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Draft country programme document for the Philippines (2012-2016)

Contents

I. Situation analysis

1.   The Philippines is a lower middle income country with an estimated population of 94 million. The 2010 Human Development Report ranked it 97th out of 169 countries, with a Human Development Index (HDI) of 0.638. The economy, as measured by gross domestic product, (GDP) grew 7.3 per cent in 2010. Past fiscal reforms and remittances ($17.4 billion in 2009) from the 10 million Filipino migrants enabled the country to weather the recent global economic crisis.

2.   There are wide disparities in income and quality of life across regions and sectors and the number of poor people has recently increased (26.5 per cent of the total population lives below the poverty line, including 10 million women). While the country is abundant in natural resources, environmental assets remain unavailable to poor groups owing to exclusion, insecure land tenure, lack of access to technologies; or the resources are degraded. Social inequities are rife and impact indigenous people, fisher folk, women and the informal sector the most. Indigenous people make up about 15 per cent of the population and occupy an estimated 17 per cent of total land area. The struggle to secure land or ancestral domains is a leading cause of instability in areas of indigenous people. In the 2010 Human Development Report, the Philippines scored 0.623 in the Gender Inequality Index, reflecting inequalities in labour market participation, political representation, and access to health services.

3.   The Philippines is one of the world's largest archipelago nations. Its location on the Pacific Ring of Fire makes it extremely vulnerable to natural disasters, especially earthquakes, cyclones, and volcanic hazards. Long-lasting armed conflict in Mindanao and other parts of the country and the negative impact of increasing effects of climate change hinder sustainable development and intensify poverty.

4.   While the 2010 Philippines Millennium Development Goals Progress Report indicates progress in promoting gender equality, reducing child mortality and malaria, it also points out that the overall Millennium Development Goals situation is not encouraging. The likelihood that the Philippines will reach the Millennium Development Goals on poverty, education, maternal health, HIV/AIDS and environment is low. With limited coverage of prevention services, combined with prevailing strong stigma and discrimination, the Philippines is one of seven countries worldwide where the HIV prevalence has increased by more than 25 per cent between 2001 and 2009. The Progress Report calls for sustained socially inclusive economic growth; improved targeting of anti-poverty measures; strengthened governance with greater transparency and accountability to ensure more efficient use of resources; improved peace and security in the country; and strengthened partnerships, including with the private sector, on Millennium Development Goals initiatives.

5.   Acceleration plans and strategies for Millennium Development Goals achievement have been incorporated in the Philippine Development Plan 2011-2016.[1] The thrusts of the Plan include macroeconomic policy reform to generate revenues; strengthening the financial system; increasing the competitiveness of industry, agriculture and fishery and service sectors; accelerating infrastructure development; fostering good governance and enforcing the rule of law; social development; and peace and security. The Plan[2] seeks to pursue a strategy of inclusive growth that provides productive employment opportunities, equalize access to development opportunities and implement social safety nets. The Government of the Philippines has also acknowledged that corruption, lack of transparency and overall weak governance are major constraints to the achievement of the Millennium Development Goals and poverty reduction, as well as to private sector investments.

6.   The Philippines has important policy frameworks and plans in place for sustainable human development, including the National Framework for Climate Change Adaptation and

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[1] Based on presentations at the Millennium Congress, Dusit Thani Manila, Makati City, 18 October 2010.

[2] National Economic and Development Authority Guidelines for the Formulation of the Medium-Term Philippine Development Plan and Medium-Term Public Investment Programme 2010-2016.

the Disaster Risk Reduction Management Act, the National Human Rights Action Plan, and the Magna Carta of Women. The Volunteering Act enhances civil society development work through volunteerism. The Local Government Code, transferring governance functions to local governments and decentralizing social service delivery, is 20 years old. Implementation of these policies and plans is still hampered by gaps in capacities, especially at the local level.

II. Past cooperation and lessons learned

7.   In 2008, UNDP undertook several evaluations, including an independent Assessment of Development Results, of the impact of its development support to the Philippines, highlighting both achievements and areas for improvement.

8. UNDP contributions include effective advocacy for the Millennium Development Goals, which are now incorporated into budget and statistical processes at the national and local levels. Community-based monitoring has yielded local-level poverty estimates used in selecting the poor beneficiaries for the conditional cash transfer programme of the Government of the Philippines. The Philippine Human Development Reports have informed national policy debates and provided indicators for measuring human security. UNDP has supported the establishment of 17 Regional AIDS Assistance Teams that provide multi-sector support to the implementation of local response to the growing HIV epidemic. Capacity development and training were provided for the inclusion and collection, for the first time, of ethnicity as a major variable in the 2010 National Population Census – leading to disaggregated data on indigenous peoples that is being used to inform social policies. A Medium-Term Action Plan to improve access to justice for the poor and a National Action Plan for Human Rights were produced and, through advocacy, the United Nations Convention against Corruption was ratified. In conflict-affected Mindanao, UNDP is supporting Peace and Development Communities that foster the reintegration of former combatants and empower peacemakers to guide people in rebuilding the social fabric of their communities. UNDP has produced multi-hazard maps for the 27 most vulnerable coastal provinces; local governments and communities are using them for planning, including response, land use and risk management plans. UNDP advocacy has raised policymakers' attention for promoting renewable energy and has led to the passage of the landmark Renewable Energy Law in 2009. Capacities of local governments and communities have been strengthened to manage protected areas and identify financing mechanisms that foster sustainable management of biodiversity and natural resources. With seven United Nations agencies, UNDP is leading two programmes funded under the Millennium Development Goal Fund on climate change and water governance, contributing to a multi-sector response to these key development challenges as well as learning from and strengthening a One United Nations approach to development work.

9.   The evaluations underlined the need for UNDP to advocate for improved coordination of poverty policy and planning, which requires strengthening of the National Anti-Poverty Commission and a review of social safety programmes. To respond to the HIV epidemic, the evaluations concluded that UNDP must continue to strengthen capacities of local champions and governments to provide effective services to the most-at-risk populations. UNDP must consolidate its achievements in the Millennium Development Goals by institutionalizing the Goals in government reporting, planning and budgeting systems. In addition to continuing its work on anti-corruption, promotion of human rights and access to justice, UNDP should focus on empowering citizens as claimholders and increasing the participation of civil society and the private sector in development work. On conflict prevention, future work should consider collaboration and partnerships with the legislature and the security sector for policy reform, support for political dialogues between various actors in conflict, peace education and advocacy targeting the youth as well as securing a larger role for women in conflict resolution. UNDP should support advocacy to enhance capacities to design and formulate financing schemes for environment and natural resources programmes, promote

coherence between environment and natural resources policies, and mainstream gender in climate change adaptation and disaster risk management.

10.   More generally, the evaluations found that UNDP should focus its capacity development work on local governments and communities, which are at the frontline for the delivery of basic services. UNDP should help to ensure that sex-disaggregated data and gender analysis are more systematically used in development planning, monitoring and progress reporting. UNDP should broaden its partnerships to include more civil society organizations and private sector to foster public-private partnerships for development. UNDP was asked to strengthen monitoring and evaluation in its own programming to address the absence of baseline data in some programmes, hindering the measurement of progress towards outcomes.

III. Proposed programme

11.   The country programme 2012-2016 is based on and supports the achievement of the national priorities of the Philippine Development Plan 2011-2016. The country programme has been designed around the pursuit of inclusive growth that reduces poverty, including the achievement of the Millennium Development Goals, with a special focus on four of the nine chapters of the Plan, namely social development, good governance, peace and environment and natural resources. It takes into account the slow progress of the Philippines on the Millennium Development Goals and draws on the United Nations country analysis prepared for the United Nations Development Assistance Framework (UNDAF) 2012-2018.

12.   The country programme contributes to the UNDAF outcomes on universal access to quality social services, with focus on the Millennium Development Goals, democratic governance, conflict prevention and peacebuilding and women's empowerment, and resilience to disasters and climate change.

13.   The overall approach will be to strengthen capacities of local governments and communities in democratic governance, poverty, disparity and vulnerability reduction, sustainable management of environment and natural resources, and climate change adaptation and disaster risk management, while ensuring that human rights and gender are integrated into local policies, processes, programmes and budgets. Complementary actions at the national and policy levels will be undertaken to contribute to a more conducive enabling environment for local interventions. To reflect the complex and multi-sectoral nature of the development challenges of the country, UNDP is pursuing convergence in its programme and developing cross-practice activities such as the Poverty-Environment Initiative, Security Sector Reform, Environmental Justice and Improved Local Governance for HIV Response.

14.   In social development, through advocacy, technical assistance and capacity development, UNDP will ensure that national and local officials, civil society organizations and the private sector mainstream Millennium Development Goals in development and poverty reduction plans and policies, including social protection programmes. The programme will facilitate local communities' access to and use of assets and revenues from sustainable management and conservation of environmental and mineral resources and overseas remittances for local development. It will provide policy advice, capacity development and implement pilots to formulate and implement enhanced social protection policies and schemes for inclusive and greener growth. UNDP, complementing the work of other UNAIDS co-sponsors, will increase the capacities and leadership skills of national and local officials to plan and implement sustained, comprehensive and effective responses to HIV and AIDS through the institutionalization of local AIDS councils, the involvement of people living with HIV, and delivery of targeted services to most-at-risk populations.

15.   In governance, UNDP will contribute to sustaining and scaling up recent achievements in mainstreaming the human rights-based approach and gender equality into plans and budgets of national and local institutions. The country programme will implement actions to increase civic engagement through both formal channels such as reform of political and

electoral processes, and informal channels such as support to media and civil society organizations. These will enable marginalized groups in local communities, particularly indigenous peoples and women, to have a voice and to influence public debate on development issues. Such mechanisms will improve environmental governance and contribute to enhancing social accountability in public service delivery. In line with the United Nations Convention against Corruption, UNDP will support the installation of citizens' monitoring tools and institutional mechanisms in key sectors to promote integrity and accountability, especially in public finance and delivery of public services. Likewise, support for strengthening formal and informal channels of access to justice will be extended.

16.   In conflict prevention and peacebuilding, UNDP will support capacity-building of claimholders and duty-bearers to prevent, manage and resolve conflicts, and to mainstream peacebuilding perspectives and activities into national and local development policies, plans and programmes. The country programme will support dialogues, consensus-building processes and policy reform on key peace and conflict issues, including security sector reform, to foster a more conducive environment for the peace process. Community resilience will be strengthened through rehabilitation, recovery and transition to development of conflict-affected/vulnerable communities. The implementation of the National Action Plan on Women, Peace and Security will be supported through policy dialogues and training, including ensuring a strengthened role for women and civil society in peace processes. UNDP will finalize a comprehensive peace-based monitoring and evaluation system, currently in its pilot phase, to be adopted by all conflict-prevention and peacebuilding projects for measuring performance and evaluating the effectiveness of interventions.

17.   In energy and environment and natural resource management, capacity development will target national and local duty-bearers to facilitate the formulation of policies to improve claimholders' access to an enhanced natural resources base, sustainable energy and a cleaner environment. The programme will seek to turn the country's environment and natural resources as capital for poverty reduction through exploration of the potential for a green economy, equitable benefit sharing from sustainable energy and natural resources management and access to financing such as the United Nations Reducing Emissions from Deforestation and Forest Degradation. UNDP will support the implementation of sustainable climate change adaptation measures that are pro-active and anticipatory as well as manage environmental risks and reduce the impact of natural disasters.

IV.   Programme management, monitoring and evaluation

18.   The country programme will be nationally executed. National implementation of programmes by the Government is the preferred modality, but non-governmental organization implementation and other implementation modalities are also possible based on specific needs and efficiency. In the event of force majeure, UNDP may invoke its fast track procedures to accelerate responses to national demand. An annual programme review serves as the basis for ensuring mutual accountability and systematic assessment of performance and progress towards the related outcome. Government and other partners will undertake joint assessments, where possible, leading to more joint programmes.

19.   UNDP has reactivated the Civil Society Advisory Committee as a formal mechanism for consultation and engaging civil society as actors and beneficiaries of development. The focus on local communities is expected to bring in more partners at the subnational level and increase opportunities for knowledge sharing. UNDP and the Government of the Philippines will continue to explore new partnerships with development partners, and forge public-private partnerships to promote ownership and sustainability of programmes. UNDP will continue working closely with the United Nations country team and key partners adopting United Nations reform principles in the development of the UNDAF Action Plan, and will maintain its leading role and participation in the United Nations Theme Groups and Joint

Programmes. It will also take part in support to national aid coordination to contribute to development effectiveness.

20. The UNDP country office is structured to service the outcomes with substantive and operational capacities to support the planning and implementation of programmes and projects. The establishment of a Management Support Unit with monitoring and evaluation as well as strategic planning, reporting and communications functions underlines the importance given to these issues. Strong partnership with the UNDP Asia Pacific Regional Centre will complement the capacities of the country office and foster South-South cooperation to best benefit from the UNDP global network and share the Philippines good practices and development achievements with the region and the world.

Annex. Results and resources framework for the Philippines (2012-2016)

National priority or goal: Social development

UNDAF Outcome 1: The poor and vulnerable will have improved access to and utilization of quality social services, with focus on the Millennium Development Goals least likely to be achieved.
Outcome Indicator: Millennium Development Goals targets performance relative to baseline, percentage of coverage of the poor benefiting from social protection schemes (disaggregated by population, sex and age), Percentage of coverage of most-at-risk and vulnerable population reached by HIV prevention services (disaggregated by population, sex and age)
Related Strategic Plan Focus areas: Poverty reduction, HIV/AIDS, environment, crisis prevention and recovery

Government partner contributions	Other partner contributions	UNDP contributions	Indicators, baselines and targets	Indicative country programme outputs	Indicative resources by outcome (in thousands of United States dollars)
Advocacy of recommendations in Philippines Human Development Report

Localization of MDG implementation of the acceleration plan; tap remittances for local development; maintain linkage of poverty and environment

Mobilization of community-based organizations to promote localization of MDGs and HIV/AIDS responses | Advocacy, monitoring and evaluation of social programmes

Financial support to the conditional cash transfer and other social programmes

Capacity development for the Philippines National AIDS Council | Provide policy advice and capacity-building through consultation, dialogues and training for stakeholders on MDG mainstreaming, poverty reduction and social protection

Contribute to policy analysis and foster inclusive processes to increase resources for local development

Strengthen capacities and promote multi-sector dialogues to improve local response to HIV | **Indicator**: Number of local development plans/programmes in which MDG-related targets are mainstreamed; **Baseline**: 9 provincial MDG reports in 2010; **Target:** 40 provincial development plans reflect MDG targets in selected provinces
Indicator: Model for local government units (LGUs) to tap overseas Filipino workers remittances for Local Economic Development defined and tested; **Baseline**: No known model on mobilization of remittances for LED; **Target**: By 2016, a tested model will be available
Indicator: Social protection framework for Philippines developed; **Baseline**: Conditional cash transfer is prevailing scheme; **Target**: More community-based social protection schemes functional and enhanced
Indicator: Number of local government institutions and coordinating bodies supporting and implementing local AIDS response; **Baseline**: Limited information available on local AIDS institutionalized response; **Target**: By 2016, LGUs with highest prevalence rate have established AIDS councils with dedicated staff and budget | Increased capacities of claimholders and duty-bearers to mainstream MDGs in national and local development plans and policies; and implement, finance and monitor them, especially poverty reduction programmes
Strengthened capacities of local communities including LGUs to access and manage assets and revenues from environmental and mineral resources and overseas remittances for local development
Support for policy reforms in poverty reduction and acceleration of MDG attainment based on systematic policy analysis/review and support for the application and institutionalization of planning and/or monitoring tools and systems, including enhanced social protection policies and schemes for inclusive growth.
Increased capacities and leadership to plan and implement sustained, comprehensive and effective responses to HIV/AIDS at the national and local levels | **Regular 2,217.3**

Other 2,500 |

National priority or goal: Good governance and peace

CP/UNDAF Outcome 3: Capacities of claimholders and duty-bearers are strengthened to promote human rights, inclusivity, integrity, accountability and rule of law in governance
Outcome Indicator: Percentage of local government units having adopted gender-sensitive and rights-based development policies, plans and budgets incorporating integrity measures and local mechanisms for broad citizen participation, in governance processes; percentage of local government units with local development plans incorporating gender-sensitive and rights-based peacebuilding and conflict prevention principles and processes
Strategic Plan focus areas: Democratic governance, crisis prevention and recovery

Government partner contributions	Other partner contributions	UNDP contributions	Indicators, baselines and targets	Indicative country programme outputs	Indicative resources by outcome
Advocacy programmes on human rights at the national and local levels

Mobilization of community-based | Localization and replication of best practices

Building constituencies around common themes | Support for training, mentoring, and technical assistance, for human rights, gender equality and democratic governance | **Indicator:** Number of policy reforms introduced and instituted in the political and electoral systems; **Baseline:** Historical electoral trends and analytical studies on political dynasties, electoral violence, campaign finance and automation; **Target:** At least 3 major policy reforms advocated on the Party-list System, campaign finance and political dynasties | Policy and institutional changes introduced to enable the poor and vulnerable especially the indigenous peoples and women to effectively participate in the political and electoral processes

Citizens' monitoring tools and institutional mechanisms installed in key sectors to promote | **Regular 4,065.05**

Other 12,500 |

organizations to fight corruption		Provide policy advice and capacity development and support identification and implementation of tools and mechanisms to increase transparency and integrity in delivery of public services	**Indicator:** Number of policies, processes and mechanisms that promote access to justice by the poor **Baseline:** no official data yet on access to justice by the poor; **Target:** Policies are harmonized and agencies in the justice pillars are coordinated; **Indicator:** Percent of all National line agencies and local government units with policies and plans using human rights-based approach (HRBA) and gender equality; **Baseline**: Number of agencies that have undergone human rights-based approach and gender training in 2010 based on national government data; **Target:** At least 50 per cent of all line agencies and LGUs have integrated HRBA and gender in their plans and policies and sex disaggregation in their statistics	integrity and accountability, especially in public finance and delivery of public services The pillars of the justice system are strengthened to better coordinate and harmonize policies, processes and mechanisms to ensure that the poor have greater access to justice HRBA and gender equality are mainstreamed in plans and budgets of national and local government institutions.	
Development and implementation of conflict-sensitive and peace-promoting policies, plans and programmes Implementation of recovery and rehabilitation programmes in disaster/conflict-affected areas Strengthen government-CSO collaboration for peacebuilding	Support peace-constituency building Participate in healing and reconciliation processes; and in reporting and monitoring mechanisms for internal displacement and protection of vulnerable sectors in armed conflict	Support the development and implementation of peace-promoting policies, programmes and plans through dialogues and capacity development Provide technical assistance to recovery, rehabilitation and development of disaster/conflict-affected areas	**Indicator:** Number of local and national policies, programmes and plans integrating conflict-sensitive and peace-promoting perspectives; **Baseline:** Peace and security chapter integrated in the Philippine Development Plan; **Target**: At least 10 national and local government agencies/institutions with peace and conflict-sensitive perspectives integrated in their policies, programmes and plans **Indicator:** Number of conflict-affected communities implementing recovery and peace and development plans; **Baseline:** 250 communities with peace and development plans; recovery and rehabilitation plans drafted for 50 communities in Mindanao. **Target:** At least 300 communities implementing peace and development plans; recovery and development plans implemented in 50 disaster/conflict-affected communities	Duty bearers and claimholders have enhanced capacities to build an enabling policy environment for sustainable peace. Conflict-sensitive and peace-promoting perspectives mainstreamed in national and local development plans and programs. Increased capacities of duty bearers and claim holders to build community resilience and protect vulnerable sectors in conflict-affected/vulnerable areas	

National priority or goal: Environment and natural resources

CP/UNDAF Outcome 4: Adaptive capacities of vulnerable communities and ecosystems are strengthened to be resilient to threats, shocks, disasters, and climate change.
Outcome Indicator: Percentage of local development plans incorporating and budgeting disaster risk reduction and climate change adaptation measures; percentage of degradation rates of critical environmental and natural resources, Percentage decrease in mortalities, morbidities and economic losses from natural hazards and environmental degradation
Related Strategic Plan focus areas: Environment and natural resource management

Sustained implementation of the framework for climate change adaptation Institutionalizing successful work models on natural resource management and energy conservation Continuing advocacy in support of legislation to support protected areas	Collaboration in scaling up successful initiatives in environment and natural resources and governance of climate change Partnerships and convergence with UNDP in setting up local climate change financing mechanisms; Support for	Support for policy development, planning and programming to address residual conflicts and gaps and eliminate overlaps through technical assistance Contribute to strengthening consultative mechanisms, enhancement of models and strategic plans for energy and	**Indicator**: Number of policy issuances and legislation addressing residual gaps/conflicts in existing laws and issuances; **Baseline:** Environment and natural resources/sustainable energy/climate change/disaster risk reduction policies, e.g., Environmental Impact Assessment, National Integrated Protected Areas System, Community-Based Ecological Solid Waste Management, Climate Change Act, Natural Disaster Risk Reduction and Management Act, in place; **Targets:** 1 sub-sectoral legislation (sustainable forest management) and Omnibus Environment and Natural Resources law promulgated by 2016 **Indicator:** Number of mechanisms, tools, systems and procedures on Environment and Natural Resources, sustainable energy development and use, climate change adaptation and environment risk management; **Baseline:**	Increased capacities of key duty-bearers to provide an enabling environment for claimholders' improved access to an enhanced natural resources base, sustainable energy and a cleaner environment Increased capacities of key duty-bearers and claim-holders to lead and support a sustainable national anticipatory climate change adaptation process Capacities of key duty-bearers and claimholders at the national and local levels to prevent disasters by managing environmental risks	**Regular 1,108.65** Other 46,000

sustaining initiatives in mainstreaming Environment and Natural Resources (ENR) management, Climate Change Adaptation (CCR), Disaster Risk Management (DRM) in local plans, programs and budgets	environmental management and implementation of the National Frameworks for Climate Change Adaptation and DRM	Mainstreaming disaster risk reduction guidelines**;** draft carrying capacity assessment and harmonized valuation tools; Philippine Council for Sustainable Development and relevant ENR sub-committees in place; **Targets:** Local planning processes of all 81 provinces institutionalize use of carrying capacity assessment; harmonized valuation, integrated DRR-CCA tools; National multi-sectoral ENR/DRM/CC consultative mechanisms in place by 2016 **Indicator**: Number of local government plans reflecting ENR, CCA, DRR sustainable energy aspects/components; **Baseline:** DRR mandated for inclusion in local plans by Presidential administrative order; Department of Environment and Natural Resources Administrative order mandating implementation of ENR Framework in place; **Targets:** All 81 provinces have DRR/CCA proofed/ENR enhanced plans; All 81 provinces have sustainable energy plans		

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