Institutional Strengthening of National and Local Governance on Human Rights and Economic Empowerment with a Gender Focus: Implementation of the Magna Carta of Women

End of Project Evaluation Report

Final Report
Cover images

Top row:
- Backdrop of the Knowledge and Product Fair held at Novotel

Second row from left:
- FGD with Albay Province Convergence Stakeholders
- FGD with the Provincial GAD TWG of the Province of Sarangani

Third row from left:
- Output of GFPS members in Oton during FGD on the before and after AECID Project
- GAD Office created in the Province of Albay with the GAD Focal Person
- FGD with the Provincial and Municipal GAD TWGs of Surigao, Oriental Mindoro and Aklan

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This report was produced by Aptissimi Development Innovations, Inc., an independent consultant contracted to conduct the End of Project Evaluation of the PCW AECID Project.

30 May 2016
Acknowledgement

Aptissimi Development Innovations, Inc.
expresses sincere thanks to Philippine
Commission of Women (PCW) and the Agencia
Española de Cooperacion Internacional para el
Desarrollo (AECID), particularly the Deputy
Executive Director for Operations, for entrusting
us with the evaluation of the Magna Carta of
Women Project

Sincere thanks are given to all the implementers
who participated in the all the key informant
interviewees and the focus group discussions,
for their openness and eagerness to share their
thoughts.

Much appreciation goes to the PM and the PMO
staff who assisted the Evaluation Team and
provided all the documents for the evaluation.

Dedication

We dedicate this work to all the Filipino women
– wives, mothers, daughters, sisters, aunts or
whatever roles they are undertaking – who
contribute in their own little ways, though
unrecognized, to make our country a better
place to live in.
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Acronyms

AECID  Agencia Española de Cooperacion Internacional para el Desarrollo
AOP    Annual Operations Plan
AR     Accomplishment Report
CapDev Capacity Development
CEDAW  Convention on the Elimination of All Forms of Discrimination Against Women
CHED   Commission on Higher Education
COA    Commission on Audit
CSC    Civil Service Commission
DBM    Department of Budget and Management
DILG   Department of Interior and Local Government
GA     Gender Analysis
GAD    Gender and Development
GPB    GAD Plan and Budget
GREAT  Gender-Responsive Economic Actions for the Transformation of Women
GST    Gender Sensitivity Training
GST++  Gender Sensitivity Training plus Women’s Economic Empowerment
GWP    GREAT Women Project
LAC    Local Area Coordinator
LGUs   Local Government Units
MCW    Magna Carta of Women
MOA    Memorandum of Agreement
MOU    Memorandum of Understanding
NEDA   National Economic Development Authority
NGA    National Government Agencies
NGO    Non-Government Organization
PCW    Philippine Commission on Women
PDP    Philippine Development Plan
PIP    Project Implementation Plan
PMF    Performance Measurement Framework
PMO    Project Management Office
PPA    Policies, Programs, Activities
PPS    Policies, Programs, Services
PSC    Project Steering Committee
SER    Socioeconomic Report
WEDGE  Women Empowerment and Development for Gender Equality
WEE    Women’s Economic Empowerment
WFP    Work and Financial Plan
WHR    Women’s Human Rights

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Introduction

At the very heart of this Project is Republic Act 9710 or the “Act Providing for the Magna Carta of Women”, promulgated on 14 August 2009. The Project called “Institutional Strengthening of National and Local Governance on Human Rights and Economic Empowerment with a Gender Focus: Implementation of the Magna Carta of Women” or the “Magna Carta of Women Project” primarily aims to increase the capacity of oversight national agencies and selected provincial and municipal government units to implement, monitor, and evaluate the Magna Carta of Women (MCW). The project is funded by the Agencia Española de Cooperacion Internacional para el Desarrollo (AECID) through a Subsidy of International Cooperation in the amount of One Million Five Hundred Thousand Euros (€1,500,000.00) granted to the Philippine Commission on Women (PCW). The MCW Project was to be implemented from December 2011 to February 2014 but was extended to June 2016.

In addition to PCW as Implementing Agency (IA), the Project was implemented through four partner NGAs (namely the Commission on Higher Education (CHED), Department of the Interior and Local Government (DILG), Civil Service Commission (CSC), and National Economic Development Authority (NEDA)) and 18 local governments (namely the Province of Albay and the municipalities of Tiwi and Polangui; the Province of Aklan and the municipalities of Malinao and Kalibo; the Province of Iloilo and the municipalities of Oton and Anilao; the Province of Oriental Mindoro and the municipalities of Victoria and Bongabong; the Province of Surigao and the municipalities of Mainit and Sison; and the Province of Sarangani with the municipalities of Alabel and Malungon).

The project focuses on three areas to strengthen national and local governance in promoting women’s economic empowerment and the protection and fulfilment of their human rights under the MCW namely: Outcome 1: Improved efficiency and capacity of the PCW as oversight agency in monitoring and evaluating the implementation of the MCW; Outcome 2: Increased capacity of partner agencies, Local Government Units (LGUs) and Non-Government Organizations (NGOs) to implement and monitor the provisions of the MCW related to women’s human rights and economic empowerment; and Outcome 3: Strengthened local and national convergence of supports and services for women’s human rights and economic empower.

The End-of-Project Evaluation was intended to gather lessons from project implementation experience and identify what worked and what did not in terms of achievement of results. It was also intended to determine the effectiveness project management, analyze factors that (positively or negatively) influenced the achievement or non-achievement of results, and identify ways forward. Specifically, the evaluation intended to achieve five objectives: Assess the overall achievement of expected and unexpected results at the output and outcome levels; Assess the project performance; Assess the project’s sustainability and replication; Identify lessons; and generate recommendations on possible policy development, strategic thrusts and programming directions for PCW.
To facilitate the End-of-Project Evaluation, the Evaluation Team conducted a review of project documents, interviewed key officials from PCW and the partner NGAs. The Team also conducted three focus group discussions with the GAD TWGs on-site in three selected provinces. One focus group discussion was conducted for representatives of the other three implementing provinces which were not visited.

**Delivery of Outputs**

The MCW Project achieved some measure of success. More than a third (37%) of the performance indicators were achieved or while 18 percent of annual targets were exceeded. However, about 14 percent of the targets were not conducted.

One of the most distinct outputs delivered by the Project was the creation of the Gender Mainstreaming Monitoring System (GMMS), an electronic monitoring tool for the submission of GAD Plans and Budgets using a web-base platform.

More than 7,000 training slots were made available through the Project to capacitate PCW officials and personnel as well as those from the partner implementing Agencies namely CHED, DILG, CSC and NEDA. Likewise, key employees of the Provincial and Municipal governments that implemented the project were also trained in particular their GAD EXCOM and GAD TWG members. Training slots were also extended to other partner government agencies particularly those implementing the NVAWDocS and other non-partner municipalities and barangays within the six project partner provincial governments.

The MCW Project supported the establishment and implementation of six MCW-themed Convergence Models on WEE and WHR. Basically, the Project convergence is simply the coming together of the different service providers (duty-bearers) at the provincial level, whether these are government, academe, civil society or private sector.

The Project’s overall fund utilization rate (FUR) was pegged at 81 percent. The PMO achieved a high of 90 percent FUR while the lowest was 63 percent FUR for Outcome 2.

**Achievement of Outcomes**

**Relevance**

The MCW Project's is rated as **Relevant** based on consistency to the country's (as well as the Executing Agency and Funder) development priorities, soundness of the analysis of the development problem, and appropriateness of the proposed solution to the challenge of executing RA 9710. The Project is likewise consistent with the Women's Empowerment, Development and Gender Equality (WEDGE) Plan 2013–2016, which highlights the multifarious gender concerns remaining in the Philippines and new issues pleading for new and innovative solutions. The MCW Project also remains relevant to AECID as its Country Partnership Framework (CPF), i.e., the Spanish Cooperation with the Philippines 2014-2017, includes Gender and Development as one of the identified cross cutting issues in development.
Effectiveness

The Project’s overall effectiveness in achieving its outcomes could not be rated objectively because of the absence of overall performance targets at the beginning of project implementation. However, it is important to note that the absence of the overall (3-year) performance targets was a deliberate strategy adopted by the Project Management in recognition of the unique challenges experienced in implementing a cross-cutting concern such as gender mainstreaming. The Project Management preferred to take a learning stance, meaning that it set targets based on the issues and problems that the project encounters during implementation. In the absence of specific targets, the project’s effectiveness in the attainment of the three outcomes was subjectively gleaned from the major outputs that the project delivered and from the primary data gathering. These are discussed in the succeeding sections.

Under Component 1, the capacity of PCW to monitor the MCW implementation moved one step higher with the online submission of annual GPBs and GAD ARs. The knowledge and skills of some of the NGAs, the SUCs and LGUs in implementing the MCW significantly improved through the extensive capacity development programs (Outcome 2). Clear models of convergence towards WEE and WHR were made evident in at least two partner LGUs (Outcome 3).

The effectiveness of the Project in terms of institutional strengthening of the LGUs was also determined by assessing the extent to which LGU programs and projects responded to the 25 MCW-stipulated rights. The Project’s assessment revealed that prior to the project, the LGUs were responding to only eight out of 25 rights. In 2015, the 18 LGUs were assessed to be responding to 15 out of 25 MCW-stipulated rights. The LGUs were also assessed pre- and post-project using the Gender Mainstreaming and Evaluation Framework (GMEF), and the assessment showed that the LGUs moved from Stage 2 to Stage 4 within a three-year time period.

Efficiency

The overall efficiency of the Project was rated less efficient (2) in achieving its outputs within the project timeframe and in delivering intended benefits from institutional strengthening of the implementers of MCW. The project experienced significant delays in implementation as it had to hurdle various systemic and administrative challenges. However, because AECID approved the extension of the project duration (for another 18 months), the project implementers were able to catch up and achieve 100 percent accomplishment of planned activities. Inevitably, the time extension was accompanied by cost overruns since additional administrative and management budget for the PMO had to be provided. Also, the scope of some activities was reduced.

Implementation was very slow during the first two years (2012–2013) of project life. The different causes of delays that reduced the efficiency of the Project included: postponement of activities due delays in staffing the PMO, the repeated turnovers of project managers and the difficulties in hiring consultants for several of the project deliverables. The LGUs were able to take advantage of the extension period to complete their activities, particularly activities under Outcome 3. In the end, average performance scores of the entire 18 partner LGUs was at 89 percent
Sustainability

The sustainability of the project outcomes is assessed as likely, i.e., there is a high chance for the project’s outputs to be continued by the project implementers even beyond the project life. Since the MCW is a law, all government agencies at the national and local levels are obligated to implement it. Coupled with the law mandating the use of the 5 percent GAD budget, the implementation of the MCW is highly sustainable. Another factor is the COA. Government agencies/institutions that do not comply with the submission of GAD plans and budgets are now monitored by COA and non-compliance results in the issuance of a COA Audit Memo.

Factors affecting project performance

Project success was facilitated by four factors. One, the building blocks for gender mainstreaming were already existing and the Project took advantage of these. The MCW Project used and for some enhanced existing guidelines and tools for gender analyses. The clarification on the preparation of the GPB and the attribution of GAD budget facilitated by the issuance of the Joint Memorandum Circular 2013-01 enabled the implementing agencies and LGUs to not only prepare better GPBs but increase their allocations for the GAD budget. Two, the cooperation and participation of the partner NGAs and LGUs facilitated the results achieved in Outcomes 2 and 3. Third, the synergy between some of the Provincial and Municipal Governments improved the implementation of the convergence model, which resulted to the attainment of Outcome3. Fourth, the presence of a full-time Project Manager was a critical factor in executing the directions of the Project Steering Committee, pushing for the completion of activities and overseeing the project operations of the partner agencies and LGUs. Lastly, the provision of financial support to the implementing partners facilitated the conduct of activities, which contributed to the achievement of outcomes.

In contrast, project success was hindered by problems encountered with the staff of the Project Management Office particularly the hiring of a Project Manager. Problems associated with the high turnover of PMs included incomplete project documentation; insufficient analysis of baseline data and the inadequate preparation of complete and accurate accomplishment reports. Project success was also adversely affected by the national elections for local officials and the occurrence of super typhoon Yolanda. Both happened in the year 2013 and thus, the implementation in 2013 was slowed significantly. Project’s dispersed focus as there were many outputs and activities that were not closely linked to the attainment of the outcomes. The low absorptive capacity of the some PCW and some oversight agencies contributed to the significant delays in project implementation. Weaknesses in the project planning, management and implementation were also contributory to the limited success of the project. In particular, the critical path of the project was not well identified, thus activities were conducted based on convenience and availability of consultants and implementers instead of following the more strategic sequencing of project activities.

Project performance is heightened by two unintended effects. One, the spill over effects from the intensive capacity development of GAD focal persons and members of the GAD TWG were felt by non-implementing municipalities and barangays. Trained GAD TWG/Focal Persons shared their knowledge and skill on GAD and the MCW and served as resource persons to the training programs
outside the project. At least two Provincial Governments hired their respective Project’s Local Area Coordinators after their contract with the project ended in order to continue the interventions initiated by the Project.

**Lessons Learned and Recommendations**

Multiple lessons can be gleaned from project implementation. Six are highlighted. First, whether a Project adopts a Theory of Change framework or a Logic Model framework, a project that includes gender mainstreaming precisely demand more not less innovative thinking, better project designs, and more creative solutions. Whichever framework is applied, the use of performance indicators and the need for setting performance targets to indicate measures of success remain vital. On the management of IT-based solutions to development problems, the hard component of M&E (i.e., IT infrastructure) was given full attention but the soft components were not given equal consideration. All IT-based projects must be accompanied by some level of change management interventions to smoothen the transition from manual to automation.

All successful projects are well-bounded. One of the most effective ways of setting the project’s boundaries is by identifying baselines and targets for the entire duration of project implementation. Without complete and accurate baselines and targets, judgements on project performance will be difficult to make and will mostly be subjective. The lack of good baselines and targets may have contributed to the diffused focus of the project.

The third lesson was that ensuring sharp focus leads to success as evidence by the accomplishments of CHED and NEDA. Their project activities were focused primarily on achieving their mandates as outlined in the MCW. They were clear about their MCW roles, they were clear about their objectives and their activities were aligned with the objectives. There were no excess activities to distract them. Thus, selecting the right project partner, not only in terms of the Agency but in terms of the right Office within an agency, may spell the difference between project failure and success. Lastly, most of the LGUs highlighted the contributions of the Local Area Coordinators to their successful implementation of the project at the local level. The presence of the LACs in the LGUs enhanced the presence of PCW at the local level and provided means of open communication.

On Fund Management, the issue of whether to download or not to download funds to the LGUs is a matter that should be carefully considered. Although the entire partner LGUs agreed that there were no problems in terms of funding support from the Project’s end, many of the LGUs experienced delays due to bureaucratic procedures such as releasing of next tranche of project funds can only be done once the partner LGU has submitted an audited financial statement. Some NGAs and LGUs have also experienced delays caused by procurement requirements. Downloading funds to LGUs does have advantages such as increasing the LGU’s commitment to undertake activities because they have to account for the funds. However, further distillation of comparing the advantages of downloading funds or not should be undertaken.

Based on analysis of findings, this Evaluation Report puts forth thirteen recommendations as follows:
To sustain project gains, the following are recommended:

1. **For PCW to continue to strengthen the GFPS in NGAs and LGUs.** It is recommended that PCW continue to explore ways to strengthen the performance of the GAD Excoms and GAD TWGs. Monitoring could include asking the NGAs and LGUs to submit separate reports or include an addendum to the annual GAD Accomplishment Reports that would report activities and progress of the GAD Excoms and GAD TWGs.

2. **For PCW to advocate for the creation of the Position of GAD Specialist and formulation of a GAD Specialist Competency Standards.** A long-term version (of the strategy to use Local Area Coordinators) is to advocate the creation of the position of GAD Specialist or GAD Officers as a plantilla item in every NGA, PG and LGU. It is recommended that PCW pursue the advocacy for the creation of a GAD Specialist, embedded within each NGA, PG and LGU (assigned at the Office of the Head Agency or LCE), previously recommended by COA in 2013. It is further recommended that PCW initiate the development of a GAD Specialist Competency Standards, which is a map of the knowledge, skills and attitudes that the GAD Specialist must possess.

3. **For Provincial and Municipal Governments to formulate Strategic or long-term GAD Plans and Budgets.** It is recommended that instead of preparing one-year GAD Plans and Budgets, LGUs should prepare strategic (3 or 6 years, depending on how long the women development issue is expected to be eradicated or significantly reduced) GAD Plans and Budgets. Then the overall targets in the strategic plan can be broken down into annual targets, which are the ones submitted to PCW as the annual GAD Plans and Budgets.

4. **For LGUs to undergo Capacity Development on Project Management.** The Project has witnessed the effect of providing massive capacity building on GAD and MCW. It is a great multiplier effect as the increased knowledge and skills are immediately shared with other duty bearers. Massive training on Project Management is likewise expected to increase the benefits derived from project interventions as a systematic approach is expected to lessen leakages of resources and benefits targeting can be improved. It is recommended that this activity be funded from the excess funds of the MCW Project.

5. **Case Documentation of LGU experiences in the setting up of Convergence Models for Replicability or Scalability.** It is thus recommended that documentation of LGU experiences in the setting up of Convergence Models should be undertaken and converting them into cases. Then a comparative analysis of the six models should be done to generate lessons that can aid replication or scaling up of similar interventions. It is further recommended that a consultant be engaged who has the competency to design the framework of the case and conduct the case research. It is also recommended that this activity be funded from the excess funds of the MCW Project.

For Future Projects, the following are recommended:

6. **For PCW to Strengthen Project Designing and Development.** It is recommended that future projects strengthened Project Designing and Development through the following strategies:
Conduct of workshop on Project Design and Development (which includes the development of project logframe, indicators and targets); identification of overall project targets that are then broken down into annual targets; identification of the project’s critical path; conduct of Training Needs Analyses as a prerequisite prior to the conduct of all CapDev Programs; and tightening and sharpening of project focus.

7. **For Project Designers to improve QUANTITATIVE INDICATORS and increase number of QUALITATIVE INDICATORS as measures of success.** The enhancing of quantitative indicators must be given more attention. Performance indicators for gender mainstreaming projects should be more innovative and creative and go beyond what usual projects use as measures of success. More qualitative performance indicators should be included in the project design to measure such changes. Qualitative indicators should be placed in the project logframe and should have appropriate targets too.

8. **For AECID to provide Technical Assistance on Project Designing and Development and Appraisal.** It is recommended that AECID provide a smaller grant prior to the actual project grant for the purpose of engaging Consultants to facilitate project designing and development, including development of baselines. Before approving and funding a Project, it is also recommended that AECID engage a Consultant to conduct an objective appraisal of a proposed project to test the soundness of the design, verify the causal links of the results chain, check performance indicators and assess feasibility of activities.

9. **Critical Selection of Project Partners for MCW Implementation.** It is recommended that selecting project partners should be matched with the intended interventions. This could have been achieved with a proper situational/baseline analysis of prospective partners.

10. **Strengthen Project Management.** It is recommended that future projects that PCW explore alternative structures of project management such as outsourcing Project Management to capable institutions instead of simply hiring/organizing project staff. This would eliminate the problem of high turnover of Project Managers and other project staff. It would also give the Project have access to a wider range of expertise on Project Management, who can also provide nurturing interventions (e.g., mentoring, help desk) to the project implementers. If outsourcing of project management is not attractive, PCW should craft clear guidelines as to the involvement of PCW staff in project activities in terms of time, effort and performance assessment.

11. **IT-based Solutions should always be accompanied by Change Management interventions.** It is recommended that all development projects that offer IT-solutions must always be accompanied by change management interventions to smoothen the transition from manual to automation.

12. **For PCW to Develop a Compendium of Indicators for Monitoring and Evaluating GAD Programs and Projects.** It is recommended that PCW formulate a compendium or a menu of performance indicators that can be used to measure the success of GAD-related programs or projects and from where LGUs can select.
To strengthen monitoring and evaluation of the MCW:

13. **For PCW to Formulate a long-term (10 or 15 years) Strategic Plan for the MCW.** It is recommended that PCW formulate its own long-term (10 or 15 years) Strategic Plan that will clearly guide how the MCW would be attained or at which it can be said that the MCW has been effectively executed. This can be viewed as the expanded M&E Framework on MCW developed through the MCW Project. The MCW Strategic Plan should clearly identify the baselines, periodic (such as 3-year) targets and strategies to attain these targets. Then all future projects or activities directly related to the MCW should be aligned with this long term direction.
**Project Basic Information**

- **Funding Agency**  
  Agencia Española de Cooperacion Internacional para el Desarrollo (AECID)

- **Executing Agency**  
  Philippine Commission on Women (PCW)

- **Amount of Grant**  
  One Million Five Hundred Thousand Euros (£1,500,000.00)

- **Grant Effectiveness**  
  September 2011

- **Implementation Period**  
  December 2011 to February 2015

- **Extension Date**  
  March 2015 to 1 June 2016

- **Completion Date**  
  1 June 2016

- **Partner National Agencies**  
  - Commission on Higher Education (CHED)
  - Civil Service Commission (CSC)
  - Department of the Interior and Local Government (DILG)
  - National Economic Development Authority (NEDA)

- **Partner LGUs**  
  - Province of Albay and the municipalities of Tiwi & Polangui;
  - Province of Aklan and the municipalities of Malinao & Kalibo;
  - Province of Iloilo and the municipalities of Oton & Anilao;
  - Province of Oriental Mindoro and the municipalities of Victoria & Bongabong;
  - Province of Surigao and the municipalities of Mainit & Sison;
  - Province of Sarangani and the municipalities of Alabel & Malungon.
1. Introduction

1.1. Republic Act 9710 or the Magna Carta of Women (MCW)

At the very heart of this Project is Republic Act 9710 or the “Act Providing for the Magna Carta of Women”, which became a law on 14 August 2009. A brief explanation on the Act follows.

“*The MCW is a comprehensive women’s human rights law that seeks to eliminate discrimination through the recognition, protection, fulfillment and promotion of the rights of Filipino women, especially those belonging in the marginalized sectors of the society. It conveys a framework of rights for women based directly on international law.*

*The MCW establishes the Philippine government’s pledge of commitment to the Convention on the Elimination of All Forms of Discrimination against Women’s (CEDAW) Committee .... It is the local translation of the provisions of the CEDAW, particularly in defining gender discrimination, state obligations, substantive equality, and temporary special measures. It also recognizes human rights guaranteed by the international Covenant on Economic, Social and Cultural Rights (ICESCR).*

*The Government, in its entirety, shall fulfill these duties through the development and implementation of laws, policies, regulatory instruments, administrative guidelines, and other appropriate measures. It shall also establish mechanisms to promote the coherent and integrated implementation of the MCW and other related laws and policies to effectively stop discrimination against Filipino women.*

*The MCW mandates all government offices, including government-owned and controlled corporations and local government units to adopt gender mainstreaming as a strategy for implementing the law and attaining its objectives. It also mandates (a) planning, budgeting, monitoring and evaluation for gender and development, (b) the creation and/or strengthening of gender and development focal points, and (c) the generation and maintenance of gender statistics and sex-disaggregated databases to aid in planning, programming and policy formulation.*

1.2. Project Context

Republic Act 9710 spells out the responsibilities of national and local government agencies, including specific provisions on the role of oversight agencies such as NEDA, DILG and DBM. The Philippine Commission on Women (PCW), on the other hand, is mandated to monitor and evaluate the implementation of the provisions of the Magna Carta of Women (MCW).

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PCW’s previous partnership with national and local government partners “has resulted in modest gains in mainstreaming gender in policies, plans, programs and projects”. The Commission has thus identified four crucial gaps in justifying the need for the Project:

- “the lack of a functional monitoring and evaluation system to establish the extent that LGUs are reached by technical assistance coming from DILG and other agencies and how women are actually benefited by gender responsive programs and services”;
- The continuous need for PCW “to work with and seek the assistance of national and local government agencies”;
- The reality that “Many of the existing data bases and M&E systems of government agencies and LGUs do not include indicators on gender and development, making it very difficult for PCW to comply with its reporting and its M&E responsibilities”; and
- That “PCW is operating on its old and very lean structure and budget which are patently inadequate in performing the responsibilities laid down by the law”.

It is within this context that the project was conceptualized.

1.3. Project Overview

The “Institutional Strengthening of National and Local Governance on Human Rights and Economic Empowerment with a Gender Focus: Implementation of the Magna Carta of Women” or the “Magna Carta of Women Project” is a partnership between the Agencia Española de Cooperacion Internacional para el Desarrollo (AECID) and the Philippine Commission on Women (PCW). Through the Project, AECID supports PCW’s mandate enshrined in Republic Act 9710 as the over-all monitoring and oversight agency in ensuring the implementation of the law.

The Philippine Commission on Women (PCW) the primary policy-making and coordinating body on women and gender equality concerns. It acts as a catalyst for gender mainstreaming, authority on women’s concerns, and lead advocate of women’s empowerment, gender equity, and gender equality in the country. Its mandate was expanded by the enactment of Republic Act 9710. In addition to strengthening PCW, the project also provides targeted actions and technical assistance to key oversight national government agencies (NGAs) and selected local government units (LGUs) in performing their roles relative to the realization of their mandates under MCW.

The PCW-AECID partnership aims to contribute to the reduction of gender disparities and inequalities in economic, social, and political spheres. Specifically, it aims to increase the capacity of relevant agencies and selected provincial and municipal governments to implement, monitor, and evaluate the Magna Carta of Women.

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2 Project Implementation Plan, p. 6
3 Project Implementation Plan, p. 6-7
4 http://pcw.gov.ph/pcw
The project focuses on three areas to strengthen national and local governance in promoting women’s economic empowerment and the protection and fulfilment of their human rights under the MCW namely: Result 1: Improved efficiency and capacity of the PCW as oversight agency in monitoring and evaluating the implementation of the MCW; Result 2: Increased capacity of partner agencies, Local Government Units (LGUs) and Non-Government Organizations (NGOs) to implement and monitor the provisions of the MCW related to women’s human rights and economic empowerment; and Result 3: Strengthened local and national convergence of supports and services for women’s human rights and economic empower.\(^5\) This is illustrated in Figure 1.

**Figure 1. Project Results Chain, September 2011**

In November 2013, two years from the signing of the Protocol for Aid Management between AECID and PCW, a revised Project Lograme was proposed and approved.\(^6\) The primary changes in the Project Lograme involved the following:

Under Outcome 1, the logframe indicators “Presence of a system of coordinating with and providing technical assistance to national and local government” and “Level of satisfaction of NGA, LGU partners in technical assistance provided by PCW staff” were deleted while the “timely submission of quality reports” was added.

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\(^5\) AECID, nd. *Project Formulation Document*. AECID

\(^6\) Letter of PCW to AECID dated 3 December 2013 re Subject: Changes in the PCW-AECID Project Logical Framework
Moreover, two Intermediate Outcomes were added: "Increased capacity of PCW on corporate communication and knowledge management" and "Improved effectiveness and efficiency of PCW management". The activities supporting these outcomes include: the development of a knowledge management framework; development of the Magna Carta of Women [mobile] application; training on and development of corporate communications strategy; and change management training focused on coaching and mentoring.

For Outcome 2, two logframe indicators were also deleted: "Level of satisfaction of clients served by NGAs, LGUs and NGOs" and "Presence of a pool of experts engaged in a community of practice for women's socio-economic and political empowerment at national and local level".

Lastly, under Outcome 3, the indicator “Level of satisfaction of beneficiaries of convergent services provided by government and NGOs at the local level (of convergent services)” was also removed.

The changes in the Project design has resulted in the following modified Results Chain (Figure 2). The modified Project Logframe (as of November 2013) is attached as Annex A.
1.4. Project Sites and Partners

The Project was implemented with four partner NGAs namely: the Commission on Higher Education (CHED); Department of the Interior and Local Government (DILG); Civil Service Commission (CSC); and National Economic Development Authority (NEDA). The NGAs were chosen because of their roles specified in the MCW and as oversight agencies, they have jurisdiction over other agencies or institutions. For instance, DILG has oversight over LGUs, CHED supervises State Universities and Colleges, NEDA has oversight over all development planning processes and foreign-funded projects while CSC has oversight overall all civil servants in government agencies.

The Project was also implemented in six provinces with two municipalities each namely: the Province of Albay and the municipalities of Tiwi and Polangui; the Province of Aklan and the municipalities of Malinao and Kalibo; the Province of Iloilo and the municipalities of Oton and Anilao; the Province of Oriental Mindoro and the municipalities of Victoria and Bongabong; the Province of Surigao and the municipalities of Mainit and Sison; and the Province of Sarangani with the municipalities of Alabel and Malungon.

The criteria for determining the LGU partners and project partners is mainly because PCW wanted to continue their partnership with agencies whom they have worked in previous projects (such as UNFPA and Great Women 1). Other considerations in choosing the project sites were: areas that have not been reached by PCW, safety and security of deployed staff, and the willingness of the LGUs to partner with PCW.

1.5. Implementation Arrangements

The Executing and Implementing Agency of the AECID-funded Project were the same, the Philippine Commission on Women. A Project Steering Committee (PSC) was organized composed of AECID and PCW officials. The primary responsibility of the PSC was to “Provide broad strategic direction, coordination, and decisions on policies and issues affecting the project”.7

The primary responsibility of the project was lodged with the Deputy Executive Director for Operations of the PCW, who served as concurrent Project Manager. The PCW established a Project Management Office (PMO) headed by a full-time Consultant - Project Manager and team of staff composed of: one Project Officer 4 (PO4), one Project Officer 3 (PO3), one Finance Officer (FO), one Administrative Officer (AO), and one driver. The PMO was in charge of the overall management of the day-to-day operations of the project.

However, concerned PCW divisions were expected to take the lead in the implementation of certain technical project activities instead of the PMO.

The PMO held office at the PCW office. In addition, six Local Area Coordinators (LACs)/PCW Field Officers, were hired for each of the Provinces participating in the

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7 Project Implementation Plan, dated December 2012
project. The LACs were expected to “represent PCW perspective” at the local level and bridge communications between PCW and concerned LGUs. Other key responsibilities of the LACs include provision technical assistance to LGUs regarding the project, monitoring project implementation and building network/linkages with local stakeholders.

Likewise, several Consultants were hired by the Project to deliver key outputs such as for the development of the GMMS; formulation of the GM Assessment Report, MCW Baseline Report and 3-year Progress Report; Formulation of the Knowledge Management Plan and the Communications Plan.

1.6. Project Schedule

The Project was originally scheduled to commence on December 1, 2011 and was to be implemented for a period of three years. However, the Project experienced considerable time overruns in implementation and was thus extended by 18 months:

- Project Fiscal Year 1: December 2011 to February 2013
- Project Fiscal Year 2: March 2013 to February 2014
- Project Fiscal Year 3: March 2014 to February 2016
- Extension Year: March 2015 to 1 June 2016

1.7. Project Costs

Through the Grant Award Resolution of September 5, 2011, AECID provided a Subsidy of International Cooperation to PCW, the total project grant amounted to One Million Five Hundred Thousand Euros (€1,500,000.00). This is broken down as follows: 24 percent for Result 1 (€362,583.00); 18 percent for Result 2 (€270,000.00); 34 percent for Result 3 (€512,000.00); and 24 percent for Project Management (€355,417.00).

PCW counterpart amounted to Php286,000.00 or 8 percent of total project costs.

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9 Letter of AECID to PCW dated 12 December 2014 re Approval of Project Duration.
10 Administrative Protocol of Aid Management
11 AECID, nd. Project Formulation Document. AECID.
2. Evaluation Approach and Methodology

2.1. Evaluation Objectives, Framework and Research Questions

The main thrust of the End-of-Project Evaluation of the MCW Project was to gather lessons from experience and identify what worked and what did not in terms of achievement of results. It was also intended to determine the effectiveness of the project management, analyze factors that (positively or negatively) influenced the achievement or non-achievement of results, and identify ways forward. Taking this into consideration, the broad objectives of the End-of-Project (EOP) Evaluation was to provide the stakeholders with an overall independent assessment of the project results and performance and to identify key lessons in order to improve the current and future approaches to gender mainstreaming. Specifically, the evaluation intended to achieve five objectives: Assess the overall achievement of expected and unexpected results at the output and outcome levels; Assess the project performance; Assess the project's sustainability and replication; Identify lessons; and generate recommendations on possible policy development, strategic thrusts and programming directions for PCW.12

2.2. Evaluation Framework

The PCW-AECID Project was assessed using a logic model as shown in Figure 3. The model emphasizes the alignment of results or what is sometimes called the results chain. It reviewed how project inputs were used to undertake activities and how these activities were able to produced project-intended outputs. These are within the Project’s control.

The evaluation study assessed the project's efficiency by applying the left half of the Framework i.e., by assessing the project outputs produced vis-à-vis project targets (planned vs. actual outputs) within the project duration. It likewise looked at the manner of implementation of project activities to produce such outputs.

The next part of the EOP Evaluation applies the right half of the framework by looking for evidence that supports the attainment of outcomes derived from the outputs delivered by the Project. The effectiveness of the project was assessed in terms of how the Project’s outputs led to the attainment of Intermediate Outcomes and Final Outcomes.

The assessment of the Ultimate Development Outcome (e.g. reduction of gender disparities and inequalities) is outside the scope of the assessment for obvious reasons i.e. this is associated with the project’s impact and impact requires two or more years after a project’s end to be more observable. Relevance of the project was determined by looking for evidence of the development issues that the Project intended to address while indications of sustainability were determined from evidence that project interventions will continue post-project.

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12 PCW-AECID Project, nd. Terms of Reference (TOR) End-of-Project Evaluation PCW-AECID Magna Carta of Women Project. PCW-AECID Project.
Judgements on project’s performance or understanding of the project’s success were done by asking key research questions on the four domains of: Relevance; Efficiency; Effectiveness; and Sustainability (see Annex B: Research Questions). Four data collection methods were utilized to collect evidence for this End-of-Project Evaluation: review of project documents and reports; interviews, focus group discussions and online survey. Primary data gathering were conducted from February 19 to March 19, 2016.

The Evaluation Team reviewed over 100 relevant documents consisting of laws/policy issuances, reports and project documents of the PMO and from implementing NGAs and LGUs. This was undertaken to enable clear understanding of the project context, objectives and situation and to find evidence of planned vs. actual accomplishments both in terms of physical and financial outputs and outcomes. See Annex C: List of Documents Reviewed.

Key informant interviews were conducted with representatives of PCW as well as its participating partner NGAs. These included: the Commission on Higher Education (CHED); Department of the Interior and Local Government (DILG); Civil Service Commission (CSC); and National Economic Development Authority (NEDA). Interviews were also conducted with the PMO staff and some LACs. A total of 19 informants were interviewed. See Annex D: List of Interviewees.

The Evaluation Team conducted 10 Focus Group Discussions (FGDs) participated in by nearly 100 members of the provincial and municipal GAD Excom and GAD TWGs to gather views on
perceived benefits from the Project interventions and implementation experiences. The Project Evaluation Team went to three implementing provinces namely: the Province of Albay and the municipalities of Tiwi and Polangui; the Province of Iloilo and the municipalities of Oton and Anilao; and the Province of Sarangani with the municipalities of Alabel and Malungon. In each province, three FGDs each were conducted with the following participants: FGD 1 - Members of the Provincial Convergence Model; FGD 2 - Members of GAD TWG of Provincial Government; and FGD 3 - Members of the Municipal GAD TWGs of the two municipalities.

Although the Project Team were not able to conduct field visits to the three other implementing provinces (the Province of Aklan and the municipalities of Malinao and Kalibo; the Province of Oriental Mindoro and the municipalities of Victoria and Bongabong; and the Province of Surigao and the municipalities of Mainit and Sison), a two-person Evaluation Team conducted an FGD with their representatives prior to the conduct of the Knowledge Product Fair in Quezon City on March 3. See Annex E: List of FGD participants.

A Web-based survey was administered to selected training participants (from February to April 2016) to determine how well the participants applied the knowledge and skills acquired from capacity development activities in implementing the MCW. An additional framework of analysis was used to assess training outcomes, namely: Kirkpatrick's Four Levels of Training Evaluation. The intended participants were identified from the project’s training database. The main criterion for selecting respondents was the presence of email address in the training database. A total of 143 project-trained participants were linked to Form 1 of the web survey, which included training programs conducted by the Project itself. There were only 21 respondents (14%) for Form 1. In addition, a total of 250 project-trained participants were linked to Form 2, which consisted of training programs conducted with the project partners. There were only 10 respondents (4%) to this survey. Because of the low response rates for both surveys, the online survey was terminated and was no longer included in the analysis.

2.3. Limitations and Mitigation Strategies

2.3.1. Scope and Delimitations

Data gathering was affected by the ongoing national elections in that all the field visits to the LGUs had to be completed by March 23 to avoid overlapping with the start of the campaign period for the national elections. Data gathering was also not possible on the day before and after March 8 (Women’s Day) as the LGUs were busy with activities to celebrate the occasion. To achieve this, the Consultant had to field three teams to conduct the primary data gathering simultaneously finish the report on time.

Analysis was greatly hampered by the inadequacy of baseline data, lack of overall project targets and incompleteness of some project documents. Some baseline data were collected in Year 1 but were not used for targeting purposes. In lieu of overall project targets, targets were only identified every year. Analysis was also made difficult by unavailability of complete documentations of project outputs and
achievements. There were also some confounding effects such as activities reported that were not part of the project logframe. During project implementation, several of the project implementers were either also implementing other related programs/projects or just completed the implementation of other related programs/projects. Because of the absence of project baselines, it was difficult to ascertain whether certain positive gains can be attributed to the MCW project or may be a spill over benefits from other projects.

Analysis was also slowed down by the inconsistencies in the project documents, both in terms of content and form. For instance, the Project’s M&E Tool called the Performance Measurement Framework (PMF) was not consistent with the Project logframe. The documents, thus, had to be calibrated to level the actual performance indicators that will be used in the EOP evaluation.

Because there were no overall targets, the Evaluation Team used the annual targets available in the PMF. However, there were some inconsistencies among the annual targets and the accomplishments for different years and thus consolidation could not be done. Thus, the Evaluation Team rated the targets vis-a-vis accomplishments annually per indicator.

2.3.2. Risk Mitigation Strategies

At the start of the EOP evaluation, certain risks were identified and mitigation strategies proposed. Below is a presentation of expected vis-a-vis actual.

<table>
<thead>
<tr>
<th>Risks</th>
<th>Mitigation Strategy</th>
<th>Actual</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Operational</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.1. Unavailability of some project physical and financial reports and documents</td>
<td>Will be flagged and reported in report as such</td>
<td>Reports are available but there are some inconsistencies</td>
</tr>
<tr>
<td>1.2. Lack of targets for quantitative indicator</td>
<td>Will be treated as qualitative data</td>
<td>Treated as qualitative data</td>
</tr>
<tr>
<td>1.3. Unavailability of key officials and respondents for interviews within the data gathering period</td>
<td>The online survey is the mitigation strategy to supplement KII and FGDs</td>
<td>No problems experienced</td>
</tr>
<tr>
<td>1.4. Limited respondents to online survey</td>
<td>Personal calls should be made by PMO to respondents to encourage them to answer the survey</td>
<td>Online survey was dropped</td>
</tr>
<tr>
<td>1.5. Poor internet connection</td>
<td>Questionnaire can be emailed to respondents</td>
<td></td>
</tr>
<tr>
<td>2. Financial</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.1. Delay in release of 2\textsuperscript{nd} tranche of funds (needed for data gathering)</td>
<td></td>
<td>No delay experienced</td>
</tr>
</tbody>
</table>
3. Evaluation of Project Design and Implementation

3.1. Project Design and Development

The original concept (as shown in Figure 1) was sound. The basic premise was that the Project will provide financial and technical support to increase the capacity of key government agencies and LGUs to implement the Magna Carta of Women. Once the NGAs and LGUs reach a significant degree of gender sensitivity, these government entities may be more competent to provide gender-responsive programs that would eventually benefit more women at the local level. Parallel to this initiative, the Project intended to strengthen the capacity of PCW to monitor the work undertaken by these government entities in the implementation of the MCW law.

The Project’s design, as illustrated by the project Logframe, was modified and the new version was approved by the Project Steering Committee in November 2013 and by AECID on December of the same year\(^\text{13}\). As designed, the Project logframe intended to achieve its ultimate development objective through the attainment of three outcomes, six intermediate outcome and 21 outputs. The attainment of these 31 objectives/results was to be measured through 47 performance indicators (Table 1). However, there was no overall project targets (3-year targets) included in the Project Logframe.

Only 47 performance indicators were used to assess project success since the two indicators for the Development Results were excluded as their assessment is more appropriately done in an impact evaluation (see Annex F: List of Performance Indicators).

### Table 1. Project Performance Indicators by Outcome

<table>
<thead>
<tr>
<th>Type of Indicator</th>
<th>Outcome 1</th>
<th>Outcome 2</th>
<th>Outcome 3</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ultimate Outcome</td>
<td>2</td>
<td>2</td>
<td>1</td>
<td>5</td>
</tr>
<tr>
<td>Outcome</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Intermediate Outcome</td>
<td>8</td>
<td>6</td>
<td>1</td>
<td>15</td>
</tr>
<tr>
<td>Output</td>
<td>12</td>
<td>8</td>
<td>5</td>
<td>25</td>
</tr>
<tr>
<td><strong>Total Indicators Reviewed</strong></td>
<td><strong>22</strong></td>
<td><strong>16</strong></td>
<td><strong>7</strong></td>
<td><strong>47</strong></td>
</tr>
</tbody>
</table>

Source: Combined Project Logframe (Nov. 2013) and PMF (Jan. 2016)

Instead of setting overall project targets, the annual project targets were identified by all the respective project implementers (i.e., PCW, NGAs and LGUs) including the PMO. These targets are contained in their respective Work and Financial Plans (WFPs) or Annual Operations Plans (AOPs). The annual targets are then consolidated by the PMO.

The Project tracked the progress of the indicators through an internally-developed Performance Monitoring Framework (PMF). The MCW Project considers the Performance Monitoring Framework (PMF) as an important tool for measuring the project's progress.

\(^\text{13}\) Minutes of Meeting of the 3\(^{rd}\) PSC Meeting, November 2013 and Letter of Approval by AECID
Monitoring Framework (PMF) a “living document”, and thus the PMF was continually revised during the Project life, which meant that some performance indicators were added, removed or enhanced throughout project life. As a result, during the evaluation, there was a need to calibrate the Project Logframe with the PMF the results and performance indicators consistent and in order to have only set of performance indicators for review.

Baseline data for the project was not readily available for the purposes of evaluation. The development of the project baselines were made an integral part of the project activities and thus were programmed to be undertaken during project implementation. These baselines included the formulation of the MCW Baseline and the Gender Mainstreaming Assessment Report.

The Project proponents explained that if the MCW Project design does not conform to the conventional way public sector projects are drawn, it is because of two key factors. First, PCW is a very unique organization different from other oversight or implementing agencies of the bureaucracy. The Commission is basically a policy-making body; it is not an implementing agency. Its mandate is foremost to give policy recommendations to the Philippine President related to gender and development concerns. PCW does not have any authority over other the government agencies that implement programs and provide services directly to women, particularly the LGUs. It does not have a cabinet-ranked secretary who can advocate on equal footing with the Department Secretaries of other NGAs. It does not have field offices that can extend its coverage beyond the capital city. Because of this, it has to implement projects through the oversight agencies that have authority over a greater number of other agencies and through frontline service providers that engage women beneficiaries directly. Therefore, flexibility in project design and implementation is very crucial to the project proponents and identifying overall project targets may constrain this flexibility in implementation.

“In PCW, we look at projects like our laboratories because it is from our direct experience working with LGUs for example [and] in NGAs that we really derived very valuable experience on how we proposed our policies, how we design programs, how we propose mechanisms for implementing the Magna Carta of Women.”

– Manuela M. Silva, Deputy Executive Director for Operations, PCW

The second key factor relates to the nature of the action of mainstreaming itself. Gender mainstreaming is the strategy adopted by the Magna Carta of Women. Gender mainstreaming is a cross-cutting issue, which makes it more difficult to pin down specific project outputs and outcomes. On the contrary, the specific aim or target of the MCW project is to integrate the gender approach in the existing activities already being implemented the NGAs and LGUs that have bearing on the MCW. This makes GM projects more complex than the conventional public sector projects. Thus strict adherence to the
conventions of project management was relaxed in recognition of the nuances of gender mainstreaming projects.

3.2. Project Outputs

Despite the absences of overall project targets, the Project delivered several critical outputs that significantly contributed to the attainment of project outcomes. Some of these outputs include the IT application software called Gender Mainstreaming Monitoring System (GMMS), the MCW Baseline Study, the Checklist for Gender-Responsive Development Planning by NEDA, several policy issuances and a string of capacity development initiatives. These outputs are presented in the succeeding sections. Interspersed in the discussions of the outputs are the views and perspectives of the implementers.

In evaluating the outputs, annual targets were assessed vis-a-vis the annual accomplishment. As a result, some of the performance indicators were assessed three or four times (i.e., annually) depending on whether a target was identified at the start of the year. Thus, the number of indicators rated is higher than the actual number of project indicators. In general, more than 50 percent of the annual targets were attained with nearly a fifth exceeding its targets (Table 2). Because the Project encountered many difficulties in implementation, many of which were beyond the project’s control (see Section 5: Factors that Hindered Project Success), there were a few targets that were not accomplished. There were also some outputs that could not be assessed (cannot be determined) because planned targets were not identified at the start of the implementation year.

Table 2. Summary of Attainment of Outputs and Outcomes

<table>
<thead>
<tr>
<th>Progress Attainment of Indicators</th>
<th>Outcome 1</th>
<th>Outcome 2</th>
<th>Outcome 3</th>
<th>Average</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;100%</td>
<td>15%</td>
<td>24%</td>
<td>13%</td>
<td>16%</td>
</tr>
<tr>
<td>100%</td>
<td>42%</td>
<td>28%</td>
<td>35%</td>
<td>37%</td>
</tr>
<tr>
<td>&gt;100%</td>
<td>25%</td>
<td>28%</td>
<td>13%</td>
<td>18%</td>
</tr>
<tr>
<td>Not done</td>
<td>6%</td>
<td>12%</td>
<td>17%</td>
<td>16%</td>
</tr>
<tr>
<td>Cannot be determined (CBD)</td>
<td>13%</td>
<td>8%</td>
<td>22%</td>
<td>14%</td>
</tr>
</tbody>
</table>

Source: Combined Project Logframe (Nov. 2013) and PMF (Jan. 2016)

Looking beyond the indicators, the critical outputs delivered by the Project are considered substantial. These are described in the succeeding sections by Outcomes.
Outcome 1: Improved efficiency and capacity of the PCW as oversight agency in monitoring and evaluating the implementation of the MCW

The Project's hypothesis for the first component is that to improve the efficiency and capacity of the PCW in monitoring and evaluating the implementation of the MCW, it needed to undertake three clusters of development activities:

- **M&E:** Capacity development on M&E, development of a Gender Mainstreaming Monitoring System (GMMS) and assessment of Gender Mainstreaming as a strategy and conduct of an MCW Baseline
- **Knowledge Management:** Capacity development on knowledge management through the Knowledge Management strategy, processes and tools enhanced, Corporate Communications strategy and Community of practice
- **Change Management:** Capacity development of the PCW ManCom on managing change

The Project assessed 22 performance indicators (2 outcomes, 8 intermediate outcomes and 12 outputs) to track the progress of Outcome 1. However, since assessment was based on annual targets, assessed indicators totalled 48 items. Of these indicators, 67 percent were attained and a fourth of these exceeded planned outputs. Only 6 percent of planned outputs were not delivered while 13 percent could not be rated because of the absence of performance targets. See Annex G-1: Outcome 1 –Planned vs. Actual.

The installation and operationalization of an M & E system for MCW is one of the major elements that intended to support that attainment of Outcome 1. At the time of the writing of this report, the narrative of the M&E system for monitoring the MCW was still being completed. The completion of the M&E manual was also still ongoing. Although the completion of this project delivery has been significantly delayed, the finalization of PCW’s M & E system is expected to be a big boost to the Commission’s M&E capacity because this is an area where the organization has been struggling with for many years.

Intermediate Outcome 1.1 Increased capacity of PCW on M&E

The development and operationalization of the GMMS is also one of the most distinct contribution of the Project to Outcome 1. It improved PCW's efficiency in monitoring the submissions of GAD Plans and Accomplishment reports of national agencies and local government units. Prior to the creation of the GMMS, the traditional way of submission of GPBs and ARs were done manually or through email. Prior to GMMS, PCW only gathers around 100 GAD Plans. During the pilot testing of the GMMS, 545 government agencies submitted their GAD Plans and Accomplishment reports through the GMMS.

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14 The difference in actual performance indicators and the indicators used for evaluation is explained by the use of annual targets.
Outcome 1 was to be strengthened by the formulation of a Gender Mainstreaming Strategy Assessment and the MCW Baseline. Both reports were expected to provide essential information that could be used by the Project during its implementation. However, because the drafts of the reports were only made available in 2015, the findings and results generated by the two reports were not able to contribute extensively to the attainment of Outcome 1 although they are expected to help future projects. One of the reasons for the significant delay was the difficulty in contracting Consultants to do the work.

**Intermediate Outcome 1.2 Increased capacity of PCW on corporate communications and knowledge management**

Included as one of the outputs under Outcome 1 are the formulation of PCW's Knowledge Management Plan and Communication Plan. These two Plans were also completed in 2015. While it is undeniable that these two Plans are essential to PCW as an organization, it appears to respond to a felt need different from that of M&E, which makes the alignment of these outputs to Outcome 1 somewhat vague. Nevertheless, improved capacities in Knowledge Management and communication are expected to help PCW to be able to reach out and cover a wider audience, not only the public in general but the different government agencies in all parts of the country.

**Intermediate Outcome 1.3 Improved effectiveness and efficiency of PCW Management**

Through the Project, 100% of PCW's ManCom members were trained in changed management, coaching and mentoring. Similar to Intermediate Outcome 2, building PCW Mancom’s competencies on Change Management is one of the critical competencies needed by PCW as it goes through its own organizational transitions. However, Change Management appears to be more appropriate towards building PCW’s management capacity in general and not aligned with the Project Outcome 1. Nevertheless, Change Management is a vital capacity requirement for PCW because is just recently underwent a structural organizational change and the transition has to be managed well.

**Outcome 2: Improved implementation of MCW by NGAs and LGUs**

There were 16 indicators to track the progress of Outcome 2 (i.e., two outcomes, six intermediate outcomes, and 8 output indicators). However, since annual targets were used in the assessment, there were a total of 27 performance indicators in all. Of these indicators, 63 percent were attained with almost a third exceeding annual targets. Only seven percent of planned activities that was not undertaken. The detailed outputs are shown in Annex G-2: Outcome 2–Planned vs. Actual.

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15 This output is not in Project Logframe (as of November 6, 2013) but is included in the Performance Measurement Framework  
16 Same as # 17.
Intermediate Outcome 2.1 Strengthened structure/mechanisms (e.g. GAD Focal Point System, GAD Database) of partner NGAs/LGUs on GAD

The MCW Project successfully produced structures and mechanisms that strengthened the capacity of its partner NGAs and LGUs on GAD and the MCW.

GAD Codes. Assisted by the MCW Project, nine LGUs (Aklan, Albay, the municipality of Polangui and Tiwi (in Albay), Iloilo and the municipality of Oton (in Iloilo); Malungon and Alabel in Sarangani, municipality of Victoria in Oriental Mindoro) finalized and approved MCW-aligned GAD Codes. The nine other partner LGUs are in various stages of finalizing and approving their MCW-aligned GAD Codes.

GAD Plans and Budgets. All the partner NGAs and 18 partner LGUs were able to prepare their GPBs during project implementation. However, endorsements of their GPBs were not uniform. This is illustrated as follows: CHED’s GPBs for 2014 and 2015 were endorsed; CSC’s 2015 GPB was endorsed; NEDA’s GPBs for 2014, 2015 and 2016 were endorsed; DILG, CSC, CHED with 2016 GPB submitted (under review by PCW MED); and 18 partner LGUs with DILG reviewed GPBs for 2015 and 2016.

GAD Focal Point Systems (GFPS). The entire partner NGAs and LGUs were able to establish their GFPS although their level of performance varies. GFPS, in general, performs at least three functions as laid out in JMC 2013-01. Results of assessment of GFPS showed 45.39% of LGU GFPS members are active members performing at least three functions while 9.36% of LGU GFPS members are semi-active or performs at least two functions.¹⁷

GAD Policies. Project partner NGAs and LGUs supported the implementation of MCW through the issuance of various policy instruments such as the Joint Memorandum Circular No. 2013-01 and its amendment issued by DILG, DBM, NEDA and PCW as well as CHED Memorandum Order (CMO) No. 01 Series of 2015 on mainstreaming GAD in HEIs. Moreover, partner LGUs were able to issue 203 gender-responsive policies, consisting of:

- Creation of provincial/municipal/barangay GFPS or GAD coordinating councils;
- Formation of GAD resource pools;
- Implementation of women-related laws and gender advocacies;

¹⁷ PMF January 2016
• Sectoral implementation of MCW;
• Reorganization of Local Councils of Women (LCWs);
• Accreditation of women’s groups;
• Approval of GAD Code/ Amendment of existing GAD Code/s for MCW alignment;
• Genderized Sectoral Codes;
• Approval of AIPs and GPBs;
• GAD mainstreaming and RBM in local PPAs;
• Mandated mainstreaming of gender in local development plans;
• Mandated mainstreaming of GAD Programs in the barangay;
• Establishment of various enabling mechanisms;
• Designation of GAD or WEE focal persons; and
• Convergence-themed partnerships/agreements.

Institutional Mechanisms in Support of MCW. At least 43 institutional mechanisms prescribed under JMC 2013-01 were established in partner LGUs comprising of 18 GFPS, gender-responsive M&E Teams and Core Teams for NVAW Docs and GMMS.

Enabling Mechanisms. At least 150 enabling mechanisms were also established for the implementation of MCW ranging from: Barangay VAW desks, local councils on the protection of children, WCPUs with VAW desks, local committees on trafficking and violence against women and their children, organized local councils of women, organized local chapters of MOVE, institutionalized GAD Planning and Budgeting at the barangay level, federated women’s groups, women’s centers and facilities (such as youth center/halfway facilities, crisis and evacuation centers, birthing homes/child-minding center/daycare centers and the like).

GAD Database. The Project assisted in the integration of MCW/MDG indicators in CBMS and other local databases. The development of GAD Databases is one of the remaining gaps identified by the partner LGUs of the Project.

Intermediate Outcome 2.2 Increased knowledge and skills on gender mainstreaming (WEE, HR, GA, MCW, GPB, M&E) among GFPS/TWG members of partner NGAs, LGUs, and CSOs

Capacity development comprised a significant amount of the Project's time and resources. About 7,470 training slots were filled up by the Project. Of these, 21% (1,590) were provided in Project Fiscal Year 1 (December 2011 - February 2013); 30% (2,236) in Project Fiscal Year 2 (March 2013 - February 2014); and 49% (3,712) in Project Fiscal Year 3 (March 2014 - February 2015). Of those trained, 23% trained were males and 71% were females while 8% were not identified. By type of CapDev, 22% were Orientations, 36 percent were Basic, 33% were Advance and 9% were Training of Trainers. By focus, 75% of the CapDev activities focused on GAD, 16% were on WEE and 9% were WHR.

Sourcefile: PCW Database Analytics_Capdev_Sept 2015
The Project's capacity development initiatives included the training of 1,042 personnel from national government agencies (Table 3). Of this total, 44 percent were CHED personnel including personnel from SUCs; 42 percent were DILG personnel; 12 percent were CSC personnel; and the rest were NEDA personnel. Moreover, the LGUs trained some 8,051 participants in the various MCW-related training programs from the partner and non-partner LGUs (Table 4). Of the total participants, 75 percent were females. The highest number of trained participants came from the municipalities of Kalibo (12%) and Malinao (14%).

### Table 3. CapDev Activities conducted by NGAs

<table>
<thead>
<tr>
<th>Agency</th>
<th>No. of Capdev Activities</th>
<th>No. of Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>CHED</td>
<td>10</td>
<td>457</td>
</tr>
<tr>
<td>CSC</td>
<td>1</td>
<td>123</td>
</tr>
<tr>
<td>DILG</td>
<td>4</td>
<td>437</td>
</tr>
<tr>
<td>NEDA</td>
<td>1</td>
<td>25</td>
</tr>
<tr>
<td></td>
<td><strong>16</strong></td>
<td><strong>1,042</strong></td>
</tr>
</tbody>
</table>

Source: Database Analytics_NGAs_April2016

### Table 4. CapDev Activities conducted by LGUs

<table>
<thead>
<tr>
<th>LGU</th>
<th>No. of CapDev Activities</th>
<th>Female</th>
<th>Male</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aklan</td>
<td>9</td>
<td>437</td>
<td>217</td>
<td>654</td>
</tr>
<tr>
<td>Alabel</td>
<td>5</td>
<td>135</td>
<td>38</td>
<td>173</td>
</tr>
<tr>
<td>Albay</td>
<td>12</td>
<td>363</td>
<td>133</td>
<td>496</td>
</tr>
<tr>
<td>Anilao</td>
<td>8</td>
<td>203</td>
<td>37</td>
<td>240</td>
</tr>
<tr>
<td>Bongabong</td>
<td>16</td>
<td>438</td>
<td>236</td>
<td>674</td>
</tr>
<tr>
<td>Iloilo</td>
<td>10</td>
<td>283</td>
<td>56</td>
<td>339</td>
</tr>
<tr>
<td>Kalibo</td>
<td>10</td>
<td>639</td>
<td>336</td>
<td>975</td>
</tr>
<tr>
<td>Mainit</td>
<td>10</td>
<td>181</td>
<td>25</td>
<td>206</td>
</tr>
<tr>
<td>Malinao</td>
<td>9</td>
<td>866</td>
<td>243</td>
<td>1109</td>
</tr>
<tr>
<td>Malungon</td>
<td>4</td>
<td>83</td>
<td>51</td>
<td>134</td>
</tr>
<tr>
<td>Oriental Mindoro</td>
<td>7</td>
<td>214</td>
<td>86</td>
<td>300</td>
</tr>
<tr>
<td>Oton</td>
<td>9</td>
<td>384</td>
<td>124</td>
<td>508</td>
</tr>
<tr>
<td>Polangui</td>
<td>12</td>
<td>365</td>
<td>117</td>
<td>482</td>
</tr>
<tr>
<td>Sarangani</td>
<td>7</td>
<td>117</td>
<td>49</td>
<td>166</td>
</tr>
<tr>
<td>Sison</td>
<td>9</td>
<td>219</td>
<td>59</td>
<td>278</td>
</tr>
<tr>
<td>Surigao del Norte</td>
<td>9</td>
<td>494</td>
<td>24</td>
<td>518</td>
</tr>
<tr>
<td>Tiwi</td>
<td>13</td>
<td>235</td>
<td>58</td>
<td>293</td>
</tr>
<tr>
<td>Victoria</td>
<td>13</td>
<td>393</td>
<td>113</td>
<td>506</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>172</strong></td>
<td><strong>6,049</strong></td>
<td><strong>2,002</strong></td>
<td><strong>8,051</strong></td>
</tr>
</tbody>
</table>

Source: LGU CapDev Summary
Lastly, of the 399 LGU GFPS members trained, 161 GFPS members (40.3%) were able to serve as Resource Persons on GAD-MCW subjects while 145 GFPS members (36.3%) served as TA providers on GAD-MCW subjects during the Project Implementation period.

Thus about 76.6% of trained GFPS/TWG able to provide TA to their respective LGUs and other stakeholders.

**Intermediate Outcome 2.3 Increased budget allocation on GAD, MCW, M&E, Human Rights, and WEE and other GAD related projects**

GAD budgets increased in NGAs and LGUs primarily because of the provision of attribution. The Project reported that 18 partner LGUs had a combined GAD budget allocation of Php439.78 million in 2012 to Php 676.37 million in 2014/15, reflecting a 53.8 percent increase in allocation within a three-year span.

**Outcome 3: Strengthened local and national convergence of supports and services for women’s human rights and economic empowerment**

To achieve Outcome 3, “Strengthened local and national convergence of supports and services for women’s human rights and economic empowerment”, the Project aimed to “Improved access [of women] to gender-responsive Programs, Projects, and Activities”. This will be done basically by establishing models of convergence, which is defined as by the Project as partnerships among NGAs, LGUs, CSOs, private sector and academe towards addressing a specific women development issue.

There were 7 Project performance indicators used to assess the accomplishments under Outcome 3. But since the indicators were assessed based on annual targets, there were 23 indicators assessed in all (see Annex G-3: Outcome 3 –Planned vs. Actual). Of the total 23 indicators, nearly 50 percent were attained with over 10 percent exceeding the annual targets set. However, about 22 percent of indicators could not be assessed due to the absence of targets.

**Intermediate Outcome 3.1 Improved access to gender-responsive Programs, Projects, Activities**

The Project planned to produce four outputs to attain Outcome 3: partnerships on MCW implementation; gender-responsive programs, projects and activities; Convergence models on MCW implementation; and the pilot-testing of the National VAW Documentation System in the province of Aklan.

The MCW Project supported the establishment and implementation of six MCW-themed Convergence Models on WEE and WHR. Basically, the Project convergence is simply the coming together of the different service providers (duty-bearers) at the provincial level, whether these are government, academe, civil society or private sector. This concept is
similar to the idea of a “one stop shop” advocated by the Department of Trade and Industry in the past to assist micro and small entrepreneurs. The six convergence models are:

1. Aklan: Strengthened Convergence of Programs and Services in the Management of VAWC Cases
2. Albay: Gender-Responsive Disaster Risk Reduction and Management (GR-DDRM)
3. Iloilo: Improving Access of Women Micro-Entrepreneurs (WMEs) and VAWC Survivors to Economic Opportunities and Social Protection and Security Programs and Services
5. Sarangani: Expanding Education Access and Economic Opportunities on Identified Indigenous People (IP) Girls and Young Women in the Disparity Barangays
6. Surigao del Norte: Women Economic Empowerment or Mushroom Producers of Sison and Sayongsong (Delicacy) Producers of Mainit

Through the 18 partner LGUs, the Project also reported to have undertaken “at least 452 GR PPAs initiated thru Project Work and Financial Plans and GPBs (2012-2015) assisted 43,260 individuals belonging to 279 sectoral groups”. This accomplishment was achieved despite the long lull in implementation at the LGU level due to the 2013 elections and other problems encountered.

Moreover, the Project was able to start implementing the National Violence Against Women Documentation System (NVAWDocS) in the Province of Aklan, and its 17 municipalities municipalities and 327 barangays. The NVAWDOCS is a national database system intended to eliminate duplication of VAW-related cases filed. The system screens the cases and counts unique cases only. The province-wide implementation of the NVAWDocS in Aklan resulted in the training of 426 service providers on VAW concepts, VAW laws and referral system, and the VAW service provision. Further, the 17 municipalities of Aklan were electronically linked to the system to avoid duplication of cases.

3.3. Project Financials

Fund Utilization

Total funds for the entire project amounted to some Php84.78M (Table 5). About 18 percent was allocated for activities to produce Outcome 1 and 12 percent for activities under Outcome 2. More than one third of the budget was earmarked for Outcome 3 and the Project Management Office similarly received about one third of the budget.
Table 5. Distribution of Project Funds by Component

<table>
<thead>
<tr>
<th>Component</th>
<th>Budget (1)</th>
<th>% of Total Budget (2)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Outcome 1</td>
<td>15,059,663.99</td>
<td>17.8%</td>
</tr>
<tr>
<td>Outcome 2</td>
<td>9,844,655.00</td>
<td>11.6%</td>
</tr>
<tr>
<td>Outcome 3</td>
<td>31,432,441.34</td>
<td>37.1%</td>
</tr>
<tr>
<td>Project Management</td>
<td>27,315,858.50</td>
<td>32.2%</td>
</tr>
<tr>
<td>Project Evaluation</td>
<td>1,100,000.00</td>
<td>1.3%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>84,752,618.83</strong></td>
<td></td>
</tr>
</tbody>
</table>

Source: Budget vs Expense by Component and Partners 5_4_841pm

Total funds expended for project activities totalled Php68.6M. The largest slice of the project expenses went to Outcome 3 and the PMO. About 40 percent of the funds went to activities under Outcome 3 while 36 percent were used by the PMO (Figure 4). The higher than normal levels of overhead costs is attributed to the additional salaries of the PMO staff incurred due to the 18-month extension of the Project, which was approved by AECID.

**Figure 4. Total Project Expenditures by Outcome/Component**

The Project's overall fund utilization rate (FUR) was pegged at 81 percent, which is an average of the 90 percent FUR of the PMO and the 63 percent FUR for Outcome 2 (Table 6).
Table 6. Project Funds Utilization by Component, as of Jan. 2016

<table>
<thead>
<tr>
<th></th>
<th>Budget</th>
<th>Actual Expense</th>
<th>% Utilization (Expense/Budget)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Outcome 1</td>
<td>15,059,663.99</td>
<td>10,620,784.10</td>
<td>71%</td>
</tr>
<tr>
<td>Outcome 2</td>
<td>9,844,655.00</td>
<td>6,247,966.06</td>
<td>63%</td>
</tr>
<tr>
<td>Outcome 3</td>
<td>31,432,441.34</td>
<td>27,258,295.78</td>
<td>87%</td>
</tr>
<tr>
<td>Project Management</td>
<td>27,315,858.50</td>
<td>24,512,695.74</td>
<td>87%</td>
</tr>
<tr>
<td>Project Evaluation</td>
<td>1,100,000.00</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>84,752,618.83</strong></td>
<td><strong>68,639,741.68</strong></td>
<td><strong>81%</strong></td>
</tr>
</tbody>
</table>

Sourcefile: Budget vs Expense by Component and Partners5_4_841pm

The four partner National Government Agencies received a total grant of Php6.2M (7% of total project funds) from the MCW Project. Of this total, biggest slices went to CHED (38%) and DILG (31%) while 12 percent and 19 percent went to CSC and NEDA respectively. Collectively, the NGAs utilized about Php5.0M of the total grant attaining a fund utilization rate of 80 percent. Of the total Php4,997,058.38 funds used by the NGAs, 39 percent was spent by CHED, 14 percent by CSC, 22 percent by NEDA and 25 percent by DILG (Figure 5).

Figure 5. Budget vs. Actual Expenses and FUR by Partner NGA

Sourcefile: Budget vs Expense by Component and Partners5_4_841pm

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19 As of the time of the report writing, the total expenses for this Project Evaluation have not yet been determined. However, if Project Evaluation is utilized 100%, the total Fund Utilization Rates increases to 82 percent.
The 18 partner LGUs received a total grant of Php24.2M, representing 29 percent of the Php85M total project grants for the MCW Project. The fund was nearly equally distributed among the LGUs, with each LGU getting about 6 percent of the Php85M (Figure 6). Total expenditures amounted to Php20.5M, for an average fund utilization rate of 80 percent.

**Figure 6. Distribution of Grants to Partner LGUs**

Four LGUs were able to use more than 90 percent of their grants (Figure 7). The highest utilization rate was posted by the Municipality of Victoria (Or. Mindoro), which was at 96 percent. Also, Surgigao del Norte and its two municipalities (Mainit and Sison) also posted rates higher than 90 percent. In contrast, the Province of Oriental Mindoro and the Municipality of Bongabong had the lowest utilization rates at 74 percent and 59 percent respectively.
Financial Management

The MCW Project applied sound existing financial management system and conformed to standard government’s rules and regulations for budgeting, accounting and auditing. In terms of financial procedures, the Project was rated as success. The Project also judiciously followed government procurement processes, although strict adherence to these procedures was cited by an NGA and some LGUs as one of the causes of delay in implementation of some activities. Primary data gathered confirmed satisfaction with the way project funds were managed.
4. Evaluation of Project Performance

4.1. Relevance

The MCW Project’s is rated as Relevant (3) based on consistency to the country’s (as well as the Executing Agency and Funder) development priorities, soundness of the analysis of the development problem, and appropriateness of the proposed solution to the development problem.

The MCW Project is Relevant because it primarily aims to ensure the effective execution of a key law that promotes women’s concerns in the Philippines. This law (RA 9710 or the MCW) is in tune with the President’s Social Contract #13, which commits to transform the government "from a lack of concern for gender disparities and shortfalls, to the promotion of equal gender opportunity in all spheres of public policies and programs.”

The localization of the Magna Carta of Women is aligned with sectoral plan for namely the Women’s Empowerment, Development and Gender Equality (WEDGE) Plan 2013–2016, which highlights the various gender concerns that still need to be addressed in the Philippines.

The Project’s objective and scope likewise aims to respond to persistent gender disparities and inequalities existing in the country. In the Global Gender Gap, the Philippines while ranked 9th (among 142 countries) still showed significant gender gaps in terms of Economic Participation and Opportunity and Political Empowerment. Moreover, the Project in particular supports the implementation of two key Philippine legislations: the Republic Act 7192 (February 1992) or the "Women in Development and Nation Building Act”; and the Republic Act 9710 (August 2009) or the “Act Providing for the Magna Carta of Women”.

The Project’s three components, as described in the revised Project Logframe (2013), remain strategic in pushing the women development agenda. Enhancing PCW’s efficiency and capacity as an oversight agency in monitoring and evaluating the implementation of the MCW, is vital in ensuring that all other government agencies and units move forward with the women agenda. Improving the capacity of oversight national government agencies (NGAs) and the front line LGUs in the implementation of the MCW is key to making the impact felt by the primary stakeholders – the women. Lastly, strengthening both local and national convergence for MCW implementation is critical for optimizing the use of resources for gender and development. Moreover, another indicator of relevance gathered during the FGDs was that other municipalities that were not included in the Project are demanding for similar capacity development programs.

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20 Assessment is based on a four-point scale as follows: Relevance = Highly relevant (4), Relevant (3), Partly relevant (2) and Irrelevant (1); Effectiveness = Highly effective (4), Effective (3), Partly effective (2) and Ineffective (1); Efficiency = Highly efficiency (4), Efficiency (3), Partly efficiency (2) and Inefficiency (1); and Sustainability = Most likely (4), Likely (3), Less likely (2) and Unlikely (1). Source: ADB. 2006. Guidelines for Preparing Performance Evaluation Reports for Public Sector Operations. Manila: Asian Development Bank.

The MCW Project also remains relevant to AECID. It’s Country Partnership Framework (CPF), i.e., the Spanish Cooperation with the Philippines 2014-2017, includes Gender and Development as one of the identified cross cutting issues in development.22

“We have addressed this gender equality approach in all our programs…., [but] my understanding with this effort is that if you try to include a cross cutting concern in a project, we know that usually it is weak because of many reasons. ….. So as we have this special interest in gender and development we consider that is important to have a project specifically on gender, of course, to mainstream the project but also to have a linkage with local institutions [and to link] with the local actions regarding gender development and gender equality, that is, arrange to be inside the area and not [remain] as outsiders.”

– Mr. Juan Pita, General Coordinator, AECID

The Project’s relevance, however, could have been significantly boosted by the participation of project stakeholders (e.g. NGAs and LGUs) in the earliest opportunity possible such as during the problem analysis stage or in the project formulation stage. The non-participation of DBM, a critical agency in the implementation of the MCW, in project implementation may be considered a major setback in the attainment of project outcomes. Nevertheless, the appropriateness of the Project’s proposed solution to the identified development issues was rated Relevant as it balanced the strengths and gaps.

4.2. Effectiveness

The Project’s overall effectiveness in achieving its outcomes could not be rated objectively because of the absence of overall performance targets at the beginning of project implementation. However, it is important to note that the absence of the overall (3-year) performance targets was a deliberate strategy adopted by the Project Management in recognition of the unique challenges experienced in implementing a cross-cutting concern such as gender mainstreaming. The Project Management preferred to take a learning stance, meaning that it set targets based on the issues and problems that the project encounters during implementation.

In lieu of the assessment of planned vs. actual results, the project’s effectiveness in the attainment of the three outcomes was subjectively gleaned from the major outputs project delivered by the Project and from the experiences of the project implementers. Based on this, overall the project could be viewed as effective in attaining project outcomes from the experiences of the implementers. These are discussed in the succeeding sections.

Outcome 1

The Project was able to improve PCW’s capacity to monitor the submission of GAD Plans and Budgets (GPBs) and GAD Accomplishment Reports (ARs) of government agencies and LGUs, mainly through the operationalization of the **Gender Mainstreaming Monitoring System (GMMS)**. Prior to the GMMS, PCW is able to collect about a hundred GAD Plans annually. Many GAD Plans and Budget do not reach PCW. During the pilot testing of the GMMS, 545 government agencies submitted their GAD Plans and Accomplishment reports through the GMMS. The remaining challenge to PCW is to translate the increased volume of submitted GPBs to better monitoring and evaluation of the MCW.

“Through the Project, the Province was able to focus on strengthening the MCW in the Province and also paved [the] way [for] the inclusion of the MCW in the review of our GAD Code.

Also, one of the big contributions of the Project in the Province is the implementation of the Gender Monitoring & Mainstreaming System (GMMS).... We assist the PPDO in checking and endorsing the GAD Plans of the different municipalities making sure that they have incorporated MCW in all their GAD Plans & Budget. Because of these innovations we won at the Regional Level of the “Local Project Monitoring Search” because we were the first one to advocate gender in all projects.

—Analyn O. Bacasnot – GAD Focal Person, Surigao Del Norte

The GM Strategy Assessment Report and the MCW Baseline are also two reports that are also intended to increase PCW's capacity to monitor and evaluate MCW implementation. Both reports are intended to provide essential information for the MCW Project during implementation stage. However, the Reports were only completed in 2015 due to the difficulties in engaging consultants and there was not enough time to use the results to improve project implementation. Nevertheless, the Reports are vital for future policy making of PCW.

There were two other deliverables produced under Outcome 1 – the PCW's Knowledge Management Plan and Communication Plan and the enhancement of PCW Mancom's competencies on Change Management. While these outputs are critical to PCW, they appear to be more appropriate towards strengthening PCW's organizational and management capacity in general.

Outcome 2

In general, the Project was perceived to effective in terms of the attainment of **Outcome 2**. The MCW Project provided resources to four project partner NGAs in order to assist them in executing selected activities related to the implementation of MCW as prescribed in RA 9710.
In the first quarter of 2012, a Preliminary Meeting with NGAs were held to identify areas of possible cooperation. Present were the Commission on Audit (COA), Department of Budget and Management (DBM), National Economic and Development Authority (NEDA), Commission on Higher Education (CHED), Civil Service Commission (CSC) and the Department of the Interior and Local Government (DILG). The prospective project partners were oriented on the project, and areas for partnership were identified based on agency roles in the Magna Carta of Women and the revised guidelines for GAD planning and budgeting. Four NGAs committed to take part in the Project but DBM and COA later declined the partnership. The partnership with DBM (involving the submission and endorsement of the GPB) was unsuccessful because of the incompatibility of IT platforms used by DBM and PCW. On the other hand, COA noted that they have sufficient funds to undertake their role under the MCW. They also wanted to maintain their independence as a constitutional agency. However, COA committed to check on the law’s compliance especially on the proper use of the 5 percent allocation for GAD.

Given its MCW mandate of ensuring the compliance of higher educational institutions to the provisions stated in Sections 12 and 16 of the MCW, CHED organized and implemented 10 capacity development activities to capacitate 457 of its central and regional GFPS officers and personnel including that of 68 GAD Focal Point Persons from the CHED Central and Regional Offices. This also includes the training of GFPS members from the 112 SUCs. The Agency likewise utilized the Harmonized GAD Guidelines in GAD Planning and Budgeting in its GPBs.

A clear result of the Project interventions was the increase of submissions of GPBs of SUCs from 10% to 100% submission. Moreover, in January 2015, CHED institutionalized GAD through the issuance of Memorandum Order (CMO) No. 01 Series of 2015 on “Establishing the Policies and Guidelines on Gender and Development in the Commission on Higher Education and Higher Education Institutions”. The experience of CHED in the MCW Project is amply captured in the Case Study on CHED developed by the Project.

The Project likewise assisted NEDA in executing its MCW-related task of providing “training on gender mainstreaming and analysis to central and regional development planners and to produce users of the HGDG to mainstream GAD concerns in development programs and projects and articulate gender issues of projects using the HGDG in the various stages of the project cycle”. Twenty-five NEDA personnel (from the Central and Regional Offices) underwent training on the Application of the HGDG to Mainstream GAD in Development Planning on the last quarter of 2014. The Agency also applied the GAD Checklist that it developed on particular chapters of the original and updated versions of the Philippine Development Plan (PDP), 2011-2016, including the PDP Results Matrix. NEDA’s experience in the Project is described in Box 1.
Box 1. Mainstreaming Gender in Development Planning: NEDA’s Participation in the MCW Project

One of the most important outputs delivered through the MCW Project is the HGDG Checklist in Development Planning developed by NEDA. This is how the story goes.

Under the MCW, NEDA has basically two mandates: to ensure that the Philippine Development Plan is gender responsive and at the same time ensure that 5 to 30 percent of ODA allocated to GAD-related concerns. In the Women in Nation Building Act, NEDA was tasked to provide or develop tools on how to mainstream gender to ensure that about 5 to 30 percent of ODA goes to gender-responsive projects. So, NEDA spearheaded the harmonization of all the existing GAD tools of donors to come up with one tool. All the donors agreed. That is how the Harmonized Gender and Development Guidelines (HGDG) started.

The existing HGDG guidelines are composed of sectoral checklist and one generic checklist. But the all the checklists are intended for assessing programs and projects. It did not include discussions on how to mainstream GAD in development plans. For some time, there was already a clamor to develop another checklist for development plans. Thus, when the MCW Project came about, NEDA originally proposed three activities: the development of the HGDG Checklist for Development Planning and subsequent training on training on how to use the checklist, the reprinting of the HGDG Manual and the conduct of a Participatory Gender Audit (PGA) in NEDA. The MCW Project funded the first two activities but parked the third while AECID was still allocating resources to other NGAs.

On November 2014, the training program on the “Application of the Harmonized Gender and Development (GAD) Guidelines to Mainstream GAD in Development Planning” was conducted for 28 NEDA Central (11 females, 1 male) and regional (14 females, 2 males) development planners. A GAD checklist for mainstreaming gender in development planning was drafted by the consultant-trainer from the existing NEDA manual “Mainstreaming Gender in Development Planning”. The checklist was accepted by the NEDA Social Development Staff and was used as the main tool during the five-day training, where the participants applied the GAD checklist on particular chapters of the original and updated versions of the Philippine Development Plan, 2011---2016 (PDP), including the PDP Results Matrix. The Checklist was further enhanced by the participants based on their respective experiences.

To institutionalize the use of the GAD Checklist, the NEDA Secretary issued NEDA Office Circular No. 04-2015 on the “Harmonized Gender and Development Guidelines (HGDG) for Project Development, Implementation, Monitoring and Evaluation – Checklist on Development Planning” on 17 June 2015. The Office Circular basically directed all NEDA employees to use the HGDG Checklist in Development Planning in the formulation of the Philippine Development Plan (PDP), Socioeconomic Report (SER), Public Investment Program (PIP), Regional Development Plans, and other relevant policy instruments.

Two thousand copies of the Harmonized Gender and Development Guidelines were reprinted and were used in the training for State Universities and Colleges and for the roll-out training conducted by the NEDA Regional Offices.

Meanwhile, NEDA decided to fund the PGA using its own GAD budget. NEDA hired a consultant to audit its own organization. In simple terms, the PGA is an organizational audit to assess the extent to which gender-responsive and rights-based approaches have been mainstreamed in NEDA. NEDA already has existing tools on how to check the gender responsiveness of systems, people, policies and processes. The tool was developed by International Labour Organization. The Participatory Gender Audit (PGA) was conducted for NEDA from January to February 2015. The PGA Report is intended to promote organizational learning on how to implement gender mainstreaming effectively in policies, programs and structures and assess the extent to which policies have been institutionalized at the level of the organization, work unit, and individual.

Source: 3rd Project Narrative Report and Interview with NEDA
The **Localization of the MCW** was the main objective of participation of DILG in the Project. The Localization of the MCW referred to capacitating the LGUs to be able to implement their mandate in MCWs such as the reconstitution and strengthening of GAD Focal Point Systems, development and implementation of annual GAD Plans; formulation and implementation of GAD Codes; establishment and maintenance of GAD databases; and mainstreaming of gender in local plans. DILG was able to undertake seven CapDev activities, capacitating about 437 participants, mostly its central and regional officers. It was also able to conduct 4 batches of roll-out the training programs for the Local Government Operations Officers on the Localization of Magna Carta of Women in AECID identified areas from October 2013 to February 2014. There were a total of 94 participants, 80 of whom were MLGOOs. DILG also created a Trainers’ Pool for MCW Localization and for Handling GBV Cases at the LGU level and formulation of the Handbook on the Review and Endorsement of LGUs’ GAD Plan and Budget and Review of LGUs’ GAD Accomplishment Report (Development of GPB Review and Monitoring Checklists for LGOOs).

CSC’s key accomplishment under the Project included the Development of a CSC Succession Planning Guideline Model. CSC sees this accomplishment as an initial small step towards taking on their role specified under the MCW. The Commission also believed that before it can advocate gender equity in other agencies, it needed to go through the experience of formulating a gender-responsive Succession Plan in government.

**The overall performance of the LGUs was also perceived to have contributed effectively to the attainment of Outcome 2.** All of the participating Provincial Government and Municipalities were able to deliver the outputs and activities in their WFPs. They were able to issue policies in support of GAD and the MCW, formulate or enhance their respective GAD Codes and organize their GAD Focal Point System (GFPS). They were also able to conduct sufficient capacity development programs in their respective areas.

“**And one of the [key achievements] that I can share with you is that in the the last three consecutive years, we have not received any adverse audit findings from the Commission on Audit but instead the Audit Observation Memo that we have received noted that our GAD Plans and Budget are well implemented in the past three years. So thank you very much for that....[thank you is directed at the PCW-AECID Project].**

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*Cynthia Samaleza, GAD Focal Person, Province of Albay [translated from Filipino]*

Specifically, there were three key value-additions provided by the MCW Project to the LGUs, in addition to resource augmentation. First was in bringing clarity to the process of the preparation of the GAD Plans and Budgets (GPBs), with the help of JMC No. 2013-01. Prior to their participation in the MCW Project, most of the LGUs admitted that their GPBs
were prepared without the application of a gender lens. There was no gender analyses conducted prior to planning. The MCW Project institutionalized the conduct of Gender Analysis (GA) and the use of GA tools prior to the preparation of the GPBs.

The second value-addition of the Project was in making the GAD Codes and GAD Plans truly gender-responsive. The LGUs noted that prior to the MCW, their GAD Codes and GAD FPS existed only for compliance purposes. After they were capacitated through the Project, they are now boldly saying that their GAD Codes and GAD Plans are gender-responsive.

"[Because of the increase in awareness on GAD and the MCW], we were able to mainstream gender-sensitivity even in the beauty pageants being conducted in our municipality. The beauty pageants are annual activities in our Province. The contestants, they have gay handlers that tell to wear certain clothes and during the program, they are asked inappropriate questions. Because of the project, the LGU was motivated to make the beauty pageant gender-sensitive. We incorporated gender-related questions for the contestants and we insisted that contestants wear clothes that do not degrade the dignity of women. Our beauty pageants became gender-sensitive.

-Doris G. Melgar – Team Leader, Provincial GFPS, Oriental Mindoro [translated from Filipino]

The third value-addition was the increases in GAD budget resulting from both the capacity development and the new guidelines. The project reported that “18 partner LGUs had a combined GAD budget allocation of Php 439.78 million in 2012 to Php 676.37 million in 2014/15, reflecting a 53.8 percent increase in allocation within a three-year span.”

Although they were not included in the Project Logframe and the PMF as measures of success, the Project tracked two performance indicators that signified institutional strengthening of partner LGUs on GAD and MCW implementation. The first indicator is the “increased awareness of implementers on the rights of women as enshrined in the MCW”. In 2012, twelve of the 18 partner LGUs assessed their respective programs and projects using the GERL tool to determine the extent to which they have been responding to the 25 MCW-stipulated rights in the past. The assessment revealed that nearly all of the LGUs were addressing eight out of the 25 MCW-stipulated rights. The rights most-addressed by LGUs were:

- Section 12. Protection from all forms of violence
- Section 14. Participation and Representation
- Section 20. Women’s right to health
- Section 23. Food Security and Productive Resources
- Section 25. Right to Decent Work
- Section 33 Women in Especially Difficult Circumstances
- Section 34. WEDC Services and Interventions
- Section 36. Protection of Senior Citizens

23 PMF as of March 2016
In contrast, the rights least- or not addressed by LGUs were:

- Section 15. Equal treatment before the law
- Section 16. Equal access and Elimination of Discrimination in Education, Scholarships, and Training
- Section 29. Right to Information
- Section 31. Recognition and Preservation of Cultural Identity and Integrity

At the end of the Project, all 18 partner LGUs were again assessed as part of the MCW Baseline study. Results revealed a significant increase in gender responsive LGU programs and projects, i.e., all of the 18 LGUs were already addressing 15 out of the 25 MCW-stipulated rights. The rights that remained least- or not addressed by LGUs is Section 31. Recognition and Preservation of Cultural Identity and Integrity. In addition, other rights least-addressed included:

- Section 18. Women in Military, Police, and other similar services
- Section 19. Non-discriminatory and non-derogatory portrayal of women in media and film
- Section 24. Right to Housing

The second measure of institutional strengthening used by the Project was the use of Gender Mainstreaming and Evaluation Framework (GMEF) scores of partner LGUs on GAD and MCW implementation. In 2012, 12 LGUs were assessing using GMEF and their average score was 2.04. Half of the LGUs were in Stage 2 while the other half were in Stage 3. In 2015, their average score increased to 3.39 and 18 of the partner LGUs were assessed to be in Stage 4. There was no similar assessment done for the partner NGAs.

Table 7. GMEF Scores of Partner LGUs: 2012 vis. 2015

<table>
<thead>
<tr>
<th>Partner Site</th>
<th>GMEF Overall Score</th>
<th>2011/12 Ratings (based on TOFGA)</th>
<th>Equivalent Stage</th>
<th>2015 Ratings</th>
<th>Equivalent Stage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aklan</td>
<td>2.9</td>
<td>3</td>
<td>3.58</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>Kalibo</td>
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<td>3</td>
<td>3.41</td>
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<td></td>
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<tr>
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<td></td>
</tr>
<tr>
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<tr>
<td>Tiwi</td>
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<td>3</td>
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</tr>
<tr>
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<td>3.9</td>
<td>4</td>
<td></td>
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</tr>
<tr>
<td>Aklan</td>
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<td>3.4</td>
<td>4</td>
<td></td>
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</tr>
<tr>
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<td>4</td>
<td></td>
<td></td>
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<tr>
<td>DrMin</td>
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<td>2</td>
<td>3.26</td>
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<tr>
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<td>SDN</td>
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<tr>
<td>Mainit</td>
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<td>3.3</td>
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<td>Sison</td>
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<td>2</td>
<td>3.43</td>
<td>4</td>
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</tr>
</tbody>
</table>

*2015 scores based on Results from Performance Scorecard - 1st and 2nd assessment/ RA by PMG and GPPS/GMEF Tool used: 2012 version

Sourcefile: MCW Project Outcome 2-RAR for ADII
**Capacity Development** comprised the bulk of the MCW Project activities (and about 75 percent of expenses) and consisted of various training, orientation, learning sessions and workshops on: GST++, Gender Analysis (GA) and GA tools, GPB, VAW, M&E, Localization of MCW, RBM, WEE, HR and other such capdev programs. The Project capdev database recorded **7,470 participants trained** under the project.

> “Through the trainings provided by the PCW–AECID MCW PROJECT, we were able to activate our VAW Desks. With the activation of the VAW Desks, we were able to apprehend and file cases against human traffickers, who use Boracay and Kalibo as their gateway for their human trafficking activities. We housed the victims in our Comprehensive Center for Women where they are helped to reintegrate to society. The Project made us aware to safeguard the rights of women.”

–Roger M. Esto, Co-Chairman, Gender Commission, Province of Aklan

The EOP Evaluation attempted to determine the degree to which those trained by the participants actually applied the competencies they learned in their respective work stations. A total of 393 trained participants were asked to accomplish an online survey for Level 3 evaluation. Unfortunately, only 21 responded to the survey which was not sufficient to provide any indications of effectiveness of the training programs.

However, during the FGDs, the Evaluation Team learned that increased knowledge on GAD among women’s organization led to increased assertion of women’s rights, especially wives and mothers. Capacity development by the PCW-AECID MCW Project increased women’s and men’s awareness of shared responsibilities both in the household and the enterprise. Women beneficiaries claimed greater decision-making in the household and enterprise.

The remaining gap identified by the LGUs is in the creation of their respective GAD databases.

**Outcome 3**

There were significant evidences to support the Project’s effectiveness in attaining **Outcome 3 (Strengthened local and national convergence of support and services for women’s human rights and economic empowerment)**. The Project established seven MCW-themed Convergence Models. Four convergence models promoted Women Economic Empowerment, two other models promoted Women’s Human Rights while the last one promoted DRRM namely (see Box 2 and 3):

1. Iloilo: Improving Access of Women Micro-Entrepreneurs (WMEs) (Municipality of Oton)
2. Iloilo: VAWC Survivors to Economic Opportunities and Social Protection and Security Programs and Services (Municipality of Anilao)
4. Surigao del Norte: Women Economic Empowerment or Mushroom Producers of Sison and Sayongsong (Delicacy) Producers of Mainit
5. Aklan: Strengthened Convergence of Programs and Services in the Management of VAWC Cases
6. Sarangani: Expanding Education Access and Economic Opportunities on Identified Indigenous People (IP) Girls and Young Women in the Disparity Barangays
7. Albay: Gender-Responsive Disaster Risk Reduction and Management (GR-DRRM)

The Project reported that the partner LGUs were able to implement around 452 gender-responsive PPAs benefitting some 43,260 individuals. The engagements with the women beneficiaries resulted in not only in skills acquisition but also in expansion of perspectives as reported by one beneficiary from the Municipality of Anilao.

“We were able to strengthen the agencies working together from the health, the police, and others ... we now have the convergence of all the offices working together rather than sometimes it [was previously] pointing fingers on which office is concerned... We were able to empower the different national agencies. So this is the product [of our convergence].

–Engr. Roger M. Esto, PPDC/Co-Chair AGADC, Province of Aklan

Currently, the Convergence Models have attained varying degrees of effectiveness in assisting women beneficiaries at the local level.

“Before I joined the women organization, I was a plain housewife taking care of my children and house chores. My world revolved around our barangay and the market where I sometimes sell fish. Because of the PCW AECID project, I realized I have the capacity to be more productive as I wish and help in uplifting the livelihood of my family. I am happy with the lessons I learned from this project – my rights as a woman and as a person; and the opportunities available for me and other women in the community. Moreover, I was able to go places, experience staying in hotels and use its facilities. I have more stories to tell the other women in my barangay. This project helped me a lot to grow as a person.”

–Ms. Lilian Aquino, President of Anileña (Anilao, Iloilo) [translated from Filipino]
In Iloilo, the provincial convergence did not exist before the project. The convergence stakeholders explained that it was not easy to set up this convergence, especially during the beginning months. Just fixing a common date and time for meetings was already very challenging. It was even more challenging to maintain consistency in membership because different representatives from agencies attended in every meeting. Slowly, as the more regularly attending representatives went through the various capacity building, their awareness and commitment increased. Moreover, the bond among the members strengthened as their goals unified. It was boosted by the understanding that each member plays an important role towards synergistically catering to the empowerment needs of women and men in the province. They started with sharing their mandates related to MCW and the current programs and projects they were implementing. The LAC were very instrumental in facilitating the entire process because there is one person continuously overseeing the process, connecting the different dots and ensuring that efforts redound to the benefits of women and men in Iloilo Province.

The key of the Provincial Convergence is synergy. Each of the representatives (SSS, DOST, DTI, Junior Chamber International, HRMDO, PPDO and its GAD Unit, Bantay Bata 163, LGU-Oton, IPG-GAD TWG, GAD Unit) brought with them their “products and services” and combined their efforts together to serve a much enhanced “dish” for their women constituents. A specific example is incorporating the monthly SSS premium in the DSWD-SEA-K loan payments. Another example is DTI providing training to women on food processing, DOST assisting in packaging of products, and provincial LGU providing the channels for marketing of finished products. The same is true with Anilao Convergence. DTI assists the women in producing squash noodles, and DSWD plans to purchase their products for their feeding program, thereby giving a stable market for producers of squash-based products. All these will not be possible without the convergence established through the MCW Project.
Box 3. Learning from Model Convergence Models

Of the seven convergence models, the ones in Sarangani and Iloilo stand out. Three factors underpinned their success: clarity of objectives and expected results of the convergence model; clear delineation of roles between the Province and Municipalities in the convergence; and logic and alignment of convergence activities.

The Province of Sarangani together with the Municipalities of Alabel and Malungon aimed to establish a “convergence for support services and programs for the education and livelihood of IP women and girls in the pilot barangays of Barangay Alegria (Alabel) and Brgy. Upper Lumabat (Malungon)”. The expected result of the partnership was convergence in the implementation of activities and programs for identified IP women groups in the two municipalities.

Unlike Sarangani, the two municipalities in Iloilo implemented two different convergence models. The Municipality of Anilao focused on establishing a convergence on WEE to promote women products namely upcycled paper by-products, green charcoal briquettes and squash flour. On the other hand, the Municipality of Oton focused their convergence efforts on addressing the issues faced by VAW survivors.

It was important that there was clear delineation of roles between the Province and Municipalities. The Province of Sarangani led the developmental activities while the municipalities undertook the actual activities. To illustrate, the Province facilitated the development of a survey tool for the IP women and girls. The municipalities were able to conduct the survey with IP groups by using the research design and tool developed by the Province Government. Finally, the Province was able to consolidate the survey results through the submission of the municipalities.

In addition to the survey, the Province of Sarangani also organized the convergence framework and established the linkages with potential partners National Government Agencies (NGAs), and Non-Government Organizations (NGOs) and Civil Society Organizations (CSOs). It also conducted the Mapping/Inventory of Existing PPAs addressing WEE and Education and the Convergence Forum/Meeting with Partners. The LGUs of Alabel and Malungon actively participated in these activities.

Although not as clear cut, there was also some delineation of roles between the Province of Iloilo and the Municipalities Anilao and Oton in terms of the implementation of their convergence models. For instance, the Province of Iloilo spearheaded the conduct of the convergence planning sessions and workshops with partners for WEE and WCPU. This resulted in the signing of a Manifesto of Support for the different programs that address gender concerns.

The activities of the Provincial Government and the Municipalities of Alabel and Malungon were clearly in alignment because they were using one Project Logical Framework. This enabled them to explicitly show how each organization’s efforts contributed to their common goals. Their activities followed a logical flow: 1) Assessment of capacity and needs (through the conduct of the survey); 2) Organization of IP Women Groups (intended project beneficiaries); 3) Province-led Mapping /Inventory of Existing PPAs addressing WEE and Education (to enable matching of demand and supply of services); 4) Creation of GAD M&E (to clarify tracking of results); and conduct of the capacity development activities (i.e., GAD Orientation/Gender Sensitivity Training with Tribal Leaders) to address the gaps identified in the survey.

Even the LGU-funded activities of the Province and municipalities were clearly aligned with the outcomes of the MCW Project (such as the MCW Orientation, Gender Sensitivity and Training GAD on Planning and Budgeting).

In the case of Iloilo, the alignment of activities was stronger between the Provincial Government and the municipality of Anilao in the promotion of WEE. Except for the conduct of Gender-Responsive DRRM Planning / Rescue Planning, the activities of the Municipality of Anilao were clearly aligned around their intended Convergence Model on WEE – from the profiling, mapping and establishment of baselines on WMEs, Solo Parent and VAW Survivors to the conduct of Sectoral group consultation meetings.

For the Municipality of Oton, the project activities implemented also supported its convergence model on VAW. These activities included the Profiling and Baseline Data Gathering of Marginalized Women and their Families in the Municipality and the Training on Anti-VAWC law, VAW referral system and WCPU installation to MTWGs and Frontline Service Providers.
The Convergence Models are not yet perfected and can still be considered at its infancy stage. More interventions are needed and as previously noted, the nurturing of entrepreneurs takes a long gestation period.

In terms of effectiveness, it can be argued that the Project’s was effective in increasing the allocation of GAD budget in LGUs, creation/enhancement of GAD structures and mechanisms at the local levels and establishment of local convergence for WEE and HR. Likewise, the project supported various capacity building initiatives that strengthened local capacities, boosting the campaign for women economic empowerment and human rights.

4.3. Efficiency

The overall efficiency of the Project was rated less efficient (2) in achieving its outputs within the project timeframe and in delivering intended benefits from institutional strengthening of the implementers of MCW. The project experienced significant delays in implementation as it had to hurdle various systemic and administrative challenges.

However, because AECID approved the extension of the project duration (for another 18 months), the project implementers were able to catch up and increase their deliverables. Inevitably, the time extension was accompanied by cost overruns since additional administrative and management budget for the PMO had to be provided. Also, the scope of some activities was reduced.

Project Implementation

Implementation was slow during the first 2 years (2012–2013) of project life especially since the Project experienced many problems at the early stage, which caused implementation delays that affected the efficiency of the Project. However, implementation of the Project picked up at the start of 2014 with the engagement of a new Project Manager.

Project implementation of several of the partner national government agencies experienced setbacks in implementation. One of the reasons cited was “competing priorities” of the agencies. One Agency also cited compliance with the long process of government procurement as the cause of delay in their implementation. In the case of DILG, implementation was delayed by two years resulting in the eventual cancellation of two planned activities. Thus, despite the challenges faced, accomplishment rates of the NGAs were close to or at 100 percent.

On the part of the partner LGUs, implementations were also interrupted by the conduct of elections in 2013. Further, the Project noted that "Most of the LGU partners started their implementation in the last quarter of 2012, as administrative requirements and protocols

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24 First and Second Narrative Report
25 First Narrative Report
26 Third Narrative Report
The LGUs took advantage of the extension period to complete their activities, particularly activities under Outcome 3. By the end of March 2016, the entire partner LGUs has **completed 100 percent** of their planned activities (both for Year 1 and Year 2). In terms of their scores on their Performance Scorecard (which is a combination of the two-year LGU WFP Accomplishment Rates and their scores on the Institutional Mechanisms), eleven of the 18 LGUs were able to achieve 90 percent or higher performance scores (**Figure 8**). Six LGUs achieved less than 90 percent while one LGU had less than 75 percent accomplishment rate.

**Figure 8. LGU Rating on Performance Scorecard**

Sourcefile: PMF, March 2016

**Counterpart Funding**

In a sense, project efficiency was enhanced by counterpart funding from project implementers. PCW, the four partner NGAs and the 18 partner LGUs provided counterpart funding for the conduct of project activities identified in their WFPs. PCW’s counterpart was not monetized. However a key counterpart was the funding used for the enhancement of the GMMS. CHED provided counterpart funds in the ratio of 1:1.7 (**Figure 9**). This does not include the Php693,300.00 counterpart funds provided by the SUCs. In contrast, NEDA and CSC provided only a small amount as their counterpart.

All LGUs also provided counterpart funds, based on their approved WFP for the two years of implementation. Total counterpart funds pledged amounted to Php15.7M (**Figure 10**). The counterpart funds committed by Oriental Mindoro, Alabel (in Saranggani) and Surigao

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27 Third Narrative Report.
28 Data was taken from the approved WFPs of the partner agencies. Data for DILG was not available during the writing of the report.
del Norte’s were nearly 1:1. In contrast, the Municipalities of Bongabong and Victoria committed more funds than the Project.

**Figure 9. AECID Funds vis-a-vis NGA Counterpart Funds**

![Bar Graph](image)

*Source files: Approved WFPs of NGAs*

**Figure 10. Project Funds vis-a-vis LGU Counterpart Funds**

![Bar Graph](image)

*Source files: Approved WFPs of LGUs for Year 1 and Year 2*
Project efficiency was also analyzed through the use of project funds for institutional strengthening was also reviewed by obtaining the per capita cost for every person trained by the LGUs. The review showed that some LGUs were more efficient in conducting training than others. The cost of training per person ranged from a low of Php1,345.65 (Malinao) to a high of Php6,958.67 (Alabel) (Figure 11). The average cost for all LGUs is Php4,248.94. The number of persons trained vis-à-vis the per capita cost of training is shown in Figure 12.

**Figure 11. Per Capita Cost of LGU-Implemented Training Programs**
4.4. Assessment of Sustainability

The sustainability of the project outcomes is assessed as likely, i.e., there is a high chance for the project’s outputs to be continued by the project implementers even beyond the project life.

The MCW is a law and thus, all government agencies at the national and local levels are obligated to implement it. Coupled with the law mandating the use of the 5 percent GAD budget, the implementation of the MCW is highly sustainable. Another factor is the COA. Government agencies/institutions that do not comply with the submission of GAD plans and budgets are now monitored by COA and non-compliance results in the issuance of a COA Audit Memo.

Moreover, the Philippine Commission on Women, as the Implementing Agency, has shown strong commitment to take forward the project-initiated measures on the M&E of MCW. On the monitoring aspect, PCW sourced the additional funding needed to enhance the Gender Mainstreaming Monitoring System (GMMS) after the project completed its pilot-testing. PCW has also issued PCW MC No. 2015-04 on the “Preparation and Online Submission of FY 2017 Gender and Development (GAD) Plans and Budgets and FY 2015 GAD Accomplishment Reports and Other Matters” and PCW MC No. 2015-06 on the “Clarification on the Process of Submission and Review of FY2017 Gender and Development (GAD) Plans
and Budgets and FY2015 GAD Accomplishment Reports”, both of which set the precedent for the continued use of the GMMS in the years beyond the project.

On the evaluation aspect, the structural limitations of PCW to review and endorse all the GPBs submitted through GMMS as well as the capacity limitations of internal agency reviewers of GPBs may put a dent in the gains derived from the dramatic increase in GPB submissions. It is also plausible that the utilization of the web-based GMMS and the NVAWDocS is hampered by problems experienced by system users particularly in LGUs in the periphery such as: slow and intermittent internet connection (especially in the municipalities); Hardware/Software incompatibilities (some computers in PG and LGUs are still low tech); Competency in the use of IT (some LGU personnel only know how to use Word; not comfortable with web-based submissions); and lingering technological aversions (among some NGA, SUC and LGU personnel).

Under Outcome 2, the sustainability of the use of the Checklist for Development Planning is cemented by the issuance of NEDA Office Circular No. 04-2015 on the “Harmonized Gender and Development Guidelines (HGDG) for Project Development, Implementation, Monitoring and Evaluation – Checklist on Development Planning”, amply preceded or succeeded by training on the use of the Checklist.

Sustainability is likewise boosted by the massive capacity development programs funded by the Project and attended by participants from NGAs, SUCs and LGUs. In particular, many of the implementing LGUs cite the vital contribution of the training and guidelines on the formulation of the GAD Plans and Budgets (JMC 2013-01 and its amendment).

Another factor for sustainability is the low cost of adoption for many of the LGUs. The strength of a mainstreaming strategy is that it does not attempt to “reinvent the wheel”. The implementation of the MCW, using a mainstreaming strategy, thus does not charge a high cost (i.e. in terms of behavioral and psychological changes) to the LGUs. Many of the activities and programs that the LGUs conducted under this Project were already being implemented before. The value-addition was the application of the gender lens, which the LGUs were not aware of before the project. Therefore, it was not hard to secure the commitment and buy-in of the LGUs.

Another sustainability factor is the high effective demand for capacity development (CAPDEV) on GAD, the MCW and the Gender Analysis (GA) not only from partner LGUs but also from non-partner LGUs. Some LGU personnel trained through the MCW Project have started to share their learning by conducting similar training programs to other municipalities and barangays that were not part of the Project.

Sustainability, however, is challenged by the impending changes in leadership at the local levels since there is likelihood that the LGU personnel or GAD champions/advocates trained by the project could be reassigned to other offices or new assignments. Moreover, the practice of repeating all issuances of appointments of GFPS at the PGs/LGUs annually especially with newly elected officers increases the chances of backsliding of the GFPS.
In terms of Outcome 3 or the establishment of Convergence Models, sustainability is high for some and low for others. For some Provincial Governments, convergence partnerships were sealed with MOAs/MOUs and the delineation of roles among the partners are well stated. Also, the women issue being tackled is clear-cut. For others, the convergence is still at an “understanding” phase. All the convergence partnerships forged through the Project can benefit from continuous nurturing even beyond the project especially since the promotion of entrepreneurship and advocacy on human rights takes considerable time to bear fruit.

5. Factors Affecting Project Performance

Several factors affected the overall effectiveness of the MCW Project in achieving its expected results, both positive and negative. These factors are discussed below.

5.1. Factors Contributing to Project Success

5.1.1. Presence of building blocks for gender mainstreaming

The fundamental elements to undertake gender mainstreaming and implement the Magna Carta of Women are well-defined and already present. In reality, many laws are never implemented because of the failure to identify the source of funding for its execution. This is not the case for the MCW. Every government agency has a source of fund for its GAD activities.

The implementation of the MCW is supported by the law on the use of the 5% GAD budget and other such policies (e.g. PCW MC No. 2011-01 Guidelines for the Creation, Strengthening, and Institutionalization of the Gender and Development (GAD) Focal Point System) on GAD and GM. The guidelines and analytical tools for gender analyses (e.g. HGDG, GMEF, Gerl Ka Ba) are available. The capacity development courses and programs (e.g. GST++) are developed. Many of the implementers already had some degree of knowledge and awareness on GAD and some, particularly those which benefitted from the Great Women Project already possessed high competencies on the MCW. Most of the project partners are ready and willing to participate in the Project. Even the NVAWDocS already existed as it was the output of a previous project.

The presence of these building blocks for gender mainstreaming was a big boost to the Project since it only needed to utilize what already existed and enhance those that needed to be improved. Thus, the Project only needed to act as an effective “conductor” to ensure that the “gender mainstreaming orchestra” produce perfect harmony.
5.1.2. Leadership and high commitment of NGAs and LGUs

One of the success factors of the Project is, without a doubt, the participation of the partner LGUs. For instance, the pilot-testing of the GMMS could not have been completed if not for the participation of the MCW Project’s partner LGUs as well as the GWP’s partner LGUs.

Moreover, for those NGAs and LGUs that performed well, leadership (as opposed to Leaders) was the critical success factor. The NGAs that successfully delivered their commitment to the project exhibited were underpinned by the leadership of the persons in charge, who are not necessarily the heads of the agency. This is also true for the successful LGU partners.

The Project would not have achieved any success without the buy-in and ownership of the project partner NGAs and LGUs. It is important to mention this because not all the partners exhibited high commitment to the attainment of the project outcomes.

5.1.3. Synergy between Provincial and Municipal Governments

The most successful implementers of the convergence model demonstrated synergistic relationships between the provincial government and the municipalities. The relationship is based on a mutual recognition of each one’s specific mandate and expertise. This synergy is very observable in the implementers WFPs, were the activities are also aligned with each other. This synergy not only takes advantage of expertise but also multiplies the positive effects of resources.

5.1.4. Presence of Full-time Project Manager

Project activities picked up when the Project finally hired its first consultant – project manager in September 2012. In 2013, the turnovers in Project Managers negatively affected implementation particularly in terms of the project’s ability to assess and mitigate risks encountered by the Project. In 2014, the Project implementation and performance picked up again when a new full-time PM joined in January. Moreover, project documentation and institutional memory building improved. Efforts to conduct analysis of project data and information was also started. This clearly shows that having a full-time project manager, executing the directions of the Project Steering Committee and overseeing the project operations of the partner agencies and LGUs contributes significantly to project success.

5.1.5. Financial Management

The handling of project funds by the Financial Team was considered one of the success factors since none of the partner implementers (both NGAs and LGUs) complained about any delays in the provision of financial resources caused by the Project. This meant that on the side of the PMO, implementers should be able to
readily implement their target activities because the resource support is available. The delays in the release of project funds were caused by non-compliance to requirements or the need to comply with government procedures.

5.2. Factors Hindering Project Success

The Project encountered many serious challenges that contributed to the delays in the implementation of many of its planned activities. Most of these challenges were known but others (such as the effect of Super Typhoon Yolanda) was not expected. Nevertheless, they affected the implementation of the Project.

5.2.1. Staffing the Project Management Office

Project implementation was also slowed down by problems associated with setting up the Project Management Office. For the first nine months of the implementation phase, PCW’s Deputy Executive Director of Operations served as concurrent Project Manager. This was a monumental task considering the regular workload of the Deputy Executive Director was not reduced in favor of heading the PMO. Project implementation was supposed to commence on December 2011 after the signing of agreement with AECID. However, the first Project Manager, together with all LACs, started working only in September 2012.

In reality, the first full operational month of the Project began in September 2012. Then the first few months were spent in setting up program, administrative and financial systems. Unfortunately, the Project experienced two other changes of Project Managers (PM) – in September 2013 and then again in January 2014.

One of the problems associated with the high turnover of PMs was that project documentation for the first two years did not keep up with implementation. Analysis of baseline data and project data was not given full attention. The preparation of complete and accurate accomplishment reports may also have been negatively affected.

5.2.2. Implementation delays due to 2013 Elections and Super Typhoon Yolanda

The year 2013 was an election year for local officials. Inevitably, the attention of the LGUs at the first half of 2013 was on the coming local elections in May. But after the elections, project implementation could still not proceed immediately. The newly elected local officials first needed to be installed in their offices before they would provide time to forge Memorandum of Agreements/Understanding with PCW for the MCW Project. Coupled with the long process of review and approval of the LGUs’ project Work and Financial Plans (WFPs), implementation continued to be delayed. The WFPs were only approved in the last quarter of 2013 and execution of the WFPs began shortly thereafter.
The changes in barangay officials due to the 2013 barangay elections also particularly affected the implementation of the NVAWDocs. The old officials who were initially oriented on the use of the system were replaced by new officials who were not familiar with the use of the NVAWDocs. This necessitated another round of orientation/training was needed to advocate for their use of the NVAWDocs to the new barangay officials.

The Project was also affected by COA requirements, which was unusually bloated by the occurrence of Super Typhoon Yolanda. As noted in the Project accomplishment report:

“As an administrative safeguard provided in the partnership agreement, release of the subsequent tranches is approved only when the previous fund releases are liquidated. As prescribed in the Memorandum of Agreement, the liquidation documents have to be verified or validated by the Resident Commission on Audit (COA) auditors of the LGU. For most LGUs, the verification/validation/audit by their Resident Auditors took a long time to complete and submit. Reasons cited were: huge volume of financial transactions that have to be audited by the COA and the rigor of administrative procedures within the LGU itself. To cite, the LGUs in Albay and Iloilo, which were hardly hit by Super Typhoon Yolanda, were recipients of substantial rehabilitation funds from Overseas Donor Agencies in addition to the augmentation they received from the national government and other local organizations. This added to the audit workload of their State Auditors, causing backlogs and delays in the submission of verified financial reports to support release of following tranches.”

Moreover, there were also some Provinces that were directly affected by the Super Typhoon such as Iloilo and Albay. These project implementers had to prioritize activities that responded to the disaster prior to focusing on the MCW Project activities.

5.2.3. Dispersed Project Focus

Because of the lack of clear baselines and targets, the Project was not well bounded. There were several activities undertaken by the project implementers that may have limited contributions to the project outcomes. One of the reasons for diffused activities may be because there was no overall (three-year project) performance targets identified at the start of the project. Targets were identified every year and thus the focus may have shifted depending on the current and most urgent need.

A diffused Project focus may have resulted in resources being spread too thin. For instance, the implementation of two IT-based solutions simultaneously may have
stretched the personnel resources of IRMD or may have contributed some delays in the implementation of one or both.

The Project’s focus could have benefitted from the installation of a good Monitoring and Evaluation System at the beginning of the Project. The documentation of project accomplishments could have been enriched by a good Monitoring and Evaluation Plan, well-thought of project measures and performance indicators and well-designed reporting templates.

5.2.4. Implementation delays due to stretched capacity of PCW and oversight agencies

As the Project is advocating for mainstreaming gender and development in the regular programs and projects of PCW, the oversight agencies and the partner LGUs, it was important that the personnel in these government entities were actively involved in the project’s activities because the entities are the object of institutional strengthening.

However, the Project narrative reports are replete with observations about the possibility indicate that the absorptive capacity of the project implementers, may have been stretched too far. These were also validated during the primary data gathering. An NGA, for instance, highlighted their own lack of personnel to attend to the various activities committed to the Project. The LGUs were able to cope with the additional activities committed to the project because of the engagement of the Local Area Coordinators. But the NGAs did not have the same mechanism to help them out.

The Project moved faster when a new Consultant – Project Manager was hired in 2014. This is testament to the importance of having a full-time PM in all development projects, mainly because a project is always time-bound. However, having a full-time PM does not negate the importance of having a counterpart (i.e., designated Project Director or Manager) within the Implementing Agency (PCW).

The capacity of PCW was also stretched and it was also faced with problems in completing the activities it committed to the project. Project reports cited “...the limited staff complement of the implementing divisions...” and “other urgent priorities of ..., the responsible division...”

5.3. Unintended Effects

5.3.1. Role of LACs in the Project and Provincial Offices

The strategy of using the LACs proved to be a two-edged sword. On the one hand, the LACs were able to facilitate the smoother implementation of the project activities there was a specific person in charge within the PLGU. This lessened the
burden for the GAD Focal person or the Project Focal Person. Also, the LACs became the presence of the PMO in the local areas, which meant that the partner implementers were constantly reminded of Project.

On the other, some of the LACs may have become too involved in the LGU activities so much so that it resulted in the diffusion of their attention especially when the LACs were also given other tasks by the Provincial Government. This is evidence by the variety of activities that were reported by the LACs. Almost all local activities that involved women were reported as project outputs. Generally for the advocacy on GAD this is a good development but for the Project, it is not.

After the MCW Project, two Provincial Governments hired their respective Local Area Coordinators to continue the implementation of their GAD programs. This is a very strategic decision for the PGs, which is similar to the strategy of the low hanging fruit. Since the LACs were already well qualified, well trained and experienced, tapping their expertise for the province would be greatly beneficial to the province.

5.3.2. Creation of a GAD Office in the Province of Albay

Another positive effect of the Project was that the increase in awareness and knowledge on the importance of the MCW motivated the Province of Albay to create its own Gender and Development (GAD) Office, with its own budget. The Province of Iloilo may be following soon.

The massive capacity building undertaken through the PCW-AECID project was highly credited by the GAD Focal Person for this development. Furthermore, the GAD Focal person has programmed the roll-out of training programs to other non-partner municipalities. In 2015, the GAD Office spearheaded the conduct of GAD training to 4 municipalities and the training of another 4 municipalities are in the pipeline in 2016. This is expected to continue until all the 15 municipalities and 3 cities Albay have been capacitated.

5.3.3. Spill Over Effects

There was very high positive spill over effects attributed to the capacity development initiatives of the Project. This means that in addition to directly capacitating the project implementers, the project indirectly trained non-implementers as well.

Majority of the PLGUs and MLGUs stated that because they were capacitated by Project, they were able to conduct capacity building programs on GAD and MCW for other municipalities and barangays that were not part of the Project. The roll-out training programs that they have been conducting are very much valued by the
recipients especially by those barangays whose 5 percent GAD budget is not sufficient for their needs. The Project reported that:

"Supposedly NEDA does not cover the [capacity building of the] LGUs. It is supposed to be DILG. But in some instances, there are [LGUs] that are given technical assistance such as Pasig [City]. We get to implement programs and projects if we have funding. So while NEDA can allocate funds for the purpose, [the MCW Project funding becomes] an additional funds for NEDA so we can use the resources of NEDA to support TAs like this. Granting also, [the TA] is within the mandate of NEDA as per Magna Carta of Women, we are also aligning the funding base with the mandate stated in the Magna Carta of Women."

–Allie Cortez, GAD Focal Person, NEDA
[translated from Filipino]

"At least 99 replication activities (mainly on core GAD capdev) initiated by partner provincial and municipal LGUs, and in 23 non-partner municipalities. (Initial capdev on gender mainstreaming through replication activities were the municipalities of Altavas and Tangalan in Aklan; the municipalities of Baccacay, Camalig, Guinobatan and Pio Duran in Albay; the municipalities of Tigbauaan, New Lucena, Leganes, Zarraga, Badiangan, Calinog, San Joaquin, Leon, and Sta. Barbara in Iloilo; the municipalities of Pola and Bansud in Or. Mindoro; the municipalities of Placer in SDN; the municipalities of Maasim, Malapatan, Glan, Maitum, and Kiamba in Sarangani.)"30

Another example is the experience of implementers in Iloilo who were able to provide training to non-project implementers such as: GST for Iloilo Coast Guards; GST, Gender Analysis and JMC orientation for Auditors; Sustainable Livelihood Program Training and Consultation on women entrepreneurship; GAD for 2 LGUs of Roxas and Capiz; GST for hospital staff; and GMMS training and rollout to non-pilot municipalities. The TOT on GET (Gender and Entrepreneurship Training) Ahead was also rolled out to other women entrepreneurs in from other municipalities. The GAD Office of Albay also reported that the conduct of GAD-related and MCW-related training programs (the training programs provided by the Project) have been integrated in their succeeding WFPs, targeting four municipalities every year.

Aside from the conduct of capacity development, the entire partner LGUs also noted that because of their higher level of understanding and skills on GAD and the MCW, they are slowly being able to mainstream GAD perspectives in their Comprehensive Development Plans, Executive-Legislative Agenda, Annual Investment Plans, Grassroots/BUB, GPB and other sectoral plans.

30 PMF as of March 2016
6. Conclusions and Way Forward

Overall, the Project’ accomplishments were significant. The Project achieved considerable gains in terms of its goal of increasing the capacity of relevant agencies (PCW, DILG, NEDA, CSC, CHED and selected LGUs) to implement, monitor and evaluate the Magna Carta of Women. In particular, the Project was effective in increasing the capacity of LGUs on how to implement the MCW and how to apply gender mainstreaming in their respective plans and programs. Through the numerous GAD capacity development initiatives, the Project has established a critical mass of GAD advocates at the local level, knowledgeable on the Magna Carta of Women and skilled in the preparation of GAD Plans and Budget. This includes not only the key personnel in the partner LGUs but also all the GAD Focal Persons in the SUCs trained through CHED as well as the NEDA Central and Regional officials capacitated on the application of the HGDG in GAD planning.

The adoption of building on existing gains by the MCW Project was a move in the right direction. The Project experienced many setbacks, Efficiency was challenged by several problems both programmatic and systemic, which made implementation very challenging.

The original Project design was sound and the causal link of outputs to outcomes was strong. However, the project traded some conventional project management norms in favor of flexibility and a learning stance in pursuit of a mainstreaming approach.

6.1. Lessons Learned

6.1.1. Project Development Framework—Theory of Change or Logic Model

Gender Mainstreaming is considered a cross-cutting theme or issue by many development practitioners, which makes implementing a project with GM more complex. There are several frameworks use to pursue a GM in a development project. For instance, Theory of Change advocates start by identifying a goal and then moves backward as they determine a most feasible pathway towards achieving that goal. The advocates of Logical Framework Analysis (LFA) start by identifying a development problem that it wants to eliminate or reduce, and then setting objectives to address the problem.

Whether it adopts a Theory of Change framework or a Logic Model framework, a project that includes gender mainstreaming precisely demand more not less innovative thinking, better project designs, and more creative solutions. To achieve this, there are many well-tested project development and management tools and techniques that can be applied. Also whichever framework is applied, the use of performance indicators and the need for setting performance targets to indicate measures of success remain vital.
6.1.2. On proposing IT-based solutions to development problems — the case of GMMS and NVAWDocs

The GMMS and the NVAWDocs are both IT solutions that proposed a shift from a manual system to an automated one in response to issues of efficiency. In the case of GMMS, the manual process (of submitting GPBs and GAD ARs) is mature and well-established. The efficiency issue being addressed was only at the end of PCW. The efficiency issues on the end of the system users, created as a result of the use of technology-based GMMS, were not well studied. Thus, while the efficiency issue on PCW’s end was solved; it created new issues on the part of the users.

In the case of NVAWDocs, the cost of adoption was even higher because the manual process was not yet well-established prior to automation. The success of the system also requires close coordination among different and diverse stakeholders, which necessitates creation of harmonious and synergistic relationships among these stakeholders. In this case, user orientations and training are not sufficient. Continuous follow through is essential.

The objectives of the GMMS and NVAWDocs are sound. However, while the hard component of M&E (i.e., IT infrastructure) was given full attention, the soft components were not given equal consideration such as how the GAD Plans would be analyzed, the impact on the process of submission, availability of technology at the local level, training of users at the local level, etc. Also, similar to the NVAWDocs, it might have been good to implement GMMS in phases so that different hard and soft issues can be nipped at the bud before they become national issues.

Thus, putting two small IT projects as sub-components of one project may have been too difficult.

6.1.3. On Baselines, Performance Indicators and Targets: Now and Three Years Hence

A famous quote says, “If you don’t know where you are going, any road will lead you there.” All successful projects begin with establishing clear baselines to draw the starting line of the project. Baseline information is needed for each of the partner agencies as well as for each of the implementing LGUs. Equally important is establishing baseline information about PCW’s M&E capacity prior to the start of the project interventions. This includes conduct training needs analyses of all intended recipients of capacity development programs.

The partner of baselines is targets. Once the starting point has been established, the end line is estimated based on sufficiency of resources, feasibility and scope of project interventions and time. Targets should be identified for the entire duration of the project (three years) and then broken down into annual targets. It should not be determined every start of the year because this practice is susceptible to
choosing subjective and accommodating targets, which weakens the Results Chain.

Without complete and accurate baselines and targets, judgements on project performance will be difficult to make and will mostly be subjective. Thus, no project should be implemented without having complete and accurate baselines and targets.

It is important to note that at the beginning of project implementation, (from November 2012 to March 2013), the Project funded the conduct of training-workshops on the “How to” of Gender Analyses. During these workshops, the participants from 15 LGUs (4 Provincial Governments and 11 municipalities) applied gender analysis tools to assess the level of gender responsiveness of their respective PPAs. During this period, the Project was just starting. Thus, the results of the workshop (i.e., the identified gaps or the level of gender unresponsiveness) could have served as baselines and could have served as a means to identify targets (e.g., increase level of gender responsiveness from baseline to one level higher) included in the Project WFPs of the LGUs.

The absence of baselines would certainly make it difficult for any Evaluation Team to determine the effectiveness of Project interventions and to assess whether the observed outcomes were attributable to the MCW Project or confounding effects.

6.1.4. On Selecting Project Partners: The Office is as Important as the Agency/LGU

What made CHED and NEDA effective? Their project activities were focused directly towards addressing their mandates (albeit narrowly) as outlined in the MCW. They were clear about their MCW roles, they were clear about their objectives and their activities were aligned with the objectives. There were no excess activities to distract them.

In contrast, the Office in CSC implementing the Project noted that they were not the right Office to execute the CSC mandate under the MCW because they are concerned with the internal employees of CSC. There was great appreciation from the CSC partner implementers on the resources and the capacity building programs provided by the Project. Completing a model Succession Plan that is gender responsive is a move in the right direction for the Agency. However, it would seem that their accomplishments may not have been significant enough to move them closer to the execution of their MCW mandate. The Project activities could have been greatly enhanced by getting the perspectives of the different HRs of other agencies as still would mean starting the process of buy-in and commitment building towards genderizing the succession process in the bureaucracy.

31 Source: Database – PCW AECID Project
32 Iloilo Province conducted its GA workshop in the 3rd quarter of 2014 while Province of Saranggani and the Municipality Bongabong did not conduct the respective Gender Analysis workshops.
Similarly, the Office in partner DILG emphasized their inadequate capacity to implement the planned activities due to the volume of their workload. DILG has a broad role in the implementation of MCW such as conduct of Trainers’ Training on VAW, development of GAD materials, and development of a DILG M&E framework. It was raised that perhaps putting all the responsibility under one Office was too much.

On the part of the LGUs, it was noted that LGUs have different priorities and/or focus in their areas. The Project experience has shown that strategically selecting implementers from the Planning Office creates higher multiplier effect as plans that are not gender responsive can be returned to the originating office for enhancement.

The Project experience also showed some problems with absorptive capacity of PCW and some NGAs in terms of implementing additional projects. Thus, the involvement of the prospective implementing Offices should be started as early as possible, maybe even before the formal approval of their respective heads of agencies. This is to ensure that once the head of agency commits, the people at the front line will deliver.

Thus, selecting the right project partner, not only in terms of the Agency but in terms of the right Office within an agency, may spell the difference between project failure and success.

6.1.5. On the Effectiveness of the LACs: The Project’s X Factor

The hiring of Local Area Coordinators at the LGU was a very effective strategy that contributed to the success of project implementation at the local level. The presence of the LACs in the LGUs enhanced the presence of PCW and provided means of open communication. When one of the LACs resigned, it significantly affected the performance of the partner LGU. Putting LACs as part of the Project should be continued but strategies should be put in place to make sure that the LACs focus on project activities and not LGU activities in general.

6.1.6. On Fund Management: To download or not to download

Although the entire partner LGUs agreed that there were no problems in terms of funding support from the Project’s end, many of the LGUs experienced delays due to bureaucratic procedures such as releasing of next tranche of project funds can only be done once the partner LGU has submitted an audited financial statement. Some NGAs and LGUs have also experienced delays caused by procurement requirements. Downloading funds to LGUs does have advantages such as increasing the LGU’s commitment to undertake activities because they have to account for the funds. However, further distillation of comparing the advantages of downloading funds or not should be undertaken. At the very least, it should not be automatic but it could be done on a case to case basis.
6.2. Recommendations

To sustain project gains, the following are recommended:

1. **For PCW to continue to strengthen the GFPS and GPB Reviewers in NGAs and LGUs**

   During project implementation, most of the GAD TWGs reported that they meet regularly (monthly) and that they actively participate in different GAD-related activities. However, a few of them also admitted that after the project, the regular meetings have become less (quarterly) and that the participation of some members has somewhat tapered off. Although PCW has in the past organized various activities to engage and sustain the interest and commitment of the GFPS, the MCW Project served as a very effective stimulus to heighten the enthusiasm, passion and creativity of the GFPS.

   The challenge therefore is how to sustain this stimulus. It is clear that the LGUs are under the supervision of DILG and PCW’s role is primarily to decide and plan the appropriate capacity building activities that the GFPS in P/MLGUs should pursue. **Thus, it is recommended that PCW continue to serve as a stimulus in improving the performance of the GAD Excoms and GAD TWGs in the partner NGAs and LGUs.** This can be done through:

   1.1. Continuous monitoring of the GAD TWGs and asking the NGAs and LGUs to submit separate reports on the completed activities and progress of the GAD Excoms and GAD TWGs. Instead of separate reports, this can also be an addendum to the annual GAD Accomplishment Reports.

   1.2. Relative to 1.1, PCW should also be able to clarify actual MCW and GAD indicators so that the GFPS would be clear as to how the success of GFPS are being measured.

   1.3. PCW could also encourage the GAD Excoms and GAD TWGs members, who were trained to be members of the National GAD Resource Pool (NGRP), to acquire PCW certification in order to increase their motivation and commitments.

   1.4. PCW can organize a Community of Practice of GFPS. It can hold annual GFPS Conferences/Assembly at the national or regional level so that the GFPS members can share and exchange experiences.

   1.5. PCW could also assist NGAs and LGUs to further develop localized guidelines on the review of GAD Plan and Budget and GAD Accomplishment Reports and the role of reviewers relative to their mandates and relevant gender issues of their sector.
1.6. Lastly, PCW could also continue to build the competencies of GPB reviewers in NGAs in reviewing the Agencies’ GPBs. As the NGA GPB reviewers gradually become highly capable, they would eventually reduce the workload of PCW in reviewing and monitoring GPBs and in promoting the use of the GMMS.

2. For PCW to advocate for the creation of the Position of GAD Specialist in every government Agency and LGU and formulation of a GAD Specialist Competency Standards to inform this position

In 2013, during an assembly of about 300 GFPS members, a representative from COA recommended the creation of a GAD Specialist plantilla position. This recommendation was accepted by PCW and a feasibility study of its merits was supposed to be prepared by PCW and submitted to the PCW Board. For some reasons, the study has not been followed through.

The need for a GAD Specialist plantilla position was again highlighted because of the experience of the PCW-AECID Project. In this Project, the hiring of the Local Area Coordinators in each of the partner provinces was one of the success factors that can and should be replicated in every project that PCW implements. This strategy is being recommended not only for the LGUs but also for the NGAs. This, however, is a short-term strategy.

A long-term version of this strategy is to advocate the creation of the position of GAD Specialist or GAD Officers as a plantilla item in every NGA, PG and LGU. It is recommended that PCW advocate for the creation of a GAD Specialist, embedded within each NGA, PG and LGU (assigned at the Office of the Head Agency or LCE). Being an organic member of the organization, the GAD Specialist will have a higher chance to “genderize” the organization at a much faster rate especially if the position is equivalent to a Chief or a Director. This recommendation is also more aligned with the strategy of gender mainstreaming since the change agent will already be embedded in the organization. It is further recommended that PCW start this initiative by conducting a research study to identify different models of successful GAD Specialists in different government agencies.

In connection with the creation of a GAD Specialist and to avoid the politicization of the position of GAD Specialist, it is recommended that PCW explore partnerships with the concerned government agencies (such as CSC or TESDA) to initiate the development of a GAD Specialist Competency Standards, which is a map of the knowledge, skills and attitudes that the GAD Specialist must possess. This means the person occupying this position will have to undergo a series of capacity development programs and have experience in implementing GAD programs to qualify for the position. It is further recommended that the said partnership explore the possibility of having a Certification for GAD Specialists accompany the Competency Standards.
3. For NGAs and Provincial and Municipal Governments to formulate Strategic or long-term GAD Plan and Budgets

Conceptually, each GAD Plan and Budget is underpinned by a comprehensive analysis of the gender/women issue that is relevant to the organization, which may be sectoral, institutional or geographical. In all likelihood, the gender/women issue cannot be easily eliminated or reduced since all development issues require long-term and sustained interventions. It would seem that there is a dissonance between addressing a long-term issue and preparing one-year action plans to address such issues. Even the Gender Analyses undertaken during the project would have identified gender-related capacity gaps in the organizations that cannot be corrected in the short term. GAD concerns are expected to be mainstreamed in the each of the CDP-ELA of LGUs and the setting up of GAD Agenda in LGUs is already mandated. However, in practice this is not followed religious because of several factors, one of which is the lack of capacity of the LGUs to do this.

Thus, it is recommended that instead of preparing one-year GAD Plans and Budgets, NGAs/LGUs should prepare strategic (3 or 6 years, depending on how long the women development issue is expected to be eradicated or significantly reduced) GAD Plans and Budgets. Then the overall targets in the Strategic Plan can be broken down into annual targets, and these annual operational plans are the ones submitted to PCW as the annual GAD Plans and Budgets.

On the other hand, capacity takes time to build. It is thus further recommended that PCW initiate partnerships to develop Technical Assistance packages for developing long-term GAD agenda in LGUs and NGAs.

Having a Strategic GAD Plan and Budget, instead of an annual GPB, would sharpen the focus of the GAD interventions and would also discourage the conduct of spur of the moment activities or nice to conduct activities that have none or minimal contributions to elimination of the critical women issues in the province or municipality.

4. For LGUs to undergo Capacity Development on Project Development and Management

The LGUs’ achievements under the MCW Project could be multiplied with proper application of appropriate project development and management concepts, principles and tools. For example, identifying a project’s critical path (or what the GWP Evaluation referred to as the proper sequencing of activities) is one of the strategies used to reduce schedule overruns or delays even those caused by national elections. The delays caused by the holding of national elections in the Philippines could also have been minimized if the critical path was identified since the elections are recurring activities and therefore, interventions can be programmed around it.
The Project has witnessed the effect of providing massive capacity building on GAD and MCW. It is a great multiplier effect as the increased knowledge and skills are immediately shared with other duty bearers. But this capacity building is focused more on content. Capacity building on Project Development and Management will focus more on form. Massive training on Project Development and Management is likewise expected to increase the benefits derived from project interventions as a systematic approach is expected to lessen leakages of resources and benefits targeting can be improved.

It is recommended that LGUs undergo training on Project Development and Management and if possible. It is further recommended that PCW issue a policy statement on the inclusion of project development and management in the capdev program/WFPs of LGUs.

5. Case Documentation of LGU experiences in the setting up of Convergence Models

Although not all the Convergence Models established through the Project has achieved a significant level of success, lessons can be distilled from each one. It is thus recommended that documentation of LGU experiences in the setting up of Convergence Models should be undertaken and converting them into cases. The documentation should not only note the success, which is the ones usually reported in accomplishment reports but should also note the difficulties and hindrances that were overcome or that are still threatening sustainability. Then a comparative analysis of the six models should be done to generate lessons that can aid replication or scaling up of similar interventions.

It is further recommended that a consultant be engaged who has the competency to design the framework of the case and conduct the case research. If desired, instead of the consultant writing the cases, he/she can mentor the GAD Focal Persons in each of the LGUs in the writing of the cases on convergence models that there is some sense of technology transfer.

For Future Projects, the following are recommended:

6. For PCW to Strengthen Project Design and Development

PCW has had a wide range of experience in project development and management in the past decades. Each project is certainly rich in insights and lessons but project documents need to be processed and analyzed. Thus, it is recommended that future projects should strengthen Project Design and Development phase through the following strategies:

6.1. Conduct of workshop on Project Design and Development (which includes the development of project logframe, identification of quantitative and qualitative indicators and targets) facilitated by qualified consultant project developers. All
potential stakeholders must be asked to take part in project designing and development. Not only does it increase ownership and buy-in, it also increases the likelihood that potential problems can already be surfaces and addressed. A good project planning goes a long way in ensuring the success of a project. The workshop on project design and development would be greatly enhanced by a review of the lessons and insights learned from previous projects.

6.2. It is further recommended that all future projects should identify overall targets (3 or 5 year targets) that are then broken down into annual targets. Annual targets are more appropriate for program but targeting should not be done annually for project because it weakens the Results Chain.

6.3. It is recommended that the critical path (or sequence of project activities) of projects be determined prior to implementation to clearly identify the sequence of activities that would result in the delivery of more benefits. For instance, as part of baseline setting, the conduct of Training Needs Analyses should be a prerequisite prior to the conduct of CapDev Programs so that the results of the TNA can be used to design customized Training Programs for the intended participants. This can also be outsourced to capable consultants. Thus, the conduct of TNAs is also recommended.

6.4. It is recommended that project focus be tightened and sharpened. More activities and outputs do not necessarily make a project more effective. It makes a project more complicated. Instead, project focus should be sharpened to make sure that only activities that contribute to the project's outcomes are implemented. Add-on project outputs and activities, especially mid-stream, should be carefully reviewed and assessed to determine their causal links to the project outcomes.

6.5. It is recommended that each Project Partner implementer should be required to craft their respective logframes (sub-projects) that is linked to the main Project logframe. This can help the partner implementers to understand their contributions to the main project as well as their own measures of success.

6.6. It is recommended that PCW improve the Knowledge Management component of all projects i.e., improve documentation of lessons learned so that it can be uploaded to the PCW website.

7. For Project Designers (PCW and AECID) to improve QUANTITATIVE INDICATORS and increase number of QUALITATIVE INDICATORS in its Project Logframe

As pointed out in the previous sections, gender and development is a cross-cutting development theme and gender mainstreaming becomes successful only when GAD is fully embedded in existing plans, programs and projects instead of being stand alone. Thus, performance indicators for gender mainstreaming projects should be more
innovative and creative and go beyond what usual projects use as measures of success. The enhancing of quantitative indicators must be given more attention.

Corollary to this, gender mainstreaming requires changes in perspectives and mindsets and these changes cannot easily be quantified unless these are translated into proxy indicators. Thus, it is recommended that more qualitative performance indicators should be included in the project design to measure such changes. Qualitative indicators should be placed in the project logframe and should have appropriate targets too.

8. **For AECID to provide Technical Assistance on Project Designing and Development and Appraisal**

It is recommended that AECID provide a smaller grant prior to the actual project grant for the purpose of engaging short-term Consultants to facilitate project designing and development (perhaps within a six-month timeframe), including the development of baselines prior to full project implementation. This grant is a small price to pay for increasing the likelihood of project success. This additional step increases the chances of coming up with better project designs including a logical project logframe, strong results chain and better performance indicators.

Before approving and funding a Project, it is recommended that AECID engage a Consultant to conduct an objective appraisal of a proposed project to test the soundness of the design, verify the causal links of the results chain, check performance indicators and assess feasibility of activities. Project Appraisal is the third stage of the Project Cycle, which means that it is a critical step in ensuring project success. Project Appraisal should be done even if a project is just an extension or a second phase. Investment in project appraisal is a small cost compared to investing money to activities that do not contribute to project outcomes.

9. **Critical Selection of Project Partners for MCW Implementation**

The willingness, availability and cooperation of key stakeholders in the implementation of the MCW vary. These factors are undeniably difficult to control for. This is underscored by DBM’s disagreement to be part of the project even though it is a very critical agency for the implementation of the MCW. One possible way to increase ownership of partners is to include them at the earliest stage of project development as possible even if it is only first in the consultations.

Thus it is recommended that selecting project partners should be matched with the intended interventions. This could have been achieved with a proper situational/baseline analysis of prospective partners.

The Chief of the PPDO or the MPDO is the strategic position of the designated GAD Focal Person in a province or municipality because the review of plans and budget is inherent in their functions and therefore reviewing the GPBs requires minimum add-on
responsibilities to them. It would only require the use of the GAD lens. It is thus recommended that, in the absence of a dedicated GAD Office, the designation of a GAD Focal Person should come from the PPDO or MPDO.

10. **For Project Proponents to Strengthen Project Management**

For the duration of the project implementation, the Project had three Program Managers. Moreover, the PMO has experienced several difficulties in hiring consultants to undertake activities for the Project. These problems that affect efficiency of project can be avoided with an alternative strategy.

One recommendation for future projects is to explore the **possibility of outsourcing Project Management to capable institutions** instead of simply hiring/organizing project staff. This has obvious advantages. This would eliminate the problem of high turnover of Project Managers and other project staff. At the same time, the Project would have access to a wider range of expertise on Project Management, who can also provide nurturing interventions (e.g., mentoring, help desk) to the project implementers. In many development projects, mentoring has been a very effective strategy. On the downside, it would increase administrative and management cost. However, the trade-off between the two should be carefully weighed against potential success.

In the Great Women Project, “PCW organic staff from all divisions provided 30% of their time to GWP except for the Monitoring and Evaluation Division staff who provided 70% of their time.”33 There was no such arrangement for the MCW Project. Considering that the MCW Project focused on M&E, active involvement of the MED and not only the IRMD, would have benefitted the Project considerably. If outsourcing of project management is not attractive, it is recommended that PCW issue specific policy guidance and formulate clear guidelines as to the involvement of PCW staff in terms of time, effort and performance assessment.

11. **For Project Proponents to couple IT-based Solutions with Change Management interventions**

Any development projects that offer IT-solutions must always be accompanied by change management interventions to smoothen the transition from manual to automation. Change management activities do not only include user training. It should likewise include consultations with intended users, mapping out the process flows, forms development and setting up a system of incentives for intended users to shift behaviors and use the systems.

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33 GWP Evaluation Report
12. For PCW to Develop a Compendium of Indicators for Monitoring and Evaluating GAD Programs and Projects

It is recommended that PCW formulate a compendium or a menu of performance indicators that can be used to measure the success of GAD-related programs or projects. While there are already existing sector indicators such as those in the WEDGE 2012-2016, these would benefit from enhancements. The choice of appropriate indicators will vary according to project goals and objectives; costs and feasibility associated with data collection; and usefulness for policies, etc. The Compendium can serve as a sourcebook for other government agencies and units when preparing their annual GAD Plans and Budgets.

The compendium can also facilitate smoother consolidation of the voluminous GPBs that PCW reviews annually.

To strengthen monitoring and evaluation of the MCW:

13. For PCW to Formulate a long-term (10 or 15 years) Strategic Plan for the MCW

It is recommended that PCW formulate its own long-term (10 or 15 years) Strategic Plan that will clearly guide how the MCW would be attained or at which it can said that the MCW has been effectively executed. This can be viewed as the expanded M&E Framework on MCW developed through the MCW Project.

The MCW Strategic Plan should clearly identify the baselines, periodic (such as 3-year) targets and strategies to attain these targets. Then all future projects or activities directly related to the MCW should be aligned with this long term direction. One key item that should be included in the Plan is the identification of which data should be collected by which Agency and at what frequency. The Strategic Plan can also be linked to the use of the GMMS.

The MCW Strategic Plan should be formulated with all the oversight NGAs and government entities mentioned in the MCW law. Just as PCW monitors and assesses the implementation of international conventions such as the Beijing Platform for Action, the MCW Strategic Plan can be the national equivalent of the convention in addition to being an M&E framework.
Section 3

7. Management Response