positive indications that the programme activities will be sustained, through the initiatives
  of national counterparts, the adoption of sustainability plans, and the creation of sustainability
  structures. The presence of national ownership and the existence of clear plans are reinforcing the
  potentials for sustainability.
- The joint programming modality will also most likely continue to be applied in the Philippines, particularly in the context of the current UNDAF, which is also designed to be implemented within the framework of the Paris Declaration and the Convergence Strategy of the GPH.

The following main learnings on development programming, the joint programme modality, and the implementation of the Paris Declaration principles were also cited:

- Complex and evidence-based development interventions, such as the MDG-F JPs, need more time to be designed, implemented, and demonstrated.
- The design of programmes which aim to accelerate achievement on the MDGs with primary reference on global funding parameters could have been balanced with country-specific initiatives.
- While there may be advantages in subjecting the programme applications to a competitive process, there is also a downside to it, especially in a joint programme, as it may compromise content for viability.
- Aside from assistance in programme planning and formulation, support to the inception process is also important.
- In programmes involving sub-national government units, there is a risk of turnovers among the subnational counterpart officials and personnel given the three-year electoral cycles in the Philippines. There is a similar risk among national-level institutions.
- While gender planning is acknowledged to be important, the availability of gender data and the
  extent of pre-existing gender-related studies affect the gender content of the interventions.
   Embedding gender concerns in the programmes also bear a risk of it being overlooked or generally
  regarded during the implementation phase.
- Start-up costs could be minimized by initiating the hiring process (e.g. by advertising the post) even before the programmes have been officially approved by the donors.

- In the context of the Philippines, a joint programme should be viewed not only as an undertaking among the UNCT Agencies, but primarily among the GPH institutions as well.
- The inter-agency PMC is an effective mechanism for the operations management of a joint programme, while the NSC serves the same purpose, particularly in overseeing the implementation of the Paris Declaration principles.
- Given the broadness and diversity of the institutions that are participating in joint programmes, it will be helpful to clarify the parameters at the onset on how far the joint interventions can go, in terms of the modalities for fund management, agency visibility, and M&E.
- For joint M&E to work in a joint programme, it is necessary to build a common RBM culture among the implementers, and for them to agree on its basic concepts, definitions and tools. Capacity development on M&E would be a useful component for future joint programmes.
- The presence of clear implementation guidelines, similar to the MDG-F Joint Implementation Guidelines, is an enabling factor for joint programming.
- Interventions that are aimed to be implemented within the Paris Declaration principles should establish clear parameters on how the principles of Ownership, Alignment, Harmonization, Mutual Results, and Accountability will be applied and measured.
- Government institutions in the Philippines are themselves broad and diverse, and they may have different levels of information and understanding on the Paris Declaration principles. It may be helpful for them to have a common appreciation and agreement on how the Paris Declaration principles will be applied prior to their engagement in the interventions.
- The use of national systems in foreign-assisted programmes and projects could be challenging, for several reasons. Responses to the improvement of such systems, in situations where these are found to be challenged, should form part of the interventions which are aimed at contributing to the implementation of the Paris Declaration principles in the country.
- Meaningful participation by the national counterpart institutions, from the start of the intervention, is a key factor for the development of national ownership.

In relation to the main objectives of the interventions, there further steps were proposed to be taken:

First, to integrate the outputs and approaches of the MDG-F joint programmes with the emerging Post-2015 Agenda in the Philippines, by conducting post-programme monitoring and ex-post evaluation activities on the four JPs;

Second, to follow-up on the results of the demand survey among LGUs which expressed interest on the joint programme tools and measures; and

Third, for the planned turnover and closing activities to also include a presentation of the achievements and learnings of the MDG-F on the implementation of the Paris Declaration principles and also on joint programming, in addition to the accomplishments of the joint programmes on the MDGs.

### I. CONTEXT OF THE EVALUATION

### A. Development Situation

### 1. Status of MDG Achievement

As a party to the 2000 UN Millennium Declaration, the Government of the Philippines (GPH) in 2003/2004 took first steps to measure progress on the achievement of the Millennium Development Goals (MDGs) by designating its statistical agencies as repository of information, assessing and adopting applicable indicators, and establishing available baseline data. The GPH also produced its first report on the MDGs in 2003, and a mid-term report was prepared in 2007. By 2010, four MDG Progress Reports have so far been produced through the government reporting system, which enables periodic tracking of the MDG indicators adopted by the country. The reporting system also features an assessment by the national government on the probability of achieving each target (i.e. whether there is *High Probability*, *Medium Probability*, or *Low Probability* of achievement).

While a Fifth MDG Progress Report is scheduled to be completed by 2013, latest available data show that the country has overall strength in achieving Goals 3, 4, and 6. On the other hand, there are challenges and uncertainties in attaining Goals 1, 2, 5, 7 and 8 [Table 1].

The Philippines will most likely report success in achieving Goal 3 (Promotion of Gender Equality and Women's Empowerment), as indicated by gender parity in elementary and secondary education, and also in terms of the share of women in wage employment in the non-agricultural sector. There did not seem much of a gender gap in education since baseline [Table 1], which shows that the country had been innately better-off than other nations where this has been a challenge.<sup>1</sup>

The country's probable feat in achieving Goal 4 (Reduction of Child Mortality) has been attributed to the effectiveness of government interventions on the improvement of maternal care and child health. These include programmes on breastfeeding, micronutrient supplementation, and immunization of both children and mothers. It has also been earlier asserted [NDHS, 1998] that maternal education and access to antenatal care or medical assistance at the time of delivery are associated with child mortality in the country, suggesting that improvements on these areas could have likewise been occurring over time.<sup>2</sup>

Most of the indicators associated with the achievement of Goal 6 (Combat HIV/AIDS, Malaria and Other Diseases) were also assessed to be highly achievable. The only problems seemed to be those related to tuberculosis.

<sup>1</sup> The Philippines was in fact ranked first among Lower-Middle Income Countries in terms of least overall gender gaps (in economic participation, educational attainment, health and survival, and political empowerment) in the 2012 Global Gender Gap Report. In the aspect of least gender gaps in educational attainment, the Philippines was also ranked first in the overall list together with Denmark, Australia, the United States, and 16 other countries.

<sup>&</sup>lt;sup>2</sup> Urban/Rural Residence was also as a correlate in the NDHS study, implying that increased urban migration in the Philippines could have contributed to reduced child mortality.

Available data on Goal 1 (Eradication of Income Poverty and Hunger) indicate huge potential in reducing the poverty gap and in halving the prevalence of hunger. At the same time, the chances of halving the incidence of income poverty and underweight children under 5 years of age are uncertain. The current assessment system does not also provide similar estimates on the probability of achieving the targets related to employment.

The possibility of reaching Goal 2 (Achievement of Universal Primary Education) by 2015 is challenged by low probabilities of achieving the targets on cohort survival and completion rates in primary education, and literacy rates of those between 15 to 24 years of age. While government education programmes have intensified through the years, the underlying problems of poverty, peace and order, and health have been identified as exacerbating the need to meet an ever-increasing demand for facilities and educators.

Goal 5 (Improvement of Maternal Health) has also been a perennial challenge in the Philippines. Maternal mortality remained high, while the proportion of births attended by skilled health personnel and the contraceptive prevalence were still below targets as of latest estimates. These have been assessed with low probabilities of achievement at the current period. It was reported that interventions on these have been affected by geographical barriers between the poor and the health facilities in remote areas, financial constraints by the income poor in delivering out-of-pocket costs, and their limited information on health risks.

The achievement of Goal 7 (Ensuring Environmental Sustainability) and Goal 8 (Development of a Global Partnership for Development) is made uncertain by the lack of probability estimates on most of the indicators associated with these. Nonetheless, the GPH reported high probabilities in achieving the targets on the proportion of families with access to safe water and sanitary toilet facilities.

Sub-national disparities on the achievement of the MDGs have also been noted as early as the 2007 mid-term report, as available regional data showed that many regions in Mindanao were lagging behind, compared to the leading regions located in Luzon.

Overall, the GPH and the UN Country Team (UNCT) in the Philippines have a positive outlook on the achievement of the MDGs by 2015. In a recent public forum, leaders from both parties expressed optimism that the country will achieve its targets by the 2015 deadline through the implementation of MDG Acceleration Plans. The country's economic performance has also been encouraging, as GDP grew impressively by 6.6% last year (2012) compared to 3.9% in 2011.

Table 1. Reported Probabilities of MDG Achievement in the Philippines, as of April 2013

Goals and Indicators	Baseline	Latest	Probability of Achievement
MDG 1: Eradicate Extreme Poverty and Hunger			
Proportion of population below the poverty threshold	33.1	26.5	Medium
Poverty Gap Ratio	8.6	2.7	High
Share of poorest quintile in national consumption	6.2	6.2	n.a. <sup>3</sup>
Growth rate of GDP per person employed	1.6	0.5	n.a.
• Employment-to-population ratio	59.0	60.1	n.a.
<ul> <li>Proportion of employed population living below the national poverty threshold</li> </ul>	21.6	22.4	n.a.
<ul> <li>Proportion of own-account and contributing family workers in total employment</li> </ul>	51.3	41.2	n.a.
<ul> <li>Proportion of own-account (self-employed) workers in total employment</li> </ul>	35.6	29.6	n.a.
<ul> <li>Proportion of contributing (unpaid) family workers in total employment</li> </ul>	15.7	11.6	n.a.
<ul> <li>Prevalence of underweight children under 5 years of age using Child Growth Standards</li> </ul>	26.5	20.2	Medium
• Percent of household with per capita energy less than 100% adequacy	74.2	66.9	Low
<ul> <li>Proportion of population with mean one-day energy intake less than 100% adequacy</li> </ul>	n.a.	73.3	n.a.
Proportion of population below national subsistence (food) threshold	16.5	10.8	High
MDG 2: Achieve Universal Primary Education			
Net enrolment ratio in primary education	84.6	91.21	Medium
<ul> <li>Proportion of pupils starting grade 1 who reach grade 6</li> </ul>	69.7	73.76	Low
Primary completion rate	64.2	70.96	Low
• Literacy rate of 15 to 24 years old	96.6	97.8	Low
Ratio of literate females to males of 15-24 year-old	1.0	1.0	High
MDG 3: Promote Gender Equality and Empower Women			
Ratio of girls to boys in primary education	1.0	1.1	High
Ratio of girls to boys in elementary participation rates	1.0	1.0	High
Ratio of girls to boys in secondary education	1.1	1.0	High
<ul> <li>Ratio of girls to boys in secondary participation rates</li> </ul>	1.2	1.2	Low
• Ratio of girls to boys in tertiary education	1.3	1.2	Low
• Share of women in wage employment in the non-agricultural sector	40.1	41.8	High
Proportion of seats held by women in national parliament	11.3	21.4	Low

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<sup>&</sup>lt;sup>3</sup> n.a. means data are Not Available.

Table 1, continued

		1	1
AADC As Darks as Child Marshalites			
MDG 4: Reduce Child Mortality	90.0	20.0	High
Under-five mortality rate     Infant mortality rate	80.0 57.0	30.0 22.0	High High
Proportion of 1 year-old children immunized against measles	77.9	90.6	Medium
Proportion of 1 year-old children infiniting against measies	77.9	90.0	Medium
MDC 5- January Material Health			
MDG 5: Improve Maternal Health	121-207	05 163	Low
Maternal mortality ratio     Proportion of higher attended by skilled health personnel		95-163 74.3	
Proportion of births attended by skilled health personnel     Contracenting providing a rate	58.8	_	Low
Contraceptive prevalence rate     Antonotal consequence (at least one visit)	40.0	48.9	Low
Antenatal care coverage (at least one visit)	91.2	96.5	n.a.
Antenatal care coverage (at least four visits)	52.1	78	n.a.
Unmet need for family planning	26.2	19.3	n.a.
NADO C. Carabat IIIV/AIDC Malaria and Other Diseases			
MDG 6: Combat HIV/AIDS, Malaria and Other Diseases	110.7	12.2	11:
<ul> <li>Prevalence associated with malaria</li> <li>Death rate associated with malaria</li> </ul>	118.7 1.4	13.3 0.2	High
Prevalence associated with tuberculosis	246.0	273.1	High Low
Prevalence associated with tuberculosis     Death rate associated with tuberculosis	39.1	273.1	
		_	Low
<ul> <li>Proportion of tuberculosis cases detected under directly observed treatment short course</li> </ul>	53.0	72.0	High
<ul> <li>Proportion of tuberculosis cases cured under directly observed</li> </ul>	73.0	79.0	High
treatment short course			
MDG 7: Ensure Environmental Sustainability			
<ul> <li>Proportion of land area covered by forest</li> </ul>	20.5	23.9	n.a.
<ul> <li>Consumption of ozone-depleting CFCs</li> </ul>	2981	236	n.a.
• Ratio of area protected to maintain biological diversity to surface area	8.5	13.5	n.a.
<ul> <li>Number of species threatened with extinction</li> </ul>	183	209	n.a.
<ul> <li>Proportion of families with access to safe water supply</li> </ul>	73.0	84.8	High
<ul> <li>Proportion of families with sanitary toilet facility</li> </ul>	67.6	92.5	High
Proportion of families with access to secure tenure	91.0	90.8	n.a.
MDG 8: Develop a Global Partnership for Development			
Debt service as a percentage of exports of goods and services	27.2	11.2	n.a.
Telephone lines subscribers per 100 population	1.5	3.7	n.a.
Cellular phone subscribers per 100 population	0.1	95.2	n.a.
	1	l	l .

Source: "MDGWatch" on NSCB Website (http://www.nscb.gov.ph/stats/mdg/mdg\_watch.asp)

The adoption of MDG Acceleration Plans was part of an effort to expedite the achievement of MDGs using the MDG Acceleration Framework (MAF), which was applied in the Philippines starting in 2012. In late-2012, the GPH and the UNCT also began the process which is now leading towards the development of a Post-2015 Agenda. A first national consultation took place on December 2012, which was followed by a second round held on March 2013. The consultations are so far heading to an agenda which is being built around five pillars: (a) Poverty Reduction and Social Inclusion; (b) Environmental Sustainability, Climate Change and Disaster Preparedness; (c) Accountable, Responsive and Participatory Governance; (d) Fair and Stable Order Based on International Rule of Law; and (e) Peace and Security.

### 2. <u>Implementation of the Principles on Aid Effectiveness</u>

The Philippines was one of the original signatories to the 2005 High-Level Forum on Aid Effectiveness, and had active involvement in the follow-up Accra Agenda for Action (2008). Prior to these milestone events, the GPH also participated in the 2002 Monterey Consensus and the 2003 Rome High-Level Forum on Harmonization.

The effectiveness of development aid is a key concern in the situation of the Philippines. Since the 1980s, the GPH has been mainly challenged by a budget deficit in the implementation of its development plans. Faced with a growing budget deficit, the national fiscal strategy adopted in 2004 aimed to achieve a balanced budget by 2010. Continuous demand for public programmes, especially on social services, nonetheless put further pressure on the government deficit. Hence, foreign aid has had a major role in co-funding the government's social development programmes and in achieving the country's development objectives. Both the GPH and the donor community in the Philippines have been keen on making foreign aid effective within the framework of the Paris Declaration.

The GPH has been taking important measures to implement the aid effectiveness principles embodied in the Paris Declaration, as well as the earlier agreements on harmonization. In relation to the processes and outcomes of the 2003 Rome High-Level Forum on Harmonization, the GPH immediately created a Philippine Harmonization Committee (PHC) in that year to lead national efforts in adjusting to the parameters set for the harmonization of aid efforts. The PHC is composed by the National Economic and Development Authority (NEDA), the Department of Finance (DOF), the Department of Budget and Management (DBM), and the Commission on Audit (COA). The PHC eventually became an oversight mechanism for the implementation of the subsequent 2005 Paris Declaration. After the adoption of the aid effectiveness principles in 2005, NEDA conducted baseline and monitoring surveys on its implementation in 2005 until 2008. The Philippines also participated in the country-level evaluation of the implementation of the Paris Declaration in 2007-2008 (First Phase), and in 2010-2011 (Second Phase).

The national evaluation on the implementation of the Paris Declaration done in 2010-2011 showed that in the case of the Philippines, there has been considerable strength and progress on the implementation of aid effectiveness principles on Ownership and Alignment. National leadership over development strategies has been strong since the baseline period (2005) and the performance and accountability of

country systems (including the use of country systems on procurement and project implementation) have significantly improved. Aid alignment to the national development strategies has also moved on to the next level [Table 2].

Although to a lesser scale, the level of Donor Harmonization has also generally improved. Clear improvements were made to reduce duplication of efforts and to simplify procedures among donors. The report also showed that there has been borderline progress on the predictability of aid flows and the integration of global programmes, while there is a continuing challenge on the delegation of donor authority to their country-level offices [Table 2].

The national assessment also showed that the implementation of the principles on the Management of Results and Mutual Accountability have likewise moved on at a slower pace. While there has been movement in the capacities for results-driven strategies, the levels of accountability and corruption/transparency have remained at baseline level [Table 2].

Table 2. Summary Data on the Overall Progress of Aid Effectiveness in the Philippines

Principles and Indicators	Baseline Rating (2005)	Latest Assessment (2010)
Ownership and Alignment		
Stronger National Strategies	Good to High	Good to High
Increased Alignment of Aid	Fair to Good	Good
Performance and Accountability of Country Systems	Fair	Good to High
Harmonization Less Duplication of Efforts and Rationalized Activities Simplified Donor Procedures More Predictable Aid Flows Sufficient Delegation of Authority Sufficient Integration of Global Programmes	Fair Fair Fair Fair Fair	Good Good Fair to Good Fair Fair to Good
Managing for Results and Mutual Accountability Stronger Capacities for Results-Driven Strategies Enhanced Accountability Less Corruption and More Transparency	Fair Fair to Good Fair	Fair to Good Fair to Good Fair

Source: Second-Phase Country Level Evaluation (CLE2) of the Implementation of the Paris Declaration (PD) in the Philippines Final Report

On the whole, the study noted that the contributing factors to aid effectiveness in the Philippines are the existence of clear development plans by the GPH, the conduct of consultative process between the government and its development partners, and the upgrading of government systems (e.g. public financial management systems) that comply with global standards. On the other hand, the dissemination of national development policies to lower levels of government and with implementing ministries, constraints by donors in fully adapting to government systems because of head office requirements, and limited national capacities on Monitoring and Evaluation (M&E), were identified as among the main challenges to the application of the Paris Declaration principles in the country.

### 3. Progress of Delivering As One

Prior to 2006, the UNCT in the Philippines had been operating jointly through a Common Country Assessment (CCA) process which then served as bases for the formulation of the United Nations Development Assistance Framework (UNDAF). Until 2006 when the global call towards One UN was formalized by the High Level Panel on UN System-Wide Coherence, two UNDAFs have been formulated, which served as an overall framework for intervention by the UN in the Philippines.

In 2006, the UNCT initially responded to the Delivering As One (DAO) report by reviewing and strengthening the existing UNDAF mechanism, specifically its results matrix, M&E system, and thematic groups. Early work on the transitioning to a Harmonized Approach to Cash Transfers (HACT) also started in 2006, and a task force was organized in that year to find a permanent common office building for the UN resident agencies in the country.

Stakeholder consultations on the DAO report were thereafter held in 2007. In that year, the GPH (through NEDA) committed to support the transition towards a One UN by 2010, parallel with the expected timeline for the full implementation of the Paris Declaration. UNDAF reviews were also held in 2007/2008 to prepare for a successor plan to the then 2005-2009 UNDAF. Since the 2005-2009 UNDAF was already in place, DAO efforts at this time were focused on team-building and preparation for the next UNDAF, joint advocacy on the MDGs, and planning for joint programming. A key effort on joint programming at this time (2007/2008) was the preparation of concept notes and proposals of eight joint programmes for possible funding under the thematic windows set by the MDG-F.

Steps have been taken by the UNCT in the Philippines towards the transitioning to DAO. Starting in 2007, functional breakthroughs on joint communications were made in terms of the common MDG advocacy activities that were then undertaken. By 2008, the HACT had been fully adopted by three UNCT Member-Agencies. This effort was followed-up in 2010 with the adoption of Harmonized Reference Rates by eight UN Agencies and UNCO. Common access to services by the UN Agencies on security, information technology, travel, and procurement were made possible through their holding of business offices on commonly-leased buildings. In 2009, the plans for a permanent One UN Office in the Philippines became clearer when the GPH issued a decree that designated a government property in Makati City for such purpose.

Initial efforts on joint programming were taken in 2007, through the development of a Joint Programme on HIV and Migration (2007-2009), and a Joint Programme on the Implementation of the CEDAW (2007-2009). These were followed up by a third Joint Programme on VAW (2008-2011). <sup>4</sup> However, these JPs were not fully implemented because of challenges faced by the implementing UNCT Agencies in terms of the weak buy-in and participation by the national counterpart institutions, non-functionality of the management mechanisms for the JPs, and instability of funding.<sup>5</sup>

As noted earlier, work on joint programming through the windows opened by the MDG-F started In the 2007/2008 period with the submission of concept notes for all the eight themes which were made available. Subsequently, the Philippines was successful in getting funding support for four joint programme applications which were implemented from 2008 until 2012/2013.

### B. Description of the MDG-F

### 1. Key Features

The Philippines was one of 50 countries that received funding support from the MDG Achievement Fund (MDG-F), a global grant facility financed by the Government of Spain. The Fund was set up in 2007 to achieve development objectives around three pillars: (a) to accelerate the achievement of the MDGs; (b) implement the principles of the Paris Declaration, and; (c) support UN reforms leading toward Delivering As One (DAO). A total amount of USD 900 million comprised the Fund.

In line with the objective of supporting UN Reforms on DAO, the Fund was coursed through the UN System. The Fund passed-through the Multi-Partner Trust Fund (MPTF) Office of UNDP, which applied a parallel modality in transferring the funding allocations to the headquarters of the participating UN/UNCT Agencies.

The Fund was governed at the global level by a Steering Committee, and managed operationally through a small Secretariat which was based at the UNDP Headquarters in New York City. The MDG-F Secretariat provided support to the implementation of the Fund's interventions through the development of the MDG-F Joint Implementation Guidelines, and other secretariat services on Monitoring and Evaluation (M&E) and on Communications and Advocacy (C&A).

<sup>&</sup>lt;sup>4</sup> The data on this section came from the UNDAF Assessment Report [Bhattachryya, 2010]. It has to be reconciled with the information in the Mid-Term Evaluation Report of the CCA JP which stated that the first known JP in the Philippines was the JP entitled "Strengthening the Foundations for Lasting Peace and Development in Southern Philippines Phase 3" or Multi-Donor Programme Phase 3 (MDP 3). MDP 3 was implemented from 2000 to 2003, and it was the precursor of the ACT for PEACE Programme.

<sup>&</sup>lt;sup>5</sup> These initial JPs were funded through the regular budgets of the participating UNCT Agencies

### 2. Support to Joint Programmes

The Fund primarily funded 130 Joint Programmes (JPs) in the 50 selected countries, most of which were in Latin America and the Caribbean, Africa, and Asia. In Asia, a total of 20 JPs were funded by the MDG-F, with the Philippines and China having the most number of JPs at 4 each.<sup>6</sup>

There were eight thematic areas set by the Fund around which the JPs were designed: (a) Children, Food Security and Nutrition; (b) Culture and Development; (c) Conflict Prevention and Peace-Building; (d) Environment and Climate Change; (e) Gender Equality and Women's Empowerment; (f) Youth Employment and Migration; (g) Development and the Private Sector; and (h) Democratic Economic Governance. The Philippines got funding support for four JPs under the thematic windows on Environment and Climate Change (MDG-F 1656), Youth Employment and Migration (MDG-F 1942), Democratic Economic Governance (MDG-F 1919), and Children, Food Security and Nutrition (MDG-F 2030). The total funding support obtained by the Philippines for these 4 JPs was USD 23.2 million [Table 3].

Table 3. Summary of MDG-F Support to the Philippines

	No. of Participating UN Agencies	No. of National Counterparts	Amount of Funding (USD)
<u>Joint Programmes</u>			
Strengthening the Philippines' Institutional Capacity to Adapt to Climate Change (MDG-F 1656)	6	9	8.0 million
Alternatives to Migration: Decent Jobs for Filipino Youth (MDG-F 1942)	4	11	6.0 million
Enhancing Access to and Provision of Water Services with the Active Participation of the Poor (MDG-F 1919)	2	3	5.7 million
Ensuring Food Security and Nutrition to Children 0- 24 Months Old in the Philippines (MDG-F 2030)	5	18	3.5 million
Sub-Total			23.2 million
Focus Country Initiative	1	Various	0.485 million
Total			23.685 million

Source: Programme Documents and Reports

<sup>&</sup>lt;sup>6</sup> Aside from the Philippines and China, Afghanistan and Vietnam had 3 JPs each, while Cambodia, Timor-Leste, and Bangladesh each had 2 JPs that were funded by the MDG-F.

### 3. Support to Focus Country Initiative

Aside from the four JPs supported by the Fund, the Philippines also got additional funding from the MDG-F under its Focus Country Initiative (FCI) facility [Table 3]. The objective of the FCI support was to highlight outstanding efforts on poverty eradication and the achievement of the MDGs through the conduct of activities related to communications and advocacy on the MDGs, and the strengthening of monitoring and evaluation capacities. The Philippines was one of the nine chosen FCI countries, together with Bosnia and Herzegovina, Colombia, Ecuador, Ethiopia, Honduras, Mauritania, Morocco, and Timor-Leste. FCI activities in the Philippines were implemented by the UN Coordination Office (UNCO).

### C. Description of the Study

### 1. Background of the Study

In September 2012, preparations were made by UNCO for the conduct of the MDG-F Country Evaluation in the Philippines through the formulation of a Terms of Reference (TOR) and the selection of an external Consultant. Further clarifications were also made with the MDG-F Secretariat on the scope of the study, as it was deemed necessary to emphasize the three main pillars of the Fund. The first version of the Inception Report for the study was submitted in November 2012.

In January to February 2013, the first round of the country mission in the Philippines for the conduct of the study was carried out. Within this period, clarifications were sought by the National Steering Committee (NSC) and the Evaluation Reference Group (ERG) on the TOR for the evaluation. After internal meetings and consultations with the MDG-F Secretariat, as well as the adoption of the global TOR for the country evaluations and the submission of a revised Inception Report based on the new TOR, the NSC gave the signal for the second round of the mission which was completed in May 2013.

### 2. Approach and Methodology

The study was carried out through a three-stage process. An inception of the task was first done through a desk review of the documents on the four JPs and the FCI activities. Based on the study questions [Annex A] and methodology that were stated in the Inception Report, a Country Mission to the Philippines was held [Annex B] to gather information and opinions from primary sources, as well as to interact with the stakeholders. Separate meetings were also held with the MDG-F Secretariat in New York.

Using a standard matrix of study questions, open-ended face-to-face interviews and group discussions were held with programme implementers from both the UNCT Agencies and the national counterpart

institutions, as well as with a sample of beneficiaries [Annex C].<sup>7</sup> The NSC Members (AECID, NEDA and the UNRCO) were likewise consulted and briefed on the progress of the study.

The third stage in the study approach was the review of the contents of a draft report by members of the Evaluation Reference Group (ERG). This revised version was based on the corrections on the facts and comments which were forwarded by the ERG.

In the course of the Country Mission, additional documents were either provided by the implementers or sought out from various sources [Annex D]. These have likewise served as reference materials for the preparation of this report, in addition to those that have already been declared in the Inception Report.

The study made use of a survey to measure the effectiveness of the intervention on the capacity development of national institutions. A survey questionnaire was administered to a sample of the national counterpart agencies that participated in the JPs [Annex E]. The survey tool was structured on a five-point scale which set the perceived capacity levels of the institutions at: (a) the start of the programme; and (b) the end of the programme.

### 3. Statement of Limitations

As of the writing of this report, the Final Evaluations for two JPs (i.e. the CCA JP and the YEM JP) have been completed. As such, the Final Evaluation Reports and also the Final Narrative Reports for these programmes have been included as among the reference documents for the Country Evaluation [Annex D]. While the final evaluations of the two other MDG-F JPs (i.e. the Water Governance JP and the CFSN JP) are still on-going as of this time, coordination between the JP-level evaluations and this country-level evaluation was established. The draft versions of the final evaluation reports for the Water Governance JP and the CFSN JP (as of June 24, 2013) were reviewed for this study.

Being a country-level evaluation, the study sought to present an overall picture of the MDG-F Intervention in the Philippines, which was made up mainly by the four joint programmes, and secondarily, the FCI component. The formulation of the statements in this report was hence intended to be generalized. Findings which were common in at least two JPs were recognized to apply for the whole. Detailed elaborations were nevertheless made on several points, either in the main text itself or through the footnotes, as these were deemed necessary by the writer in highlighting important facets of each JP. The sample of the Survey on Capacities was limited to thirteen government counterparts whose capacities were perceived to have been improved across the four JPs and whose survey returns were received as of the writing of this report. The sample size is around 32% of the total number of counterpart government institutions (i.e. 41) indicated in Table 3. The data on the survey returns were used in this report.

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<sup>&</sup>lt;sup>7</sup> The beneficiaries of the interventions included both the institutional beneficiaries (i.e. the duty bearers whose capacities were developed through their engagement in the JPs) and the claimholders (i.e. the youth, farmers, and women who benefitted from the programme activities. In addition to the information from the dialogues with claimholders listed in Annex C, similar inputs from the consultations during the Final Evaluation of the CCA JP were also used as reference for this report.

### II. ASSESSMENT OF THE MDG-F

### A. Relevance of the Interventions

### 1. Relevance to Public Policy

The Philippines has been strong in formulating its national development policies through elaborate and clearly-defined development plans. In recent times, national development plans have been formulated for 2001-2004 (under the interim term of former President Gloria Macapagal-Arroyo), 2004-2010 (under her full term), and for the current period of 2011-2016 (under the term of incumbent President Benigno Aquino III).

Since the concept notes and programme proposals for the four MDG-F joint programmes were done in 2007-2008, the interventions were mainly referenced on the 2004-2010 Medium-Term Philippine Development Plan (MTPDP). The MTPDP was a 277-page document which articulated the national development courses of action in four main parts and 25 chapters. The four MDG-F JPs were designed in line with the socio-economic assessment and strategic remedies adopted by the GPH as expressed in this 2004-2010 MTPDP.

Youth Employment was a prominent concern in the MTPDP, being integral to the main section about Education and Youth Opportunity (Part 4). Migration was also a central factor in the assessment portion of the socio-economy, as the number of Overseas Filipino Workers (OFWs) increased and their remittances were acknowledged to be crucial for the economy. These were the bases for the development of the YEM JP (MDG-F 1942).

There was also a chapter in the MTPDP on Environment and Natural Resources (Chapter 3 of Part 1) that noted the problem of having waterless areas in the country. This was a straightforward situation that the Water Governance JP (MDG-F 1919) aimed to help solve [Box A]. While the concept of climate change was still developing at the time of the writing of the MTPDP (2004), disaster risk reduction strategies were already included in this section of the national development plan, on which the CCA JP (MDG-F 1656) was founded. The National Framework for Physical Planning was also adopted by the GPH prior to the MTPDP, and it likewise served as the planning reference for the development of the CCA JP.

Child Health and Nutrition was also embodied as a component of the MTPDP (under Chapter 12 of Part 3). It was the link between the national development plan and the CFSN JP (MDG-F 2030). There were also sectoral plans on nutrition derived from the MTPDP (i.e. the 2008-2010 Medium-Term Philippine Plan of Action for Nutrition and the Accelerated Hunger Mitigation Program) which were specifically linked to the goals and objectives of the CFSN JP.

The Philippines does not usually have a system of annually shortlisting its development priorities, based on a larger and longer-term plan. The prioritization of development actions can nevertheless be proxied by funded sectoral plans and programmes which are formulated after the broad national development plan (e.g. the MTPDP) has been adopted, or follow-up policy actions on the legislative agenda embodied in the national plan. Using these proxy indicators, there is evidence that the MDG-F JPs have fit well into the development priorities of the country. A national programme on water called President's Priority Programme on Water (P3W) was adopted by the GPH to implement related commitments in the MTPDP and the ten-point agenda [Box A]. As earlier reported, the 2004-2010 Medium-Term Philippine Plan of Action for Nutrition was updated for the period 2008-2010, together with a Philippine Medium-Term Youth Development Plan (PMTYDP) 2005-2010. A law which expanded the promotion of breastfeeding (i.e. An Act Providing Incentives to all Government and Private Institutions with Rooming-In and Breastfeeding Practices and For Other Purposes or Republic Act Number 10028) was enacted by the legislative branch in 2009. In that same year, the Climate Change Law (Republic Act Number 9729) was also approved by the Philippine Congress.

Aside from the Expanded Breastfeeding Law and the Climate Change Law, several other legislative policies have been adopted in the Philippines which created a supportive and enabling environment. The other policies which were most relevant to the MDG-F JPs were the Local Government Law of 1991 (Republic Act Number 7160) which devolved certain social development functions to sub-national government units, the Milk Code of 1986 (Executive Order 51)which promotes breastfeeding and regulates the marketing of breastmilk substitutes, and the People's Survival Fund Law of 2012 which mandated the creation of a fund to finance climate change action plans and adaptation projects of subnational government units.

The MDG-F JPs became relevant to the public policy environment in the Philippines mainly by responding to the needs on capacity development that came with the adoption of these executive and legislative policies. The thematic JPs were aligned to the sectoral contents of the broad MTPDP, and were implemented in partnership with the national government institutions that were primarily responsible for the execution of the sectoral plans. In accordance with the localization policy, the JPs also worked with sub-national (i.e. provincial, city and municipal) government institutions whose capacities were likewise developed through their engagement in the programmes. The relevance of the JPs also crossed over into the succeeding 2011-2016 Philippine Development Plan (PDP), in which national concerns on climate change, youth employment, migration, and child health were likewise covered. The national priority programme on water is also being continued under the current administration of President Benigno Aquino III [Box A].

<sup>&</sup>lt;sup>8</sup> In the 2004-2010 period however, a ten-point agenda was adopted by the GPH.

<sup>&</sup>lt;sup>9</sup> The national agenda on Youth Employment and Migration under the current PDP was proactively promoted by the implementing agencies of the YEM JP.

### Box A. Complementing the Government Priority Programme on Water

In 2004, the government estimated that there were still 432 waterless municipalities in the Philippines. In the Metro Manila area itself, it was believed that there were also 200 communities that do not have access to potable water systems. The situation prompted the Philippine Government to adopt a national programme on water provision called as the President's Priority Programme on Water (P3W). This effort was also included in the government's 2004-2010 Medium-Term Philippine Development Plan (MTPDP) and Ten-Point Agenda. Around USD 300 million was earmarked for this purpose, which was to be raised through the government budget and private investments.

The P3W was however focused on the physical establishment of the water systems, which by itself does not assure the efficient and sustainable delivery of water. A perspective forwarded in the development community emphasized the parallel importance of building the capacities of claim holders and duty bearers to raise the efficiency of water use and improve its potential for sustainability.

In 2007, UNDP and UNICEF in partnership with NEDA, the Department of Interior and Local Government (DILG), and the National Water Resources Board (NWRB) developed a joint programme entitled "Enhancing Access to and Provision of Water Services with the Active Participation of the Poor" which was eventually funded by the MDG-F (MDG-F 1919). The joint programme sought to fill in the need for capacity-building in the aspects of water sector planning and monitoring, development of service codes, tariff setting and regulation, and management and operation of the water systems. The programme also offered support in access to funds by local governments and users, and in the promotion of favorable public policy.

The initial funding of USD 5.3 million from the MDG-F was intended to cover the needs of around 120,000 waterless households in 36 municipalities. An additional amount of USD 300,000 was also provided by the MDG-F in 2012 to enhance and upscale the project in view of the opportunities provided by the updated (2011 to 2015) national government programme on water now called as SALINTUBIG.

The current SALINTUBIG Programme is funded by the national government with a budget of around USD 37.5 million annually to provide grants for water supply provision to the waterless municipalities. This programme is the Philippine government's vehicle in achieving the MDG 7 target of halving the proportion of people who do not have access to safe water. MDG-F 1919 has complemented this priority primarily through the capacity development of the key duty-bearers DILG, NWRB, and NEDA.

### 2. Alignment with the UNDAF

The joint programme evaluation reports have also sought to establish the relevance of the MDG-F interventions with reference to the UNDAF. In all these reports, the links of the MDG-F JPs to the development intentions in the UNDAF were ascertained. The reference framework for the MDG-F JPs was the 2005-2009 UNDAF.

The 2005-2009 UNDAF aimed to support the GPH in its development objectives through 12 identified outcomes on five main areas: (a) Income improvements in poor areas; (b) Increased access by poor households to basic social services; (c) Institutionalization of good governance reforms; (d) Increased capacities on environmental sustainability, and; (e) Promotion of peace. These were intended to be collectively delivered by 13 UNCT Agencies which had operations in the Philippines.

The goals of the 4 MDG-F JPs have been thematically relevant to the achievement of the 2005-2009 UNDAF outcomes. Most of the JPs were aligned with the target outcomes that sought improvements in incomes and access to basic social services, while the CCA JP was clearly linked with the outcome on environmental sustainability. The UNDAF Outcomes were in turn, related to the national development plan and the achievement of the MDGs.<sup>10</sup>

The UNDAF strategies on the two other pillars (i.e. the Paris Declaration and DAO) have not yet been elaborated in the document because the processes leading towards the finalization of the 2005-2009 UNDAF were completed in 2004, prior to the adoption of the Paris Declaration principles and the completion of the DAO Report in 2005. Still, it turned out that the MDG-F JPs have been relevant to the improvement of the UNDAF programming in the Philippines, as it was generally believed that the MDG-F experience had contributed to the design of the current (2012-2018) UNDAF, specifically on its governance and management systems, as well as its joint programming content.

### 3. Links to MDG Achievement

On the whole, the MDG-F intervention in the Philippines has clear links to the achievement of three MDGs, specifically Goal 1 (Eradication of Extreme Poverty and Hunger), Goal 4 (Reduction of Child Mortality), and Goal 7 (Environmental Sustainability). The goals and activities of the MDG-F JPs are primarily indirectly contributing to the attainment of the country's targets on these goals [Table 4].

There is a convergence of the MDG-F interventions towards the achievement of Goal 1, as most of the JPs are linked with the attainment of three of its targets [Table 4]. Activities related to the attainment of food security by vulnerable households are common to the CCA JP, the CFSN JP, and the YEM JP. These are being done through the promotion of climate-resilient crop varieties for household consumption, the establishment of early warning systems, and support to entrepreneurship projects related to food production.

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<sup>&</sup>lt;sup>10</sup> The 2005-2009 UNDAF process was completed in early 2004, prior to the formulation of the 2004-2010 MTPDP. It was based on the 2001-2004 interim development plan. The UNDAF was extended until 2011, and the current 2012-2018 UNDAF is now aligned with the 2011-2016 PDP.

Table 4. Summary of MDGs and Targets Associated with the MDG-F JPs

Goals and Targets	Associated JPs
<ul> <li>MDG 1: Eradicate Extreme Poverty and Hunger</li> <li>Halve the proportion of people whose income is less than one dollar a day</li> <li>Achieve full and productive employment and decent work for all, including women and young people</li> <li>Halve, between 1990 and 2015, the proportion of people who suffer from hunger</li> </ul>	CCA JP, YEM JP YEM JP CCA JP, CFSN JP, YEM JP
MDG 4: Reduce Child Mortality  • Reduce the under-five mortality rate by two-thirds	CFSN JP
<ul> <li>MDG 7: Ensure Environmental Sustainability</li> <li>Halve, by 2015, the proportion of population without sustainable access to safe drinking water and improved sanitation</li> </ul>	Water Governance JP

Although the joint programmes were implemented in a limited number of areas, the MDG-F is also contributing to the reduction of income poverty in the Philippines through the creation of income opportunities arising from employment primarily by youth beneficiaries (through the YEM JP and the CCA JP), as well as greater income options by farmers due to climate-resilient production technologies, diversified farming approaches, and a weather-based crop insurance system (introduced by the CCA JP).<sup>11</sup>

The CFSN JP includes activities on optimum infant and young child feeding practices. These activities, together with the other CFSN JP components, are further leading towards the achievement of Goal 4, in terms of reducing the under-five mortality rate in the country [Table 4], although limited to the programme areas.

The achievement of Goal 7 (Environmental Sustainability) is a domain of the Water Governance JP, which is contributing to the target of increasing the proportion of the population with access to safe water, through emphasis on a Human Rights-Based Approach (HRBA) [Table 4 and Box A].

Being the principal duty bearer on the MDGs, the GPH is at the forefront of the national effort to achieve the MDGs by the 2015 timeline. This is being done through the adoption of sound socioeconomic policies and the implementation of social development programmes that are directly aimed at the MDG targets. The joint programmes of the MDG-F supported the GPH in this regard by further reinforcing the capacities of key government agencies, and via policy work either through the

<sup>&</sup>lt;sup>11</sup> The CCA JP also provided technical and vocational trainings in Sorsogon City, in addition to similar activities undertaken in the YEM JP.

strengthening/mainstreaming of existing policies, or through the introduction of new policies and approaches which are relevant to the achievement and sustainability of the MDGs.

### 4. Relevance to the Paris Declaration

National participation in the design and inception phases of the joint programmes were evidently noted in the JP-level evaluation reports, and this feature was further verified in the dialogues made for this study. The long-standing partnerships between the UNCT Agencies and their traditional national government counterparts appeared to be a facilitating factor. The GPH through NEDA had also been a strong advocate of the Paris Declaration since 2005, which set some informal standards for national participation in the design phase in 2007/2008. The presence of NEDA in the design phase was also reinforced by its role as lead government ministry for two joint programme applications. In addition to these, the MDG-F (and UNDG) Guidelines had itself required the signing of the joint programme documents by both the UN Agencies and the participating national government ministries.

The process of national involvement in the design phase featured a combination of full and partial interactions between the UNCT proponents and their national counterparts. Face-to-face meetings and planning sessions were held, together with exchanges of the draft concept notes and programme applications between the lead UNCT and government agencies, and follow-up phone conversations between their focal persons to improve and finalize the documents. Time constraints in formulating the concept papers and the programme proposals to meet the submission deadlines, as well as the lack of common guidelines to follow in the programme design phase, turned out to be underlying factors in the differing tracks pursued by the JPs for programme design. The initial funds provided by the MDG-F during the design phase have been useful in developing the technical content of the programme applications, as well as in conducting participatory planning activities.<sup>12</sup>

There were also complicating factors in national involvement during the design and inception phases. Elections for sub-national (i.e. provincial) government positions were held in the Philippines in 2010, and these caused changes among some officials who have been previously involved in the design phase of at least one JP. The turnover naturally necessitated a repeat of the participatory planning process involving the incumbent duty-bearers, in order to ensure the continuity of national ownership over the JPs. In the case of a national government agency, a similar cycle had to recur because the unit that was assigned to participate in the design phase (i.e. the planning office) was different from the one now mandated to be involved in the implementation phase (i.e. the operations office).

In general, the involvement of the national counterpart institutions in the design and inception phases helped build their sense of ownership over the joint programmes. Barring differences in planning cycles, the ownership factor at the onset in turn, facilitated the implementation of joint activities that were agreed-upon in the work plans. Effective national leadership at the design and inception phases could have nonetheless been strengthened further by defining the parameters of the Paris Declaration

 $<sup>^{12}</sup>$  The MDG-F provided an initial fund of USD 20,000 for activities related to the design and inception of the joint programmes.

principles that would be applicable to the programmes, in the context of the Philippine situation and in view of the constraints that would affect its implementation. Leveling of expectations at the onset as to how far the aid effectiveness principles can go would have been helpful, especially considering the sizable number of national and sub-national institutions that participated in the programmes, as well as the diversity of the participating UNCT Agencies [Table 3] that had their own guidelines to follow.<sup>13</sup>

National involvement in the implementation phase was also embedded in the MDG-F Joint Implementation Guidelines, which were applied by the four joint programmes in the Philippines. The national counterpart institutions were active members of the PMCs and of the NSC. Lead Government Ministries co-chaired the PMCs, while NEDA was involved in the NSC. Aside from these systems, the MDG-F Joint Implementation Guidelines also included other features (e.g. implementation and fund transfer modalities, and use of national systems and structures) that were linked to the Paris Declaration principles. The oversight presence of NEDA in the NSC was also a key factor.

### 5. Relevance to Delivering As One

All of the eleven UNCT Agencies that implemented the four joint programmes participated in the design phase of the interventions. A positive feature of the inclusiveness of joint programming at the onset was the involvement of IOM, a guest agency of the UNCT in the Philippines (in the development of the YEM JP), and also UNEP, a non-resident agency (in the design of the CCA JP). The accommodation of non-UN and non-resident agencies in the joint programmes indicated the premium placed by the proponents on the expertise and value-added of each participating agency for the fulfillment of the thematic goals of the MDG-F.

There were also challenges on the nature of participation by the UNCT Agencies in the joint programmes. Because the MDG-F was a global funding facility, it was acknowledged that the initial drive among the UN Agencies to work together at the start was to access the fund. The core group of agencies hence started out large, and was eventually reduced after agreements were reached on which agencies were to be part of the applications that were eventually submitted for each thematic window. The competitive feature of accessing the Fund also affected the rationale for participation, as the rule of thumb for agency inclusion was influenced in part by the financial competitiveness of the application: more agencies usually meant larger budgets, and larger budgets usually lessen the chances of success in the global competition for funds. At the same time, some of the MDG-F thematic windows were broad, and the applications were viewed to be more competitive if the various components were to be addressed by the corresponding specializing agencies. Thus, it was believed that some agency components were small, and had merely served as token actions that would comply with the Fund's thematic objectives. Going through the actual joint programme experience have nonetheless changed the thinking process in the UNCT community, given their realizations that the agencies can actually work

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 $<sup>^{13}</sup>$  As shown in Table 3, there were 2-5 participating UN Agencies in the programmes which worked with 3-18 national counterpart institutions.

together in a joint programme, and that there is greater value created by them in working together. This had been the relevant link of the MDG-F JPs to the DAO Agenda.

Part of the design phase included the formulation of a common results framework and a common budget, which were key components of a signed joint programme document. These tools were developed in consultation with the participating UN Agencies, and have initially served the purpose of having templates to set common results, resources, and implementation plans. As an offshoot of the learnings in actual implementation, it was realized however that improvements could still be made on the functionality of the results frameworks and the effectiveness of the inception process. A common RBM culture still has to be formed among the participating UN Agencies, and different M&E tools and procedures were being followed. There were also challenges in the inception process, as some observed that the inception activities did not capture the operational details that were crucial for implementation (e.g. partnership modalities, procurement options, field coordination). The programmes could have benefitted from a clear guidance on how to conduct the inception workshops.

It was evident from the joint programme documents that the interventions were meant to reach the vulnerable and marginalized sections of the population. The YEM JP for instance, identified four poorest provinces in the country where the MDGs are least likely to be achieved, as its target areas. The CFSN JP likewise selected cities and towns with significant occurrences of child under nutrition problems, while the Water Governance JP clearly worked in officially-known waterless areas. Because of the nature of the intervention, the CCA JP on the other hand, aimed to reach areas in the Philippines that are most vulnerable to climate change (i.e. those in the eastern seaboard, as well as pilot upland areas in Luzon and valleys in Mindanao), while working with the socio-economically disadvantaged groups.

The four JPs were also formulated in conformity with the standard outline issued by the MDG-F Secretariat, which likewise included a section on gender equality concerns that would be addressed by the programmes. The elaboration of the gender content in the programme documents was however affected by the presence or lack of related gender data or studies. While gender statistics and concerns were evident in the programme documents for the YEM and CFSN JPs, these were scarcely found in the CCA JP, owing to the lack of studies and data on gender and climate change at that time (2007/2008). There were inception workshops held for each of the four JPs, but these activities did not include a separate update or review on the gender aspect of the programmes, and how such gender reviews or updates could possibly impinge on the implementation plans. Nevertheless, women actively participated in the programme activities and the interventions have actually benefited both men and women, as will be noted later on this report.

### B. Effectiveness of the MDG-F

### 1. Attainment of Thematic Objectives

The four joint programmes implemented in the Philippines are achieving results and effects that are fully aligned with the goals and objectives of the MDG-F themes with which they are affiliated with: Environment and Climate Change for the CCA JP (MDG-F 1656); Youth Employment and Migration for the YEM JP (MDG-F 1942); Democratic Economic Governance for the Water Governance JP (MDG-F 1919); and Children, Food Security and Nutrition for the CFSN JP (MDG-F 2030).

The joint programme on climate change (CCA JP), which was under the environment and climate change window, facilitated the integration of the climate change framework into the implementation plans and operating procedures of key government agencies such as the Department of Agriculture, National Water Resources Board, Environmental Management Bureau, and the Department of Health. This will then enable the duty bearers to respond more effectively to the new challenges brought about by climate change, especially its effects on overall socio-economic development and the achievement of the MDGs. Improved service delivery by these and other agencies covered by the programme is expected through the systematic assessment of their current capacities on climate change which aided them in planning for their own capacity development, as well as the new technologies and tools on climate change management that were developed through the programme. The piloting of climate change adaptation options on agricultural production, rural financing, crop insurance, housing, local governance, and public health management in five geographical areas was done through the programme. These were additional efforts on climate change adaptation in the Philippines which are serving as seeds for further experimentation and possible replication. The key accomplishments of the CCA JP at the ground level included the following: (a) testing of 25 farming technology options involving 519 farmers in 97 sites in Benguet and Ifugao; (b) training of 89 health care workers from Metro Manila and Albay on the effects of climate change, and training of 61 hospitals on climate change vulnerability assessment; (c) piloting of 30 retrofitted houses in Sorsogon City and the provision of alternative livelihood training courses to 100 beneficiaries; (d) piloting of alternative financing schemes among 837 farmers and a weather index-based insurance system to 154 farmers in Agusan del Norte; and (e) training of 1,300 local government officials and personnel in Albay on climate change adaptation in local development planning.

The joint programme on youth employment and migration (YEM JP) had been successful in elaborating the component of youth employment and migration in the current national plan (i.e. the 2012-2016 Philippine Youth Development Plan) through the government's adoption of a National Action Agenda (NAA) and National Action Plan on Youth Employment and Migration (NAP YEM) with the National Youth Commission (NYC) as the Convenor of the Interagency Coordinating Structure (ICS). This major output of the programme is expected to lead towards a clearer role of youth employment and migration management in the Post-2015 Agenda. The targeted interventions of the programme that sought to raise the level of youth employment and use of migrant savings for development in four selected poor provinces will also possibly add to the list of exemplary models that can be emulated in other similarly-

situated sites. The YEM JP reported the following as among its main achievements in the four pilot provinces (i.e. Masbate, Antique, Maguindanao, and Agusan del Sur): (a) training of 88 participants on local economic development; (b) completion of Provincial Labor Force Surveys in Antique and Agusan del Sur; (c) creation of One Stop Resource Centers in each of the four provinces; (d) setting-up of 20 small enterprises among returning OFWs; (e) completion of skills training courses by 2,001 youth beneficiaries; and (f) training of 475 youth beneficiaries on entrepreneurship.

In conformity with the objectives of the thematic window on democratic economic governance, the Water Governance JP (MDG-F 1919) aimed to improve the efficiency, access and quality of water in 36 waterless municipalities. This is being done through inclusive participation by both the claim-holders and duty-bearers in the areas, a key feature of which is their agreement on an instrument called Local Customized Service Code, which serves as their social contract for the undertaking. The other core principles on democratic governance are also being applied in this programme, such as accountability and transparency, through promotion and advocacy activities. The JP had also sought to involve the private sector in the provision of water in the waterless communities, by campaigning for private-public partnerships and helping develop incentives for private sector investments. The concrete achievements of the Water Governance JP in the 36 municipalities included: the organization of Water and Sanitation Councils; the creation of community-level water and sanitation associations; the development of the Local Customized Service Codes; the completion of baseline surveys; the formulation of Municipal Water Supply, Sewerage and Sanitation Service Plans, and; the completion of Water and Sanitation toolboxes.

The implementation of the CFSN JP (MDG-F 2030) has clearly corresponded to the objectives set in its overall thematic window through the piloting of an integrated approach to the alleviation of child under nutrition and hunger in six areas. These involved the promotion of local food security and nutrition strategies in the sites, a unique feature of which is the inclusion of workplaces aside from the usual domiciles, and the use of communication strategies to induce behavioral changes on infant and young child feeding among claim-holders. The JP has also supported the promotion of infant and young child feeding practices through the improvement of recipes for feeding infants 6-9 months old. Related policy work was done through monitoring on the implementation of existing laws on breastfeeding and nutrition (i.e. the Milk Code and the Expanded Breastfeeding Law), and participation in the public deliberations on the implementing rules and regulations on the Expanded Breastfeeding Law. In the six areas covered by the CFSN JP, the following main accomplishments were reported: (a) the training of 5,464 Peer Counselors who were deployed to advise pregnant mothers, and the organization of 662 community support groups; (b) the training of 986 midwives and health workers on Infant and Young Child Feeding, and; (c) the training of 627 health workers and micro-nutrient powder distributors on the appropriate use of micro-nutrient powders.

### 2. Achievement of MDGs

The four MDG-F JPs are collectively contributing to MDG achievement in the Philippines through: (a) the promotion of supportive policies and plans; (b) the capacity development of duty-bearers and claim-holders, including their adoption of tools and approaches that were developed through the

programmes; (c) the piloting or demonstration of development strategies in certain localities; and (d) the conduct of activities that directly contribute to the attainment of specific MDG targets in selected areas. Work being done on these fields are leading towards the achievement of particular MDG targets mainly at the national level, and secondarily at selected sub-national levels where the JPs are being piloted or demonstrated.

As earlier reported, the JPs are specifically contributing to the achievement of Goal 1 (Eradication of Extreme Poverty and Hunger), Goal 4 (Reduction of Child Mortality), and Goal 7 (Environmental Sustainability) [Table 4]. As the GPH itself is mainly responsible for the achievement of the MDGs through its programmes and strategies, the MDG-F JPs are contributing to these achievements in an indirect and subsidiary way, through the promotion of supportive policies and plans, and through the capacity development of key duty bearers. The joint programmes have also served as means for the government counterparts to test the strategy of working together among themselves in order to more effectively deliver results, in line with the Convergence Strategy which has been adopted by the Philippine Government.<sup>14</sup>

Policy-related work was done in varying degrees across the JPs, from the development and adoption of a national plan on youth employment and migration [Box B], to the mainstreaming of the national climate change policy (in the CCA JP), to the monitoring of Milk Code violations and proactive advocacy over the implementing rules of the breastfeeding law (in the CFSN JP), and the conduct of policy studies on the water sector (in the Water Governance JP). These were interventions which were meant to address gaps in the coherence of existing government policies and programmes, facilitate the integration of policy into operational plans and procedures, and protect public interest on issues being addressed by the JPs.

 $<sup>^{14}</sup>$  The convergence of government programmes and services in geographical areas (or Convergence Strategy) was adopted as a strategy since the 2004-2010 MTPDP to more effectively create impact in target communities.

#### Box B. Helping Achieve the MDGs through Supportive Policy

Unemployment in the Philippines particularly affects the youth, as the government estimated that around half (48.7%) of the total number of unemployed persons as of 2004 belonged to the youth sector. Youth unemployment was also the highest among all age groups in the country, and the youth unemployment rate was more than twice the national unemployment rate. Labor migration is a direct outcome of youth unemployment: it was reported that the youth comprised roughly 10% of the total number of Overseas Filipino Workers (OFWs) in 2008. Youth unemployment and labor migration were among the issues which the national government sought to address in the 2004-2010 Medium-Term Philippine Development Plan.

In 2008, the MDG-F JP entitled "Alternatives to Migration: Decent Jobs for Filipino Youth (MDG-F 1942)" was designed to respond to the problems of youth unemployment and migration. A major component of the JP was aimed at improving the coherence of policies related to the two inter-related issues. Towards this end, a National Action Agenda (NAA) on Youth Employment and Migration was first developed through the JP. The process of developing the national agenda entailed the conduct of studies, multi-sectoral consultations, and prioritization exercises involving several government agencies that ran from 2010 to 2011.

In August 2011, the agenda was presented to President Benigno Aquino III during the celebration of International Youth Day. The NAA was a pioneering policy in the Philippines that set strategic directions for youth employment and their social protection. After the government's acceptance of the agenda, implementation plan called National Action Plan on Youth Employment and Migration (NAP YEM) was also developed through the programme. Following the same inclusive processes through which the NAA was built, the NAP YEM was completed in 2012. The plan specified the objectives and operational targets in fulfillment of the agenda, as well as the financial requirements for the implementation of activities.



President Benigno Aquino III (third from left) received the National Action Agenda (NAA) for Youth Employment and Migration during the celebration of International Youth Day in the Philippines [Photo from YEM JP Final Narrative Report]

The NAP YEM was integrated as a component of the broader Philippine Youth Development Plan for 2012-2018, and is also serving as reference for the development of a Results Matrix on the youth employment and migration section of the current Philippine Development Plan.

The capacity development of national counterpart institutions was also an embedded strategy in the joint programmes which is contributing to the achievement of the MDGs. National capacities were enhanced through the practical involvement of the national counterparts in the JPs, their adoption of new approaches and tools, and also through their participation in formal training activities and study visits.

The survey on capacities conducted for this evaluation showed that most (11 out of 13 or 85%) of the surveyed national counterpart institutions were perceived to have had "non-existing", "weak" or "basic" capacities at the start of the joint programmes. Most (10 out of the 11 or 91%) of these national institutions are believed to have improved their capacities by the end of the joint programmes, as they moved on to having "basic", "advanced" or "fully capable" capacities . Eight out of the eleven institutions (73%) which were under this category were reported to have developed to point 4 (i.e. Advanced Capacity Exists) or point 5 (i.e. Fully Capable) by the end of the programmes [Table 5]. 15

**Table 5. Summary of Capacity Survey Data** 

	%	No. of Respondents
% of Respondents who:		
Perceived the capacities of their institutions to be "Non-Existing" (Point 1), "Weak" (Point 2), or "Basic" (Point 3) at the start of the programme	85%	11
Perceived the capacities of their institutions to have improved from "Non-Existing" (Point 1) to "Basic" (Point 3)	8%	1
Perceived the capacities of their institutions to have improved from "Weak" (Point 2) to "Basic" (Point 3)	8%	1
Perceived the capacities of their institutions to have improved from "Weak" (Point 2) to "Advanced" (Point 4)	31%	4
Perceived the capacities of their institutions to have improved from "Weak" (Point 2) to "Fully Capable" (Point 5)	8%	1
Perceived the capacities of their institutions to have remained at the same "Basic" (Point 3) level	8%	1
Perceived the capacities of their institutions to have improved from "Basic" (Point 3) to "Advanced" (Point 4)	23%	3
Perceived the capacities of their institutions to have been "Advanced" (Point 4) already at the start and also at the end of the programme	15%	2
	100%	13

Source: Survey Questionnaires

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 $<sup>^{15}</sup>$  The data from one national institution represented the mode of the responses, as three respondents from the same institution participated in the survey.

There were also two national institutions (2 out of 13 or 15%) which were believed to already have "advanced" capacities (i.e. point 4) at the start of the programmes. These institutions were rated to be in the same "advanced" level by the end of the interventions. There was one institution which appeared to have had no improvement in capacity, as it was assessed to have remained at the same "basic" level by the end of the JP.

The survey respondents noted that the most significant contributions of the joint programmes to the capacity development of their institutions are on the following aspects: (a) increased awareness of, or knowledge on the theme with which they will be able to carry out their duties confidently and in a better way; (b) their ability to train their colleagues or others, based on such increased awareness, knowledge and confidence; (c) the tools developed through the programmes which they will use in their work; (d) the new concepts they learned which they believed to be complementary to the skills that they already had in the beginning; (e) the partnerships that were built (e.g. with LGUs) through their participation in the programmes; (f) their exposure to the processes and systems in joint programming; (g) the additional funds that were generated by the joint programmes; (h) branding (for the breastfeeding campaign) and ability to mobilize other partners; (i) training on youth employment; (j) physical establishment of the Youth and Migrants Center; (k) the organization of a local sustainable structure (i.e. the Youth and Migration Coordination Council); (I) getting the commitment of local officials to sustain the programme activities; (m) their attitudinal transformation from being passive to proactive development players; (n) Institutionalization of the local working group as a modality for the adoption and implementation of climate change adaptation options; and (o) increased technical capacities on the demonstration of local technologies and indigenous knowledge on climate change adaptation and the ability to promote awareness on the science of climate change adaptation.

# 3. Strengthening of Aid Effectiveness Principles

The MDG-F, through its Joint Implementation Guidelines, has clearly stressed the importance of complying with the Paris Declaration, with particular emphasis on the element of National Ownership. National ownership over the joint programmes was embedded in the guidelines through the standard governance and management structures, as well as in the underlying processes that were proposed to be followed in programme implementation.

In the Philippines, the National Steering Committee (NSC) served as the oversight mechanism for the four MDG-F JPs. It was composed by NEDA, the UN Resident Coordinator's Office (UNRCO), and the Spanish Development Cooperation Agency (Agencia Española de Cooperacion Internacional para Desarrollo - AECID). One strength of the NSC is that NEDA has participated in the MDG-F since the design phase in 2007/2008, and was therefore privy to the original intentions and plans for the joint programmes. Another plus factor is that NEDA was heavily involved in the Paris Declaration and in the post-declaration processes. Hence, it was felt that the GPH through NEDA has been able to exercise effective national leadership over the joint programmes.

Still, at the level of the Programme Management Committees (PMCs), there appeared to be varying degrees of national ownership exercised by the implementing partners because of different levels of appreciation on the Paris Declaration principles. While the PMCs were co-chaired by the Lead Government Ministries and Lead UN Agencies, there were perceptions that the national counterparts were not really able to assert the government position on some issues, or that the objective of implementing the Paris Declaration in the joint programmes was not made clear from the start. These were constraints that were more apparent in the JPs that were co-chaired by the other Lead Government Ministries, aside from NEDA. Hence, one learning from the MDG-F experience is that it would have been ideal if the national government counterparts have had a chance to level-off on their understanding of the Paris Declaration principles at the start of the programme, and agree on the parameters that could have been realistically set in the context of the joint programmes

National ownership over the final programme outputs and outcomes is already evident, as indicated by the government's adoption of the policy-related outputs from the MDG-F JPs, plus the tools and approaches that were developed through the process of implementation. In some JPs, there is also evidence of post-programme continuity by certain government agencies in terms of budgets allotted for M&E and further capacity development activities, as well as supplies for services (e.g. multiple micronutrient powder and iron-folate tablets). The role of the GPH in assuming the responsibility for post-programme continuity is clear from the exit and sustainability plans that were adopted for the joint programmes.

The process followed in the design phase of the JPs adhered to the principle of Alignment, as the formats for the concept notes and programme proposals included a justification of the intervention with reference to the national development framework, which was mainly the 2004-2010 MTPDP in the case of the Philippines. One factor that contributed to the alignment of the MDG-F with national needs and priorities in the country is that the Philippines has been intrinsically strong in the development planning function, having clear plans for 1993-1998, 2004-2010, and the current (2011-2016) periods. The 2004-2010 MTPDP had particularly been broad enough to be aligned with most development interventions.

The Philippines however, had devolved some of its development functions at the local level since the Local Government Law was enacted in 1991, which meant that the joint programmes likewise had to be aligned with the plans at the provincial and municipal levels. This was a factor which affected the pace of some programmes that had local governments as implementing partners, as there was a need to redo the alignment process after the elections that were held in 2010.

In the case of the MDG-F JPs, the principle of alignment was not only applied in terms of plans, but also in terms of strategies. As reported earlier, some informants from the government noted that their participation in the joint programmes have also enabled them to implement and learn from the Convergence Strategy. A related learning on this point is that since joint programmes are implemented through government counterparts in the context of the Philippines, the concept of joint programming

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 $<sup>^{16}</sup>$  NEDA was the Lead Government Ministry in 2 out of the 4 MDG-F Joint Programmes in the Philippines.

should be looked at not only as a domain of the participating UN Agencies, but with their government counterparts in perspective also. Hence, future joint programmes should likewise consider the collective pace, plans, processes and capabilities of the national counterpart institutions as well, plus the interagency mechanisms that would be expected to carry on with the programme activities after the JPs have ended.

National Systems were utilized for the implementation of the JPs, although in varying degrees. In all JPs, no parallel implementation structures were created, as the Programme Implementation Units (PIUs) were lodged within the Lead Government Ministries. However, two approaches were taken in the staffing of the PIUs: 2 JPs were staffed by organic personnel, while the 2 other JPs hired external staff. It turned out that external personnel were hired for the programmes after none of the organic staff applied for the positions that were made available. One PIU was also relocated to the office of the Lead UNCT Agency during the last year of operations.

In 2012, the NSC issued a memorandum encouraging the use of government systems for the procurement needs of the joint programmes. The use of government systems for procurement purposes nonetheless differed across and within the JPs. In most cases, both national and UN Agency procurement systems were used, while purely UN Agency systems were applied in others. The practice of direct procurements by some UNCT members were based on agency policy, while the use of combined (i.e. sometimes national, sometimes agency) systems were often dictated by practicality and expediency, while having prior consent from the national counterparts. Still, the norms to be followed on the use of country systems with reference to the Paris Declaration principles did not turn out to be clear, perhaps on the extent by which the principles can be compromised for the sake of expediency, and on the possible courses of action that could have been taken by the programmes to instead strengthen the government systems in situations where these are found to be challenged.

The application of the principle of Harmonization in the joint programmes had also been complex because of the diversity of the participating agencies, and the overlap of the harmonization principle with the concept of One UN. In general, the UNCT members implemented the programmes through their counterpart national institutions. There were differences however, in the funding modalities applied for the programmes as most agencies used a combination of the cash advance method and the direct payment method, while at least one agency applied a purely direct payment modality throughout the life of the programme. These mixed arrangements (especially in the same JP) created confusion among some government counterparts who expected a common implementation modality among the UN Agencies with reference to the DAO concept.

It was difficult to fully apply the harmonization principle in the JPs because: (a) one implementing institution had the status of being a guest agency of the UNCT, which meant that it was not really obligated to comply with the transitioning towards One UN; (b) some regular UNCT members were still bound by distinct rules on co-implementation with their national government counterparts; and (c) while the Harmonized Approach to Cash Transfers (HACT) was already adopted in the country, it was adopted by only three UNCT members out of the eleven that participated in the four joint programmes.

The principle of Managing for Results was conceptually applied in the MDG-F Joint Programmes through the adoption of a Common Results Framework that set the outputs and outcomes expected from the interventions. However, adoption of the common framework did not necessarily lead towards a joint management of development results. In most programmes, there were difficulties in the M&E aspect because there was no M&E person, there was no budget specified for M&E, or the participating agencies each had their own M&E frameworks and systems. All the programmes have nonetheless complied with the monitoring procedures set by the MDG-F Secretariat, in terms of the submission of monitoring reports. Similar achievements were also made in the mid-term and final evaluation processes. The principle of Mutual Accountability on the implementation of the Paris Declaration principles in the framework of the joint programmes could have also been established through common agreement on the parameters for its operationalization and review.

# 4. Contribution to Delivering As One

It is acknowledged that the main contribution of the MDG-F to the progress of Delivering As One in the Philippines was in the element of joint programming, a new concept that the UNCT wanted to test under its original plans starting in 2007. While other JPs were previously piloted in the country, these have not fulfilled the purpose of learning from the experiences, either because these were executed prior to the formulation of global JP standards or did not go through the full cycle due to lack of funds. Hence, the implementation of the MDG-F JPs served as an opportunity to break through the JP concept by actual implementation from start to finish, as well as to learn from the experience.

The role played by the MDG-F intervention in the learning process on joint programming is significant, having supported four out of the eight JPs in the current portfolio [Table 6]. A total of eleven UNCT Members were also involved in the MDG-F JPs. The level of financial contribution by the MDG-F to the total learning curve is also important, making up around 63% of the total funding for the JPs. Further, the importance placed by the MDG-F on the evaluation processes, through the mid-term and final evaluations of the joint programmes, as well as this country evaluation, added a systematic approach to the learning phase.

Table 6. Data on Joint Programmes in the Philippines

	Duration	Participating UN Agencies	Budget (USD)	Type of Funding
MDG-F Joint Programmes				
Strengthening the Philippines' Institutional Capacity to Adapt to Climate Change (MDG-F 1656)	2009-2012	FAO, ILO, UNDP, UNEP, UN Habitat, WHO	8.0 million	Single Donor
Alternatives to Migration: Decent Jobs for Filipino Youth (MDG-F 1942)	2009-2013	ILO, IOM, UNICEF, UNFPA	6.0 million	Single Donor
Enhancing Access to and Provision of Water Services with the Active Participation of the Poor (MDG-F 1919)	2009-2013	UNICEF, UNDP	5.7 million	Single Donor
Ensuring Food Security and Nutrition to Children 0-24 Months Old in the Philippines (MDG-F 2030)	2009-2013	FAO, ILO, UNICEF, WFP, WHO	3.5 million	Single Donor
Other Joint Programmes				
Rapid Reduction of Maternal and Neonatal Mortality in the Philippines	2010-2012	UNICEF, UNFPA, WHO	8.9 million	Multi-Donor
Inter-agency Programme to Nurture Peace, Security and Decent Work through Local Development in Conflict Areas of the Philippines	2010-2013	FAO, ILO	2.5 million	Single Donor
Joint UN Programme on HIV Prevention for Key Populations at Higher Risk in the Philippines	2012-2014	ILO, UNAIDS, UNICEF, UNIFEM, UNDP, UNESCO, UN Habitat, UNFPA, WHO	1.9 million	Regular Agency Funding
UN-REDD Philippines Programme: Supporting Initial Readiness Process	2011-2013	FAO, UNDP, UNEP	0.5 million	Single Donor

Source: UNCO

The MDG-F JPs reinforced the initial ideas of the UNCT Agencies on joint programming, as it enabled them to move away from the confines of individual projects and work together as one team, with the aim of creating greater impact particularly on challenging situations requiring multi-faceted expertise and strategic action. Progress on this aspect was particularly evident in the development of the MDG-F JP on Climate Change Adaptation (MDG-F 1656), which evolved from a stand-alone project of one UN Agency to a JP modality involving six UN Agencies [Box C].

#### Box C. Improving UN System Coherence while Addressing the Challenges of Climate Change

In October 2004, the early effects of climate change were already felt in the municipalities of Real, Infanta, and Nakar (REINA) in Quezon Province when around 1,500 people perished due to flashfloods, mudslides and landslides after incessant rains brought by Typhoon Winnie. An estimated 20,000 metric tons of mountain soil, 4-5 million cubic meters of timber and uprooted trees, and flashfloods of more than 3 meters above sea level combined to cause the disaster. 135,000 people were also reportedly displaced

UNDP and the local government unit responded to the situation through a project called Strengthening the Disaster Preparedness Capacities of REINA Municipalities to Geologic and Meteorological Hazards which was implemented from 2005 to 2007. In order to effectively address the damages and needs in area, the intervention was designed around 3 components. In partnership with a local NGO, a livelihood and food-for-work component was included in the project to enable immediate community recovery from the disaster and provide livelihood options for farmers. A second component sought to build the capacities of local government units in disaster risk management through the creation of hazard maps, the installation of community-based warning systems, and the conduct of IEC activities in the communities. A third component was aimed at training the rural health workers as among the first responders in such calamities. This was a stand-alone project of UNDP.

In 2008, the Energy and Environment Team of UNDP took the lead role in developing the concept note and proposal for the joint programme which was applied to the MDG-F, under its Environment and Climate Change Thematic Window. Entitled Strengthening the Philippines' Institutional Capacity to Adapt to Climate Change (MDG-F 1656), the intervention was now designed as a joint programme of 6 UN Agencies. FAO and ILO were tasked with the livelihood-related climate change adaptation options, the health-related component was undertaken by WHO, while UNDP and UNEP focused on the capacity-building and communications components. UN Habitat also took charge of the piloting of climate change-resilient settlements in its demonstration site.

Aside from combining agency expertise to address the multi-faceted challenges of climate change, one interesting feature of MDG-F 1656 is how the UN Agencies have started to define their respective roles in the same line of work. FAO and ILO, for instance, both worked for climate change adaptation measures in the agricultural sector, with FAO focusing on production technologies, while ILO piloted new financing schemes for farmers. UNDP and UNEP (a non-resident agency) also worked together on this programme, with UNDP taking on the role of Lead Technical Agency during the implementation phase.

There is greater openness now among the UNCT Members to participate in more joint programmes or at least continue to work together, due to the MDG-F experience. Previous anxieties about joint programming (e.g. the loss of agency visibility and institutional identities) were apparently settled through the JP experience. This positive change on the outlook towards joint programming is evidenced by the structure of the new (2012-2018) UNDAF which placed emphasis on joint implementation, as well as the new JPs that have been developed after the MDG-F joint programmes [Table 6], and other collaboration initiatives that came out from the experience [Box D].

The systems and procedures introduced by the MDG-F are also contributing to a greater understanding of joint programming in the country. Aside from the funds provided by the MDG-F, the intervention also advanced several operational elements in joint programming which were included in the MDG-F Joint Implementation Guidelines. Informants for instance, appreciated the governance and management mechanisms applied in the MDG-F JPs (i.e. the NSC and the PMC) as structures that have been applied in the current (2012-2018) UNDAF or will most probably be applied in other future JPs.

## 5. Adherence to Cross-Cutting and Other Concerns

The joint programmes had certain components that were implemented at the level of selected communities. These were the interventions related to the demonstration of climate change adaptation options (for the CCA JP), the capacity development of OFW Associations (for the YEM JP) and the Water Users' Associations (for the Water Governance JP), and the training of Peer Groups and Health Workers (for the CFSN JP). Beneficiary communities took an active role in the achievement of programme results through their participation in local-level planning, training activities, and implementation of agreed-upon work plans.

Whenever possible, the joint programmes engaged the existing organizations that were already present in the communities. These included the OFW Associations that the YEM JP worked with for its enterprise development component, the Local Working Groups of upland farmers that the CCA JP worked with for the piloting of climate change adaptation options in Benguet and Ifugao, and the community-based beneficiary groups of the partner rural bank of the CCA JP in Agusan del Norte. The strategy of engaging the existing community organizations in the programme sites facilitated the active involvement of beneficiaries in the programmes, while contributing to the effectiveness of the interventions.

Except for the Water Governance JP, the outreach of beneficiary communities in the MDG-F JPs have nonetheless been limited because these were pilot or demonstration areas where the integrated approaches or climate change adaptation options were tested. Hence, it was common for the JPs to have worked with only two to three communities in each covered municipality, city or province. The collective mass of these limited and disparate communities would not have been enough to create visible impact at the sub-national levels.

The joint programmes were designed to address socio-economic gaps by targeting vulnerable areas. There were clear criteria applied in the selection of the target areas, which included the poorest provinces with highest incidences of youth employment and where the MDGs are least likely to be met (for the YEM JP), poorest provinces in the three main island groups where child undernutrition is high (for the CFSN JP), and the waterless municipalities that were identified by the national government (for the Water Governance JP). Low-income beneficiaries in these areas were likewise targeted by the JPs.

While the impact of the programmes to these vulnerable groups could not yet be determined as of this time, some of the JP-level evaluation reports nevertheless already noted positive immediate effects on the beneficiaries in terms of income increases and other monetary gains which were attributed to the

interventions, greater awareness of the issues and themes introduced by the programmes (e.g. climate change, migration), improved confidence brought about by their participation in the training courses, and access to employment opportunities after receiving skills training from the programme.<sup>17</sup>

The Human Rights-Based Approach (HRBA) to development had been especially prominent in one JP (i.e. the Water Governance JP). It was elaborated in terms of the roles of claimholders and duty-bearers, the processes of governance in view of these roles, and the instruments (i.e. the Localized Customer Service Code) that bind them together. This was particularly influenced by the theme underlying the programme (i.e. the Democratic Economic Governance thematic window under the MDG-F). In the other JPs, it turned out that while the rights-based approach to development was not as well elaborated, these programmes conceptually defined the roles of claimholders and duty-bearers among beneficiaries and implementers.

Although gender targeting was not explicit in some JPs because of the lack of basic gender studies and data, the JP-level evaluation reports and the internal monitoring reports showed that there had been success in enabling equal access by both women and men to the benefits which arose from the joint programme activities. The best examples of these benefits were the agricultural production technology options that were tested by both women and male farmers in the upland areas, the financial products (i.e. loans and crop insurance) that were offered to both women and men beneficiaries in the lowland areas, and the employment opportunities that were opened to both female and male youth who participated in the entrepreneurship and skills training courses. In one JP, it was also obvious that there were more women (i.e. mothers) who were expected to benefit from the intervention compared to men, because of the components on breastfeeding and peer counseling.



Although gender targeting was not explicit in some JPs, women actively participated in the joint programmes [Photo from CCA JP Final Evaluation Report]

Communication and Advocacy (C&A) activities were carried out to promote citizen engagement and dialogue on the MDGs, in general, and also on the specific themes which were being addressed by the JPs. C&A plans, projects and events in relation to the MDG were done at both the joint programme level, and as part of the work plan implemented by UNCO under the Focus Country Initiative (FCI).

Joint Programme-level C&A activities were either funded through the 2% (of total budget) allocation which was allowed in the MDG-F Guidelines, or through the programme budget itself in the cases of JPs which had a separate component for communication/advocacy. These allowed the programmes to design and implement their particular communications/advocacy activities which commonly featured:

<sup>&</sup>lt;sup>17</sup> In the CCA JP, pay-outs were received by some beneficiaries who were covered by the Weather Index-Based Insurance (WIBI) Scheme.

(a) the conduct of multi-stakeholder forums that involved high-level decision-makers, which served as opportunities to promote policies related to the achievement of the MDGs, plus the tools, outputs and initial achievements of the joint programmes; (b) the commissioning of studies and publication of knowledge materials that promoted programme achievements of the MDGs; (c) research on and promotion of known best practices that were aligned with the thematic objectives of the programmes (e.g. climate change adaptation); and (d) the use of standard IEC materials (e.g. calendars, posters, billboards) and the conduct of special events (like the Breastfeeding Run of the CFSN JP) which were aimed at raising public awareness on the MDGs and the MDG-F interventions.<sup>18</sup>

Separate C&A activities were also done by UNCO through the FCI, and some events were also conducted in partnership with the joint programmes. These activities were part of the 2010-2012 work plan of UNCO, which were funded separately by the MDG-F. Among the notable C&A activities that were undertaken through the FCI are: (a) the roll-out of a national MDG Awareness Survey to measure overall public awareness on the MDGs; (b) the conduct of a study on MDG Localization, which reviewed the policy and institutional environment for a strengthened role of Local Government Units (LGUs) in the achievement of the MDGs, and the holding of a follow-up National Policy Forum on MDG Localization; (c) the promotion of the tools and technologies developed by the MDG-F JPs to local governments, and: (d) the conduct of a demand-side survey of these tools and measures among LGUs.

The FCI C&A activities complemented the JP-level initiatives by integrating the various tools and accomplishments that were created under the MDG-F in common events that were attended by key policy-makers, decision-makers, and potential users of these products. UNCO also noted that there was value-added in the C&A activities in terms of greater citizen engagement and dialogue on the MDGs created through the involvement of known "left-behind groups" in the MDGs, as well as the interactions between these groups with legislators and some Civil Society Organization (CSO) networks. By involving the "left-behind groups", legislators, and CSOs in the dialogues on the MDGs, the C&A activities under the FCI addressed a gap which could not have otherwise been covered in the individual C&A strategies of the joint programmes.<sup>19</sup>

Improvements could have nonetheless been done in clarifying the FCI's role in the MDG-F, particularly in relation to the joint programmes, as several implementers felt that the FCI activities should have been more coordinative across the JPs, instead of being stand-alone projects. Most implementers were also unaware of the work plans for the FCI activities, as these were coursed through the UNRCO and approved directly by the MDG-F Secretariat.

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<sup>&</sup>lt;sup>18</sup> A unique feature of the communications/advocacy strategy of the CCA JP was the promotion of a catchy slogan for climate change (i.e. *AdapTayo*) which serves as a public call for climate change adaptation, especially among duty-bearers in government.

<sup>&</sup>lt;sup>19</sup> The CSO Network Social Watch commissioned a study which identified eight groups that are believed to have been left-behind in the achievement of the MDGs in the Philippines. These groups are: Mindanao-based farmers, Mindanao-based fisherfolks; urban poor mothers; urban informal settlers; urban informal workers; out-of-school youth; female sex workers and males-having-sex with males (in relation to the MDG target on HIV/AIDS; and the *Bangsa Moro* people (pertaining to the internally displaced and indigenous people in Muslim Mindanao).

## C. Efficiency of the MDG-F

## 1. Efficiency of Structures and Systems

All of the four joint programmes in the Philippines were governed and managed according to the mechanisms and processes set forth in the MDG-F Joint Implementation Guidelines. As earlier reported, a National Steering Committee (NSC) was formed by NEDA, the UNRCO, and AECID. Aside from strengthening national ownership, the presence of NEDA in the NSC also contributed to its efficiency because the NEDA representative had been involved in the MDG-F since the design phase in 2007/2008, and was therefore privy to the original intentions of the Fund in terms of its three main objectives.<sup>20</sup>

PMCs were formed for each joint programme, which were composed primarily by representatives of the implementing agencies from both the government and the UNCT. The efficiency of the PMCs was augmented by the familiarity of the institutions that have been traditional partners in their respective lines of work, as well as their involvement in the MDG-F since the design phase. It was also noted that the presence of a sub-group (i.e. the Technical Working Group or TWG) is a contributing factor for the efficiency of the PMC, as these smaller groups were able to address some problematic details encountered by the JPs, which in turn led to faster and smoother decision-making by the PMC in its formal meetings.

The agenda in the PMC meetings were typically structured around a presentation on the progress of the joint programmes per the component outputs and outcomes, and a discussion on the issues and problems being met in implementation, as well as a review of the delivery rates and other concerns. This format enabled the PMC members to have an overall understanding on the status of the JPs, other than the specific components that they implemented. The process had nonetheless focused on the management of activities related to the achievement of the MDGs, and there have not been as much deliberations done about the two other pillars (i.e. the Paris Declaration principles and Delivering As One). This was influenced by the design of the joint programme documents, which clearly articulated the expected development results (through the Results Framework), while embedding the operationalization of the Paris Declaration principles and the DAO concept.

It was the first time for most PMC members to have been involved in a joint programme, and it was also an initial effort to manage a JP through a PMC mechanism. As such, the efficiency of the PMCs in solving issues had been slow at the start, since the members were still adapting to each other's pace and understanding of how the PMC should work, and also because most of the joint programme coordinators and managers were hired late into the programme implementation phase. Some PMC members were also sensitive to the internal decision-making procedures that have to be followed among member-agencies, and were respectful of these protocols.

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<sup>&</sup>lt;sup>20</sup> The post of UNRC had turned over when the JPs were implemented in 2009/2010.

There were perceptions that some JPs were not really implemented jointly, either because the field activities were carried out disparately even if the agencies were operating at the same province or municipality/city, or because the implementing UN Agencies were working in different demonstration sites under the same outcome/output. These perceptions are due to different levels of understanding and expectations on joint implementation: some thought that joint implementation meant that the UN Agencies should have simultaneously worked together up to the field level (in the spirit of DAO), while others believed that individualized field operations based on an integrated area plan would suffice.

Joint monitoring of the programmes mainly took place through the presentations made during the PMC and NSC meetings. During these sessions, the outcome managers or programme coordinators/managers briefed the government and UN Agencies on the status of the programmes per output. This practice was enhanced through on-site visits by the PMC members to the demonstration areas, and common missions that were conducted to the programme sites.

The national counterparts in the four joint programmes were involved as individual implementing agencies and as PMC members. As national implementing agencies, the counterpart institutions were the ones who undertook the programme activities based on the agreed-upon work plans and budgets with their respective partner UN Agencies. The conduct of activities was done by regular national staff of the counterpart institutions.<sup>21</sup>

At the programme level, the national counterparts were also members of the PMCs and they were able to get information on the overall progress of programme implementation through their attendance in the PMC meetings. The extent of their involvement in the monitoring of the programmes was also based on their participation in the affairs of the PMCs. As noted earlier, the PMC meetings usually included a session on progress reporting for each output or component, and these sessions served as means for monitoring the pace of the programmes. The national counterparts thus knew the overall status of programme delivery, and the factors that have affected the pace of implementation. The national counterparts were also provided with a copy of the various monitoring reports (i.e. color-coded reports and bi-annual monitoring reports) that were submitted by the programme coordinators to the MDG-F Secretariat.

The concept of Delivering As One was made operational in the MDG-F JPs by the participating UNCT Members through the elements of having one plan, a common budget, and a shared management structure and system. The Joint Programme Document served the purpose of being a common plan that was followed by the UNCT Members. There was also an agreed-upon budget in the programme document. The concept of DAO was best expressed through the shared management of the joint programmes in terms of the common structures (i.e. the NSC and the PMCs), as well as the common systems that were followed by the implementing UNCT Members in terms of programme coordination and M&E. In one JP where two ExCom Agencies were involved, the HACT was also applied.

<sup>&</sup>lt;sup>21</sup> Except in one case wherein a UNCT Agency made purely direct payments and hired programme staff to implement its activities.

Since the programmes were nonetheless designed in a way that each implementing UNCT Member was assigned for a particular component or output, the concept of DAO appeared to diminish in the operational stage. UNCT Member-Agencies reported on their own components or outputs during the PMC and NSC Meetings, and field activities were carried out independently. The participating UNCT Agencies also employed different fund transfer modalities (i.e. cash advances, direct payments, or a combination of both). There have been different views on DAO with reference to these: there were those from government and programme management who perceived these to be among the shortcomings on DAO, while those from the UN Agencies pointed out that the original intention was for them to just work together on the joint programmes, while still having different systems and autonomies. Either way, the experience showed that a leveling-off on the expectations on DAO would have been helpful from the start.

It is believed that the joint programmes ultimately resulted in lower transaction costs for both the government agencies and the UNCT members, since they participated in only one mechanism (i.e. the PMC) and process for the implementation, M&E, and closure of the interventions. The joint programme modality was also perceived to be an appropriate approach because the themes addressed by the interventions have multi-sectoral (i.e. youth, migrants, health, nutrition, agricultural, housing) components and the approaches that had to be taken are multi-dimensional (e.g. capacity development in relation to physical infrastructure-building of water systems, and agricultural production technology vis-a-vis agricultural financing in climate change adaptation). These broad requirements thus justified the need for the combined mandates and expertise of the various UNCT Agencies and government institutions that participated in the joint programmes.

#### 2. Challenges Faced and Actions Taken

While the joint programmes started in 2009/2010, all the four MDG-F JPs experienced delays in implementation, primarily due to late start-up. Considerable start-up costs were incurred from the late hiring of key personnel (i.e. Programme Coordinators/Managers and Outcome Managers). These affected the scheduling of the inception and launching of the programmes. After the mid-term evaluations recommended an extension of the timelines, the MDG-F Secretariat approved no-cost extensions for the four JPs which added time for the implementation phase. The PMCs also approved catch-up plans for each of the programmes. In general, these actions addressed the problem of delayed programme implementation, at least until the time of the mid-term reviews.

Sub-national (i.e. Provincial, City and Municipal) elections were also held in the Philippines in 2010, which affected the roll-out of joint programmes that included local government units as implementing partners. In view of the need to sustain national ownership on the programmes, the JPs had to wait for the local administrations to settle down and also redo some participatory planning activities with the local governments. In view of this situation, the programmes adjusted the schedule for the inception workshops that were conducted prior to full implementation of activities.

While national ownership over the MDG-F Joint Programmes was respected through the involvement of the counterpart institutions in the PMCs, there was also a parallel challenge to establish ownership and coordination structures and systems at the sub-national level, especially among programmes that had specific components and activities that were implemented at selected provinces, cities, municipalities and communities. To address this challenge, the programmes created subnational mechanisms that basically functioned like PMCs at localized levels. These mechanisms were composed mainly by government agencies and offices at the provinces and cities, which were organized to address the operational issues that they could readily solve at their level.<sup>22</sup>



Sub-national mechanisms, such as this Provincial Programme Coordinating Body (PPCB), were formed [Photo taken by NEDA]

As earlier reported, there were also challenges in the use of national systems for the JPs, with reference to the application of the Paris Declaration principles. In the aspect of procurement for instance, the programmes actually applied both the government system and the UNCT Agency system. In several cases, the government counterpart agreed to use the UNCT Agency system for expediency purposes, in consideration of the perceived slowness of the national system. While this arrangement turned out well on several occasions, there were also reports that the UNCT Agency system did not conform to expectations. Aside from the procurement function, there was also an effort to use the M&E System of NEDA (through the PMS) to harmonize the M&E Framework of the CCA JP. As part of the effort to promote the aid effectiveness principles embodied in the Paris Declaration, the NSC issued a memorandum in 2012 encouraging the JPs to make use of available national systems. However, the programmes were no longer able to make the necessary adjustments at that time.

## D. Sustainability of the MDG-F

## 1. Steps Taken Towards Sustainability

The four MDG-F Joint Programmes have each adopted Exit Strategy and Sustainability Plans (ESSPs) which defined their approaches toward programme closure and steps that will be taken to ensure continuity of the programme activities and use of its outputs. The sustainability plans commonly featured the turnover of the programme outputs (e.g. training modules, tools) to the corresponding national and sub-national counterpart institutions which are assumed to make use of the same in continuing with the programme activities even after the programmes end. The capacity development components of the JPs also make the sustained use of the programme outputs possible, through the national and sub-national staff who were trained in the process of programme implementation.

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<sup>&</sup>lt;sup>22</sup> Provincial Programme Coordinating Bodies (PPCBs) were created in the YEM JP, as well as for the ILO component of the CCA JP in Agusan del Norte. Similar mechanisms were created through the Regional Programme Coordination Management Team (RPCMT) of the FAO component of the CCA JP in the Cordillera Administrative Region (CAR), and the Technical Working Group (TWG) of the UN-Habitat component of the CCA JP in Sorsogon City.

Formal presentations of the programme outputs to national institutions and government leaders were done at both the national and sub-national levels. At the national level, two major events were held:

- a) A Results Conference was organized by the JP on Youth Employment and Migration on November 23, 2012. Attended by more than 400 delegates, this activity served as a forum for the presentation of the programme achievements, sharing of learnings and good practices, and turnover of the programme outputs to the responsible government agencies. Similar final events are being planned for the two programmes that are still in progress (i.e. the CFSN JP and the Water Governance JP).
- b) Under the FCI component of the MDG-F, an activity called Forum and Marketplace was held on March 19, 2013. This event was attended by over 300 participants from the LGUs, the development community, and the private sector. It highlighted the various tools that were developed by the 4 JPs, and a ceremonial turnover of the tool kit to the national government was done. A next event, envisioned to be attended by the Philippine President, is also being lined up.



Ceremonial turn-over of the MDG-F Tool Kit during the Forum and Marketplace event organized under the FCI component [Photo from the EON Post-Project Report]

Sub-national handover workshops have also been held at the provincial and city/municipal levels with the local government units and beneficiaries. Provincial government units which have been assisted by the programmes in establishing physical facilities (i.e. One-Stop Resource Centers/Public Employment Service Offices under the JP YEM and Automatic Weather Stations under the CCA JP) were made to assume responsibilities in the usage and maintenance of these endowments. Similar handover activities were also organized for the end-users of the pilot seed varieties and support structures that were provided under the CCA JP. These sub-national activities complemented the national-level events that were organized by the JPs and the FCI Team.

Aside from the conduct of handover processes, the JPs have also sought to create the necessary national structures to sustain the programme accomplishments, in situations where none exist. These can be seen from the efforts to create a national apex body for the water sector under the Water Governance JP, and the push for the establishment of an Implementing Coordinating Structure for the operationalization of the National Action Plan on Youth Employment and Migration under the JP YEM.

A demand-side survey was also conducted to determine further public interest on the various tools and measures that were developed under the four JPs. As part of the recently-held Forum and Marketplace [March 2013] activity which was organized under the FCI component, a needs survey was administered among a sample of 150 LGUs in the Philippines. The survey returns showed that there is interest among cities and municipalities on the CCA JP tools and measures (81%), followed by the YEM JP tools and measures (70%), the Water Governance JP tools and measures (67%), and the CFSN JP tools and

measures (61%). The demand for CCA tools and measures is also high in the Luzon and Visayas Regions, in Luzon for the YEM JP tools and measures, in Luzon and Mindanao for the Water Governance JP tools and measures, and in Luzon and Mindanao likewise for the CFSN JP tools and measures [Table 7]. These serve as empirical bases for the replication of the MDG-F tools and measures to other cities and municipalities of the country.

Table 7. Summary of Data from the FCI Survey (as of March 2013)

	National	Luzon	Visayas	Mindanao
% of Respondents Who Said That They Are Very Interested In:				
CCA JP Tools and Measures	81%	83%	86%	76%
YEM JP Tools and Measures	70%	74%	69%	68%
Water Governance JP Tools and Measures	67%	69%	62%	68%
CFSN JP Tools and Measures	61%	70%	41%	64%

Source: Survey Report

#### 2. Potentials for Continuity and Scaling-Up

While efforts have been made in handing over the programmes' outputs to the national government, there was a difficulty in directly linking these outputs to the national development strategies aimed at achieving the MDGs. The basic constraint is the focus of the MDG-F JPs on broad themes which are indirectly associated with the government programmes, and whose effects may go beyond the 2015 timeline. For instance, the national government is focused on the intensification of its social development programs (primarily the Conditional Cash Transfer or CCT Program) as a strategy in the MDG Acceleration Plan to achieve the MDG targets by 2015. It features increased budget allocations for the programmes within the remaining period so that the government interventions will have greater immediate impact on incomes, health, and nutrition over a broader outreach. On the other hand, the four MDG-F JPs were focused on capacity-development and policy support, which were designed to create longer-term impact on the achievement of the MDGs in the Philippines. Hence, it is more appropriate to establish links between the programmes' outputs with the emerging Post-2015 Agenda in the country, where the outputs can contribute to the first three identified pillars (i.e. Poverty Reduction

and Social Inclusion; Environmental Sustainability, Climate Change and Disaster Preparedness; and Accountable, Responsive and Participatory Governance).

There is an intention by the UNCT Members in the Philippines to continue joint programming as a modality for the implementation of the current (2012-2018) UNDAF. As earlier reported, an assessment of the previous (2005-2009) UNDAF was done in 2010 as a preparatory process. This study incorporated a section on the broad learnings on joint programming, based on the JPs that were formulated since 2007. While the review included the learnings specific to the four MDG-F JPs, it would still be better to update and integrate the said learnings with reference to the full experiences in the joint programmes. The succeeding section of this report noted down some learnings on joint programming that could serve as initial pointers for a future UNCT Review.

The national implementing partners of the four joint programmes have provided support since the design phase, through their participation in the consultations made for the preparation of the concept notes and the programme proposals, as well as during the conduct of the inception workshops. These institutions thus provided the local content to the development programming approach followed by the MDG-F JPs, together with the national mandate to implement the said JPs. National ownership of the programmes which developed from the design phase is a factor for the continuity of programme activities. It was also acknowledged that the consolidation of partnerships and platforms that the Fund promoted established a strong base for future collaboration among crucial development actors at the national level and is an important element for sustainability.

During the implementation phase, the national institutions provided further support to the joint programmes by delivering their organic expertise, assigning personnel, offering physical facilities, allowing the use of their systems, and contributing to some financial costs. These arrangements transitioned the mainstreaming of the programme activities within the regular work plans and budgets of the national counterparts. As earlier noted, the capacities of the national institutions have also been strengthened through their participation in the programmes and the formal capacity development activities that they have attended.

In general, there is openness among the national counterpart institutions to continue selected programme activities, which are part of their regular work plans, even after the programmes have ended. There remains a challenge, however, on how the activities will be sustained in the same joint manner as it was when the programmes were still operational. Still, there are already indications of post-programme continuity by some national institutions on certain components. In 2012, the Regional Office of the Department of Agriculture in CAR allocated an amount of around USD 7,000 from its regular budget to monitor the climate change adaptation technologies that were introduced by the MDG-F to upland farmers in Benguet and Ifugao. The Department of Health also allotted a budget of USD 114,000 in 2012 to roll out training and other activities on the effects of climate change in the

health sector. These efforts were made after the MDG-F CCA JP had already operationally ended in December 2011.<sup>23</sup>

There are sub-outcomes in the current (2012-2018) UNDAF that are aligned with the four joint programme themes (i.e. Sub-Outcome 1.1 on Food and Nutrition Security vis-à-vis the CFSN JP; Sub-Outcome 1.5 on Social Protection vis-à-vis the Water Governance JP; Sub-Outcome 2.1 on Productive Employment for Sustainable and Greener Growth vis-à-vis the YEM JP; and Sub-Outcome 4.2 on Climate Change Adaptation vis-à-vis the CCA JP). The UNDAF and the draft Joint Implementation Plan (JIP) also emphasize joint programming as a preferred execution modality. These are indications of a general framework in the UNCT to do further work on the programme themes, although the subsequent interventions may no longer follow the exact design as it was in the MDG-F JPs. Still, the regular budgets of the UNCT Members are apparently not adequate to cover the full resource requirements of the UNDAF. The early learnings on joint programming in the Philippines also showed that reliance on the regular budgets of the participating UN Agencies to fund JPs did not work out because it is basically an unstable funding source. Pooled donor assistance to the new JPs that will evolve from the current UNDAF and its JIP may hence be a better option.

The matter of whether there are enough local financial resources to continue on with the programme activities varies with the scope of intervention covered by each JP, as well as the extent of government prioritization on the theme. For the Water Governance JP, it appeared that there is high probability that the counterpart national institution will be able to access government money because there is a clear budget of around USD 45 million annually (until 2016) that the government has earmarked for its declared priority programme on water. For the Climate Change JP however, there is no similar certainty because there are no implementing rules yet which have been set for the recently-passed People's Survival Fund Law which authorized the creation of a climate change adaptation fund. This fund will also not be accessible to the national institutions that the CCA JP has worked with, because it is dedicated to sub-national (i.e. provincial, city, and municipal) government units. For the YEM and CFSN JPs, continuity of the main interventions will depend on the budgets that will be appropriated annually for each national and sub-national counterpart institution.

One challenge in mobilizing donor resources for the continuity of the programme achievements in the context of the new UNDAF and the current PDP is that more evidence may be needed to strengthen the validity of the models that were tested in the MDG-F JPs. Further proof of resilience among the farmers who benefited from the Climate Change JP, employment gains among the youth beneficiaries of the YEM JP, behavioral changes on women-mothers who were served under the CFSN JP, and positive governance effects from the intervention of the Water Governance JP would be helpful in attracting further donor interest to support follow-up JPs. Robust indications of success and benefits to communities and duty-bearers would also help in integrating the MDG-F models within the national and sub-national development plans. Work towards these was not possible within the implementation

The programme officially closed in June 2012, to accommodate the Final Evaluation and other wrap-up activities.

41

timelines of the joint programmes. Hence, integrated post-programme monitoring and ex-post evaluation of the MDG-F JPs may be necessary.

There have already been efforts to scale-up or expand the coverage of some joint programme interventions, even while these were still on-going. The implementing UN Agencies and their national counterparts took advantage of funding opportunities that were made available during the course of programme implementation to expand the coverage of the interventions, while making use of the basic models underlying the joint programmes [Box D]. By expanding or scaling-up the programme activities and approaches, further progress on MDG achievement and the Post-2015 Agenda are expected.

#### Box D. Building on the JPs

The Maternal and Young Child Security Initiative in Asia (MYCNSIA) Programme is a four-year (2011-2014) regional undertaking of UNICEF and the EU. Covering five countries (Bangladesh, Nepal, Lao PDR, Indonesia, and the Philippines), the programme aims to highlight the issue of nutrition security in the national policy agenda, strengthen capacities, and replicate best practices and innovative approaches. An amount of € 20 million was allocated for these purposes.

The MYCNSIA Programme for the Philippines was designed at a time when the MDG-F Joint Programme on Children, Food Security and Nutrition (CFSN) was being rolled out in 2009/2010. UNICEF and the National Nutrition Council (NNC) were the lead implementing agencies for the CFSN JP, and were also mainly responsible for the design and implementation of the MYCNSIA Programme.

MYCNSIA was basically designed around the CFSN JP. It was built on the same areas as the joint programme, but with much wider coverage: while the JP was focused on six cities and municipalities, MYCNSIA's activities are covering a total of 192 municipalities and cities in the three regions (i.e. Regions 5, 6 and 9) where the CFSN pilot sites are located. Two other UN Agencies which participated in the CFSN JP also implemented the same components that are likewise present in the design of MYCNSIA: ILO took on the workplace-based activities, while FAO was tasked with the food security component.

While the MYCNSIA programme technically falls short of being a JP (with reference to the UNDG Joint Programming Guidelines), there is nonetheless common belief that it was inspired by the potential of joint programming through the CFSN JP.

A similar effort was also made on the Water Governance JP when UNDP and the Department of Interior and Local Government (DILG) succeeded in replicating the programme model to 10 other municipalities in Mindanao through a scaling-up project called Enhanced Access to Water Services by the Poor Through Participatory Water Governance. This is a two-year (2013-2014) project which aims to expand the basic joint programme approach and components to the 10 new areas in Mindanao, in addition to the 36 municipalities which were piloted under MDG-F 1919. UNDP mobilized an amount of USD 200,000 for this project.

Key informants noted that the governance and management systems applied in the MDG-F JPs are good practices on development programming that have actually been carried over in the draft Joint Implementation Plan (JIP) of the current UNDAF. One factor why the MDG-F JPs has been relevant to the UNDAF programming is that the main MDG-F pillars (i.e. Delivering As One and the Paris Declaration) are also the key objectives of the UNDAF, it being the principal partnership instrument between the UNCT and the GPH. Another factor is that the primary institutions that were involved in the MDG-F (i.e. NEDA on the part of the GPH, and the UNRCO representing the UNCT) would also be chiefly responsible for the management of the UNDAF.

The NSC and PMC mechanisms that were applied in the MDG-F JPs have specifically been adopted in the JIP of the current UNDAF. The NSC for the UNDAF is co-chaired also by NEDA and the UNRC, but with more members: six from the GPH side, six from the UNCT side, and at least five observers. There are also PMCs for the UNDAF which are similarly co-led by the GPH and UNCT Heads of Agencies, and comprised by the programme officers and staff from both sides. Based on the draft JIP, PMCs are organized at the level of the UNDAF sub-outcomes or a combination of these.

#### III. CONCLUSIONS AND MAIN LEARNINGS

#### A. Conclusions

- The MDG-F had been relevant to the overall policy context in the Philippines, as it responded to
  the needs and challenges that were articulated in the 2004-2010 Medium-Term Philippine
  Development Plan (MTPDP), the sectoral plans that were derived from the said national
  development plan, and the legislative measures which were also adopted by the country within
  that period.
- 2. The MDG-F joint programmes specifically responded to the country's needs on capacity development that came about as these key executive and legislative policies were enacted. The programmes were particularly relevant to the weaker government institutions that needed help. The MDG-F interventions were able to improve the capacities of these national institutions through their engagement in the joint programmes.
- 3. The interventions were also relevant to the national priorities at that time, as evidenced by the executive programmes, sub-plans, and legislations that were taken by the country after adopting the MTPDP. The country's ability to formulate and elaborate its development plans had been a positive factor in establishing the relevance of foreign aid interventions in the Philippines, including the MDG-F.
- 4. The MDG-F joint programmes have been relevant to the achievement of MDGs 1, 4 and 7 in the Philippines through the capacity development of key national institutions that are at the forefront of achieving these goals. Policy-related work related to the achievement of the MDGs was also done through the programmes. The JPs and the FCI activities further addressed sub-national and sectoral gaps in MDG achievement in the country, through the targeting of left-behind areas and groups.
- 5. The effects of the MDG-F interventions are long-term and go beyond the 2015 timeline for the global achievement of the MDGs. As such, the tools and outputs developed from the JPs are also relevant to the emerging Post-2015 Agenda. Further work on this aspect should be done.
- 6. The MDG-F served as an opportunity to test the Paris Declaration principles in the context of joint programmes that involved both the national institutions and their UNCT counterparts. National ownership in the design and implementation phases was evident. It was facilitated by the long-standing relationships of the implementers, the presence of the lead government ministry on the Paris Declaration, and the MDG-F guidelines itself which set the mechanisms and processes for national ownership.

- 7. As the UNDAF programming process in the Philippines had been historically based on the national development planning system of the country, there was also a natural connection between the MDG-F joint programmes with the reference (2005-2009) UNDAF. The MDG-F had more importantly contributed to the improvement of UNDAF programming in the Philippines, as the experience on the joint programmes influenced the design of the succeeding (i.e. the current 2012-2016) UNDAF in terms of its governance and management systems, and its joint programming content.
- 8. The MDG-F joint programmes are effectively achieving the goals and objectives of the four thematic windows with which these are affiliated. The programmes' design, which commonly combined capacity development with policy and piloting interventions, was an enabling factor.
- 9. The MDG-F joint programmes were designed in a way that its effects would be mainly felt at the national level. Capacities of national-level counterpart institutions were improved, and policies and approaches were introduced, advocated, and mainstreamed. The interventions were more effective on the national institutions that started out with weak or basic capacities.
- While the programmes have limited effects at the sub-national level owing to a small coverage of 10. pilot provinces, cities and municipalities, there is a potential to widen the effects of the MDG-F to more areas as indicated by an interest by several local government units on the tools and measures that were developed through the JPs. This interest should be followed up, especially because it could be relevant to the geographical priorities set in the current (2012-2018) UNDAF and the emerging Post-2015 Agenda.
- The joint programme-level evaluation reports, monitoring reports, feature stories, and the 11. participatory video evaluation products also show that the MDG-F interventions already have an immediate positive effect on the ultimate programme beneficiaries. Increased incomes by farmers, employment by youth beneficiaries, access to water by rural communities, and nutritional benefits of children have been reported and documented. Although gender targeting has been a challenge in the programmes, women have been effectively reached by the interventions.<sup>24</sup>
- The joint programmes were particularly effective in implementing the aid effectiveness principles 12. of National Ownership and Alignment. National participation was respected during the planning and implementation phases of the programmes. The joint programmes were also designed in accordance with national plans and priorities. At the same time, because of the number and diversity of the participating institutions in the four joint programmes, there were differences on how the sub-principles on National Leadership and Use of Country Systems were applied. The same complexity was also a factor for the difficulty in applying the principle of Harmonization.

<sup>&</sup>lt;sup>24</sup> Particularly for the CFSN JP, it was noted that there is also a need to strengthen the involvement of fathers in the care of pregnant women as well as of infants and young children and in promoting optimum infant and young child feeding practices.

There were also challenges in implementing the principles of Managing for Results and Mutual Accountability because of basic weaknesses in the results frameworks of the joint programmes, and the absence of agreed-upon parameters in implementing the Paris Declaration principles, and in reviewing how such principles were actually implemented in the programmes.

- 13. The MDG-F had been effective in advancing the DAO Agenda on joint programming. The joint programmes served the purpose of testing the joint programme modality as a viable option for the UNCT Agencies, and on building their confidence on the joint programme concept. On the side of the GPH, the JPs were also an opportunity to pilot the Convergence Strategy, and to learn from the experience. The experiences on joint programming by both sides can be useful in advancing to their next stage of development cooperation, as will be guided by the current (2012-2018) UNDAF.
- 14. The MDG-F contributed to a greater understanding and acceptance of the joint programme modality in the Philippines. The interventions have introduced a model on how joint programmes could possibly be designed, implemented, and monitored and evaluated. The stability of funding which allowed the programmes to go full cycle (i.e. from start to finish), the number of joint programmes that were involved in the experiment (i.e. four JPs), and the review activities which were part of the intervention package (i.e. the mid-term, final, and country evaluations) were key elements of the learning curve.
- 15. The MDG-F Joint Implementation Guidelines was a key instrument on joint programming which was delivered by the intervention. These guidelines influenced the conduct of the joint programmes, as to their alignment with the Paris Declaration and DAO. In general, the MDG-F was effective and relevant not only in terms of the funds which it supplied to the country per se, but also in terms of the guidance provided on joint programming.
- 16. The C&A activities that were undertaken for the MDG-F were effective in publicizing the tools that were developed by the programmes, especially to sub-national governments that could be potential users of these tools in the achievement of the MDGs and in the Post-2015 Agenda. Adopted C&A strategies also enabled the involvement of left-behind groups and civil society organizations on the MDGs. Support by the MDG-F to the FCI activities and the C&A components of the joint programmes facilitated the effectiveness of the interventions on these aspects.
- 17. The PMCs and the NSC were efficient in monitoring the progress of the JPs and in identifying courses of action for its further implementation. The efficiency of the PMCs was enhanced by the long-standing relationships between the national implementers and their UNCT counterparts, their mutual involvement in the programmes since it started, and the existence of clear results frameworks for the programmes. At another level, one positive factor for the efficiency of the NSC was the presence of NEDA since the design phase of the JPs.

- 18. On the other hand, the lack of previous experience on joint programming, as well as the need for sensitivity on and respect for, the autonomies and internal protocols of the participating agencies, were counterweighing factors which affected the efficiency of the governance processes followed by the PMC and NSC. There was also greater efficiency in measuring progress on the pillar of MDG Achievement, vis-à-vis the other two pillars on DAO and the Paris Declaration, because the measurement parameters (i.e. the results frameworks) for the first pillar have been clearly established.
- 19. The joint implementation and monitoring systems of the programmes were also efficiently followed, as both the national institutions and the UNCT Agencies participated in the execution of activities and in overall progress monitoring. The inclusive nature of the PMCs, which was composed by all implementing national and UNCT agencies, as well as the traditional partnerships between them, were positive factors for the efficient implementation and monitoring of the JPs. The support provided by sub-groups (i.e. Technical Working Groups) was also a facilitating factor.
- 20. Through their participation in the joint PMCs, lower transaction costs were believed to have been incurred by the national institutions and the UNCT Agencies in their common management of the programme activities.<sup>25</sup> These also enabled the practice of DAO among the UNCT Agencies, and the Convergence Strategy on the part of the national institutions. The presence of clear guidelines to follow in the composition and governance of the PMCs, and the adoption of an overall plan of action and budget (i.e. the Signed JP Document) reinforced the efficiency of the programmes on these points.
- 21. The joint programmes and the Fund itself adapted to the challenges on national ownership and joint programming that were faced by the interventions as these were being carried out. The need to establish parallel sub-national ownership on the programmes, especially in consideration of the supervening elections in 2010, was addressed by the programmes by adjusting the schedules for inception and by redoing the programme planning process. Sub-national governance mechanisms were also created. For its part, the MDG-F allowed no-cost extensions for all the four joint programmes in order to accommodate the lags on programme implementation which were brought about by these and other causes. The NSC also took action to encourage the use of national systems in the JPs.
- 22. Joint programming was the appropriate implementation approach for the interventions, given the scope of work required to achieve the thematic goals and objectives of the MDG-F. In the case of the Philippines, the joint programming modality was also appropriate because it matches the current government approach on converging its programmes and services to create greater impact on priority geographical areas and sectors.

47

<sup>&</sup>lt;sup>25</sup> The explanation forwarded by informants is that the participating agencies needed to attend only one meeting or process, instead of several processes involving many agencies that were involved in the joint programmes.

- 23. Clear steps have been taken to raise the chances of continuing and creating greater impact on the achievement of the MDGs. These are being done through various activities that seek to involve decision-makers and stakeholders up to the highest levels. Moreover, the tools and measures that were developed through the MDG-F JPs have value beyond the 2015 MDG timeline, and could be more strategically relevant to the implementation of the Post-2015 Agenda in the Philippines. Further steps should therefore be taken to advance the utility of these tools and measures towards the Post-2015 Agenda.
- 24. While the tools and measures developed under the four joint programmes have nonetheless been made available to the public, the evidence that these outputs will actually work out will still have to be strengthened. A basic constraint faced by the programmes on this aspect was that there was not really enough time within the (roughly) three-year time frame to prove the robustness of the models that were introduced, particularly because the interventions require certain gestation periods to manifest its physical (e.g. climate change resiliency of the various adaptation options), economic (e.g. employment by youth beneficiaries), and behavioral (e.g. mothers' behaviors on breastfeeding, and care by users on their water systems) effects. It may thus be necessary to establish more evidence on the effectiveness of the interventions, for these to be interfaced with the Post-2015 Agenda.
- 25. Aside from the tools and measures that would be relevant to the Post-2015 Agenda, the MDG-F experience is also drawing out some initial learnings on joint programming and the implementation of the Paris Declaration principles in the Philippines which could likewise be useful in guiding the current (2012-2018) UNDAF.
- 26. There are positive indications that the programme activities will be sustained, through the initiatives of national counterparts which have been monitored to be already pursuing some components which have been funded from their own budgets, the adoption of sustainability plans, and the creation of structures that are expected to assume the responsibility on programme sustainability. The element of national ownership and clear agreements on how to sustain the programme activities are reinforcing the potentials for sustaining the programme activities.
- 27. The joint programming modality will also most likely continue to be applied in the Philippines, particularly in the context of the current UNDAF in which JPs among the UNCT Agencies are being envisioned for the delivery of common outcomes and sub-outcome areas. The UNDAF is also designed to be implemented within the framework of the Paris Declaration and the Convergence Strategy of the GPH, which could connect the initial achievements of the MDG-F on its three main pillars with the future directions of the GPH and the UNCT.

## B. Main Learnings

#### 1. Main Learnings on Development Programming

- a) Complex and evidence-based development interventions, such as the MDG-F JPs, need more time to be designed, implemented, and demonstrated. The standard three-year project-level time frames are not applicable to first-time joint programmes which feature pilot and demonstration components. Interventions which particularly include demonstration components on the agricultural sector, or those that aim to ultimately create employment or behavioral changes among beneficiaries, have to pass through a certain gestation and testing period after the implementation phase in order to show results.
- b) The design of programmes which aim to accelerate achievement on the MDGs with primary reference on global funding parameters could have been balanced with country-specific initiatives. Aside from the eight thematic windows which were set for the MDG-F, perhaps a ninth open window would have also been flexible in responding to other needs which were not necessarily within the framework set by the global windows. The open window would have also encouraged bottom-up planning primarily by national institutions in responding to identified needs for MDG achievement in the country.
- c) While there may be advantages in subjecting the programme applications to a competitive process, there is also a downside to it, especially in a joint programme, as it may compromise content for viability. The setting of clear funding range parameters at the onset, and the adoption of weighting criteria for both the technical content of the joint programme applications and its financial cost, would perhaps be useful for future funding facilities.
- d) Aside from assistance in programme planning and formulation, support to the inception process is also important in ensuring that all the main pillars of the intervention would be carried over during the implementation phase, together with the gender, human rights, and all other dimensions. Guidance on how to conduct the inception activities would have also been helpful, aside from the guidelines which were set for the programme applications and for implementation.
- e) In programmes involving sub-national government units, their cooperation and commitment are key success factors. There is also a risk of turnovers among the sub-national counterpart officials and personnel given the three-year electoral cycles in the Philippines. There is a similar risk among national-level institutions, as there may be different units which will be tasked for the planning and implementation phases of the interventions. Future programmes should consider these as among the risk factors, and also as key considerations for the implementation of the Paris Declaration principles in the country.

- f) The gender content of the intervention is determined by the availability of gender data and the extent of gender-related studies. Embedding gender concerns in the programmes also bear a risk of it being overlooked or generally regarded during the implementation phase. Support to the programme design phase should have included a specific component for gender research, in cases where such are needed. The involvement of the Philippine Commission on Women or UN Women, in the design and inception phases of the programmes, or the use of available gender mainstreaming tools, would have also been helpful.
- g) The delayed hiring of key programme staff contributed significantly to the late start-up of the programmes. The procedure of commencing the hiring process only after programme approval was one cause of this delay. Start-up costs could nonetheless be possibly minimized by initiating the hiring process (e.g. by advertising the post) even before the programmes have been officially approved by the donors.

## 2. Main Learnings on the Joint Programme Modality

- a) In the context of the Philippines, a joint programme should be viewed not only as an undertaking among the UNCT Agencies, but primarily among the GPH institutions as well, considering that the national implementation modality is appropriate for the county, and also given the Convergence Strategy which has been adopted by the Philippine Government. Hence, the pace, priorities and capacities of the national institutions should be taken into account in joint programming. The national inter-agency mechanisms that will ultimately sustain the joint programme activities should also be planned for.<sup>26</sup>
- b) The inter-agency PMC is an effective mechanism for the operations management of a joint programme, while the NSC serves the same purpose, particularly in overseeing the implementation of the Paris Declaration principles. A key factor for the effectiveness of the PMC is the functioning of a sub-group (e.g. a TWG), which is focused on the technical details of the intervention. The existence of a sub-group is particularly useful in large and diverse PMCs.
- c) Given the broadness and diversity of the institutions that are participating in joint programmes, it will be helpful to clarify the parameters at the onset on how far the joint interventions can go, in terms of the modalities for fund management, agency visibility, and M&E. This process can be done as part of the inception activities, in order for the participating agencies to level-off on their expectations on the various aspects of joint implementation and M&E.
- d) For joint monitoring and evaluation to work in a joint programme, it is necessary to build a common RBM culture among the implementers, and for them to agree on its basic concepts, definitions and tools. Capacity development on M&E would be a useful component for future joint programmes.

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<sup>&</sup>lt;sup>26</sup> The Philippines moved on to the status of being a Lower Middle-Income Country in 2009.

e) The presence of clear implementation guidelines, similar to the MDG-F Joint Implementation Guidelines, is an enabling factor for joint programming. These guidelines, whether pre-determined by the donor or agreed-upon by the implementing agencies, help clarify the procedures that will be followed by the participating institutions and the structures that will be created for joint governance and management.

## 3. Main Learnings on the Implementation of the Paris Declaration Principles

- a) Interventions that are aimed to be implemented within the Paris Declaration principles should establish clear parameters on how the principles of Ownership, Alignment, Harmonization, Mutual Results, and Accountability will be applied and measured. This is important given the diversity of the participating agencies either from the government side or the UNCT side, or both (in the case of joint programmes). The adoption of indicators would be helpful in establishing baselines and in monitoring progress throughout the life of the interventions.
- b) Government institutions in the Philippines are themselves broad and diverse, and they may have different levels of information and understanding on the Paris Declaration principles. It may be helpful for them to have a common appreciation and agreement on how the Paris Declaration principles will be applied prior to their engagement in the interventions.
- c) The use of national systems in foreign-assisted programmes and projects could be challenging, for several reasons. Responses to the improvement of such systems, in situations where these are found to be challenged, should form part of the interventions which are aimed at contributing to the implementation of the Paris Declaration principles in the country.
- d) Meaningful participation by the national counterpart institutions from the start of the intervention (i.e. in the design and inception phases) is a key factor for the development of national ownership. The establishment of national ownership at the onset, in turn, leads to active participation of the national institutions at the implementation phase, and also increases the chances for national sustainability of the intervention. The processes to be followed in programme planning should therefore involve the national institutions, and the methodologies that will be applied should allow for their substantial participation.

#### IV. RECOMMENDED FURTHER STEPS

Efforts should be made to possibly integrate the outputs and approaches of the MDG-F joint programmes with the emerging Post-2015 Agenda in the Philippines, specifically on the pillars of: (a) Poverty Reduction and Social Inclusion; (b) Environmental Sustainability, Climate Change and Disaster Preparedness; and (c) Accountable, Responsive and Participatory Governance. The interface of the joint programme tools and measures to the next development agenda may have to established, by conducting post-programme monitoring and ex-post evaluation activities on the four JPs. These may be administered jointly by the NEDA-PMS (Project Management Staff) and UNCO. Donor support to the conduct of a light and short-term (i.e. one to two years) post-programme monitoring and evaluation project is encouraged, possibly including support for staffing and public dissemination of the monitoring and evaluation results. The post-programme M&E plan should build on the disparate initiatives that are already being done by some national partners on this aspect, such as the field monitoring work being done by DA-CAR and the on-line tracking system of youth beneficiaries which is being developed by the BWSC. There is also a suggestion for the data to be generated by the ex-post monitoring and evaluation to be disaggregated by sex and age, so that these can be useful for MDG-related sectoral planning.

At the time of this study, the sub-national (and national) elections for 2013 have been concluded and the new local chief executives are in place, particularly in the geographical priorities identified in the current UNDAF. The MDG-F, through NEDA-SDS (Social Development Staff) and UNCO could also possibly follow-up on the results of the demand survey among LGUs which expressed interest on the joint programme tools and measures. Potential replication programmes could be explored, especially those that will be implemented in the identified priority areas.

The closing events for the CFSN JP and the Water Governance JP will be held later, and a follow-up national culminating ceremony for the MDG-F, possibly involving President Benigno Aquino II, may also be organized within the immediate period. It is respectfully recommended that, the turnover and closing activities also include a presentation of the achievements and learnings of the MDG-F on the implementation of the Paris Declaration principles and also on joint programming, in addition to the accomplishments of the joint programmes on the MDGs. For this purpose, it may be helpful to organize pre-conference workshops among the national implementing agencies to assess the strengths and weaknesses in implementing the aid effectiveness principles, and also among the implementing UNCT Agencies to validate the key success factors for joint programming. It would help if the costs of conducting the pre-conference workshops could be included in the programme budgets for the closing and turnover events.

## Annex A. List of Evaluation Questions Addressed by the Study

#### 1. Relevance

- a) Were the programme's goals and objectives relevant to the socio-economic context of the country and its main development challenges? Were they in line with the country's stated national development priorities?
- b) Were the goals and objectives clearly linked to one or more of the MDGs and their sub-targets?
- c) Were the goals and objectives aligned with the UNDAF in the country?
- d) Were national counterparts actively involved in the inception and design process of the programme so as to enable national ownership in the implementation stage?
- e) Were all participating UN agencies brought into the programme design, taking their respective value added into account? Did this process help strengthen UN agencies' ability to set common goals, design, and plan programme implementation jointly?
- f) Did the objectives set out for the joint programmes attempt to address inequalities among the population in achievement of the MDGs? Did the programme target socio-economically marginalized groups who lack access to the necessary resources and rights to achieve development objectives?
- g) Were the needs and rights of women taken into account in the inception and planning of the programmes?

#### 2. Effectiveness

- a) To what extent did the joint programmes achieve results and impacts in line with the goals and objectives defined within their respective thematic windows?
- b) Did the joint programmes contribute to the achievement of the MDGs at the local and national levels? Which goals did they contribute to, and which specific sub-targets? In what ways did the programmes contribute most in the formulation of national policy-making, or in local-level impacts in targeted communities?
- c) To what extent has the MDG-F fostered national ownership in the programme outcomes (such as through the formulation of national development plans, public policies, etc.)?
- d) Do the joint programmes show the added value of joint programming and "Delivering as One" in their results and impacts at national level?
- e) To what extent did beneficiary communities take an active role in the achievement of programme results? What modes of organization and leadership drove this process? Is there a visible effect of participation in terms of programme results and the Fund's overall impact in the country?
- f) Did the Fund's programmes succeed in achieving highest impacts among vulnerable or marginalized groups (by race, ethnicity, economic class, or geographic location)? Was the Fund able to address socio-economic gaps at a regional or local level by targeting low-income beneficiaries? Did the Fund support beneficiaries in identifying and claiming their rights?
- g) Was the Fund successful in ensuring equal benefit of its programme results among women and men?

h) Did the programme teams effectively use C&A strategies to publicize the programmes' impacts and to promote greater citizen engagement and dialogue on the MDGs and other development issues?

## 3. <u>Efficiency</u>

- a) Was the governance structure of the Fund at programme level (PMC) and national level (NSC) conducive to efficient implementation of the programme, in keeping with the main pillars of the Fund? Did it enable effective achievement of results?
- b) To what extent were the joint programmes in the country implemented and monitored jointly by participating UN agencies?
- c) To what extent were the national counterparts involved in the implementation and monitoring of the programme?
- d) Did the joint programme's management model (use of resources, organizational structures, information flows) and implementation methods enable UN partners to "Deliver as One" and actively involve national counterparts?
- e) What type of financial, administrative and managerial challenges did the joint programme face in implementing the programme in accordance with national ownership and joint programming? What actions were taken to address these challenges?
- f) According the experiences of the programmes in the country, did joint implementation lead to more efficient implementation than could have been achieved by a single agency? Was joint programming the appropriate implementation approach for these programmes?

## 4. Sustainability

- a) Have the joint programme implementing partners taken necessary steps to ensure continuing impact of programme results on the achievement of the MDGs? What mechanisms have been used to do this (final reports, management responses to the joint programme final evaluations, closing workshops)?
- b) Have clear links been made between the programmes' results and national development strategies aimed at achieving the MDGs?
- c) Have implementing partners developed a strategy to incorporate lessons learned from MDG-F joint programming to ongoing efforts in "Delivering as One"?
- d) To what extent did national and/or local institutions support the Fund's joint programmes as well as its general vision and approach to development programming? Have the Fund's programmes helped strengthen their overall capacity? Are they committed to continuing certain programme activities?
- e) Do MDG-F implementing partners, including UN agencies and national institutions, have sufficient financial resources to continue programme activities if planned?
- f) Are there indications of planned replication or scale-up of joint programme interventions, and how will this contribute to progress on MDG achievement?
- g) What best practices have been identified for development and MDG-related programming?

# Annex B. Itinerary of the Country Mission

First Round	
January 14, 2013	Observation of YEM JP Activity (IOM) in Manila
	Session with Mr. Ric Casco (IOM) in Manila
January 15, 2013	Session with Ms. Ruth Georget (ILO) and Ms. Alicia Gimenez (UNCO) in Manila
	Session with BWSC in Manila
January 16, 2013	Session with Ms. Ma. Concepcion Sardaña (ILO) in Manila
January 17, 2013	Session with TESDA in Manila
January 18, 2013	Session with Ms. Ana Liza Valencia (ILO) and Ms. Lady Kristine Cruz (ILO) in Manila
	Session with USec. Lourdes Transmonte (DOLE) in Manila
January 21, 2013	Courtesy Call to Gov. Exequiel Javier in Antique
	Session with PPCB in Antique
January 22, 2013	Sessions with YEM JP Beneficiaries in Antique
January 23, 2013	Session with YEM JP Beneficiaries in Antique
January 24, 2013	Session with PPCB in Masbate
	Session with YEM JP Beneficiaries in Masbate
January 25, 2013	Sessions with YEM JP Beneficiaries in Masbate
January 28, 2013	Session with PPCB in Agusan del Sur
January 29, 2013	Session with YEM JP in Agusan del Sur
January 30, 2013	Session with Ms. Naomi Cañete (DOLE Caraga) in Butuan City
February 1, 2013	Session with Ms. Eden Grace Lumilan (UNCO) in Manila
	Session with Ms. Cynthia Arce (UNCO) in Manila
February 4, 2013	Session with TESDA-ARMM in Sultan Kudarat
February 5, 2013	Session with YEM JP Beneficiaries and PPCB in Maguindanao
February 8, 2013	Session with Ms. Roche Angon (ILO) in Manila
	Session with Ms. Ruth Georget (ILO) in Manila
	Session with Ms. Roda Valenzuela (NNC) in Manila
February 11, 2013	Session with Ms. Kat Firmeza (CCA JP) in Manila
	Session with Ms. Kat Mangune (NEDA) in Manila
February 12, 2013	Debriefing with NEDA in Manila
	Debriefing with ERG in Manila

Second Round	
May 2, 2013	Session with Ms. Alicia Gimenez (UNCO) in Manila
May 3, 2013	Session with AECID in Manila
	Session with Mr. Toshi Tanaka (UNDP) in Manila
	Session with Ms. Corazon Urquico (UNDP) in Manila
	Session with Mr. Emmanuel Buendia (UNDP) in Manila
May 6, 2013	Session with Ms. Roda Valenzuela (NNC) in Manila
	Session with Ms. Ma. Lourdes Vega (NNC) in Manila
	Session with Ms. Luiza Carvalho (UNRCO) in Manila
May 7, 2013	Session with Ms. Cynthia Arce (UNCO) in Manila
	Session with Ms. Ma. Concepcion Sardaña (ILO) in Manila
May 8, 2013	Session with Ms. Ruth Georget (ILO) in Manila
	Session with Ms. Amelia Supetran (UNDP) in Manila
	Session with FAO in Manila
May 9, 2013	Session with DDG Rolando Tungpalan (NEDA) in Manila
	Session with DILG in Manila
May 10, 2013	Session with Mr. Henry Mdebwe (UNICEF) in Manila
May 14, 2013	Debriefing with Mr. Lawrence Jeff Johnson (ILO) in Manila
	Debriefing with YEM JP in Manila
	Session with Ms. Mai Alagcan (NEDA) in Manila
	Debriefing with ERG in Manila
May 15, 2013	Debriefing with AECID in Manila
May 16, 2013	Session with CFSN JP Evaluation Team in Manila
	Session with Mr. Toshi Tanaka (UNDP) in Manila

## Annex C. List of Participants in the Interviews and Group Discussions

#### **NSC Members**

DDG Rolando Tungpalan - Deputy Director-General, NEDA
Ms. Luiza Carvalho - Resident Coordinator, UNCT
Mr. Vicente Selles Zaragozi - General Coordinator, AECID

# **National Counterpart Institutions**

Usec. Lourdes Transmonte - Undersecretary, DOLE

Dir. Marta Hernandez - Executive Director, TSDO, TESDA Mr. Omar Dalagan - Chief Specialist, TESDA ARMM

Ms. Naomi Cañete - Chief Labor Employment Officer, DOLE Caraga
Ms. Maria Lourdes Vega - Chief, Nutrition Policy and Planning Division, NNC

Ms. Kat Mangune- Outcome Manager, NEDAMs. Beth Casin- Focal Person for YEM JP, BWSCMr. Roberto Rodelas- Focal Person for YEM JP, BWSC

Mr. Cielo Cabalatungan - Chief, Workers in the Informal Economy, BWSC

Ms. Ida Miape - Focal Person for YEM JP, TESDA
Ms. Jo Arriola - Focal Person for YEM JP, TESDA
Ms. Demi Nanding - Chief Trainer, TESDA ARMM

Ms. Roda Valenzuela - Programme Coordinator, NNC/CFSN JP
Ms. Kat Firmeza - Programme Manager, NEDA/CCA JP
Ms. Mai Alagcan - Outcome Manager for CCA JP, NEDA

Ms. Josephine Ramos
 Focal Person for Water Governance JP, DILG
 Ms. Marivic Nocum
 Focal Person for Water Governance JP, DILG
 Ms. Jeanny Gascon
 Focal Person for Water Governance JP, DILG

## **UNCT Agencies**

Mr. Toshi Tanaka - Country Director, UNDP
Mr. Tomoo Hozumi<sup>27</sup> - Country Director, UNICEF
Ms. Corazon Urquico - Portfolio Manager, UNDP
Mr. Emmanuel Buendia - Programme Manager, UNDP

Ms. Amelia Supetran - Team Leader, UNDP

Ms. Ma. Concepcion Sardaña - Senior Programme Manager, ILO
Ms. Ruth Georget - Programme Coordinator, ILO/YEM JP

Ms. Ana Liza Valencia
 Focal Person for CFSN JP, ILO
 Ms. Lady Kristine Cruz
 Focal Person for CFSN JP, ILO
 Ms. Roche Angon
 Focal Person for YEM JP, ILO
 Mr. Ric Casco
 National Programme Officer, IOM

Ms. Joy Tanay - Field Coordinator, IOM
Ms. Gina Rose Pedregosa - Field Coordinator, IOM
Mr. Henry Mdebwe - Nutrition Specialist, UNICEF
Mr. Aris Portugal - Focal Person for CCA JP, FAO
Mr. Genaro Castro - Focal Person for CCA JP, FAO
Ms. Eden Grace Lumilan - Coordination Analyst, UNCO

2

<sup>&</sup>lt;sup>27</sup> Interviewed via Skype.

Ms. Alicia Gimenez - Coordination Associate, UNCO
Ms. Cynthia Arce - Programme Officer, UNCO

# Provincial Programme Coordinating Bodies (PPCBs)

PPCB of Antique PPCB of Masbate PPCB of Agusan del Sur PPCB of Maguindanao

# **Beneficiaries**

Various Beneficiaries in Antique Various Beneficiaries in Masbate Various Beneficiaries in Agusan del Sur Various Beneficiaries in Maguindanao

## Others

Ms. Mercedes Cornejo - Programme Manager, AECID
Ms. Paula Pelaez - Programme Advisor, MDG-F Secretariat

Mr. Adan Ruiz
 M&E Advisor, MDG-F Secretariat
 Mr. Jose Carlos Ferrer
 M&E Advisor, MDG-F Secretariat
 M&E Specialist, MDG-F Secretariat

Mr. Richard Chiwara - Evaluation Consultant, MDG-F 2030/1919
Ms. Socorro Reyes - Evaluation Consultant, MDG-F 1919

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## Annex E. Survey Questionnaire Applied for the Evaluation

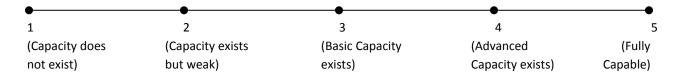
# MDG-F Country Evaluation Survey Questionnaire

The purpose of this survey is to help measure the effects of the MDG-F on the capacity-building of institutions that participated in the MDG-JPs. It is part of the on-going Country Evaluation of the MDG-F.

This will be a confidential survey that is being administered by Mr. Joel Beasca, an Independent Consultant, who was contracted for the MDG-F Country Evaluation. As such, the profile of respondents will be held in private and will not be disclosed in the evaluation report.

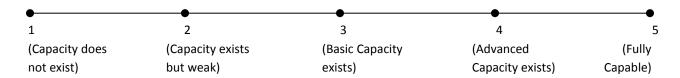
We would simply like to have an idea on how effective the MDG-F was in terms of the capacity-building of institutions for the achievement of the MDGs.

From a rating scale of 1 to 5 (with 1 being the lowest rate and 5 being the highest rate), how would you rate the capacity of your institution on (Climate Change Adaptation/Youth Employment and Migration/Water Governance/Child Nutrition) at the start of the joint programme?



#### Answer:

Given the same rating scale, how would you rate the capacity of your institution on (Climate Change Adaptation/Youth Employment and Migration/Water Governance/Child Nutrition) at the end of the joint programme?



#### Answer:

What was the most significant contribution of the MDG-F to the capacity-building of your institution?

Thank you for your participation in this survey.