



REPUBLIC OF THE PHILIPPINES

NATIONAL ECONOMIC AND DEVELOPMENT AUTHORITY

# The Philippines' National Evaluation Policy Framework, Evaluation Practice, Challenges and Prospects

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# Outline of the Presentation



**A**

**The National Evaluation Policy Framework (NEPF)**

**B**

**Initiatives to Strengthen the Evaluation Culture**

**C**

**Utilization of Evaluation Results**

**D**

**Challenges**

**E**

**Prospects**



NEDA and the Department of Budget and Management developed a national evaluation policy framework, through Joint Memo Circular 2015-01, signed 15 July 2015, for the **purposive conduct of evaluations in the public sector** in support of good governance, transparency, accountability and evidence-based decision-making.

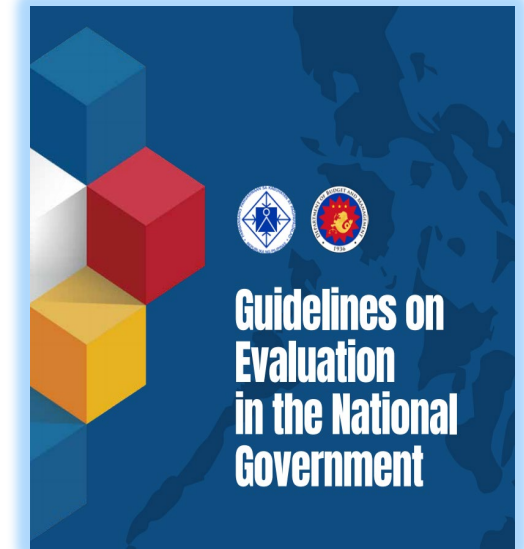


The NEPF requires the government agencies to:

- (a) Prepare rolling six-year evaluation agendas,
- (b) Submit evaluation plans with their program/project proposals,
- (c) Provide adequate response on findings,
- (d) Use evaluation results for planning and programming, and
- (e) Set up neutral and capable evaluation units.



The **Evaluation Task Force (ETF)** shall develop a National Evaluation Agenda which spells out the evaluations to be which focused on **themes, sectors, or programs** that concern multiple agencies; **meta-evaluations of evaluations** conducted by implementing agencies and other entities; and on **specific priority programs** that are critical to the success of the Philippine Development Plan (PDP), and the Public Investment Plan (PIP). **NEDA shall provide Interim Secretariat support.**



**Link to the NEPF Guidelines:**  
<https://nep.neda.gov.ph/guidelines>

# Contents of the NEPF Guidelines



## INTRODUCTION

- 1.1 What is an evaluation?
- 1.2 Why evaluate?
- 1.3 Evaluation in the context of government's drive towards results
- 1.4 Evaluation, development planning, and investment programming
- 1.5 Evaluation and the budget cycle
- 1.6 Evaluation principles, norms, and standards
- 1.7 Applicability of guidelines
- 1.8 Overview of the evaluation process

## INSTITUTIONAL RESPONSIBILITIES

- 2.1 Implementing Agencies
- 2.2 Evaluation Task Force and Secretariat

## INITIATING AN EVALUATION

- 3.1 Developing an agency evaluation agenda
- 3.2. Developing an evaluation plan
- 3.3 Assessing evaluability
- 3.4 Evaluations vs. internal assessments
- 3.5 Stakeholder engagement

## PREPARING AN EVALUATION

- 4.1 Program objectives and intended outcomes
- 4.2 Evaluation objectives
- 4.3 Evaluation methods
- 4.4 Risk identification and assessment
- 4.5 Financial and human resource requirements

## IMPLEMENTING EVALUATIONS

- 5.1 Evaluation governance arrangements
- 5.2 Managing risks
- 5.3 Ethical behavior
- 5.4 Evaluation reporting

## UTILIZING EVALUATIONS

- 6.1 Management response
- 6.2 Communication and dissemination
- 6.3 Planning for the next evaluation

## QUALITY ASSURANCE

- TOR
- Inception Report
- Evaluation Structure, Methodology, and Data Sources
- Findings, Conclusions and Recommendations

## The Monitoring and Evaluation (M&E) Fund

**Supports NEDA Key Result Areas on the National Development Monitoring and Evaluation Program through the conduct of evaluation studies and capacity building activities**

- Aims to strengthen evaluation implementation and management capacities in NEDA and the implementing agencies
- Seeks to enhance capacities in government on engaging the public in monitoring and evaluation of priority programs and projects

## I. NEDA-led track

- NEDA-initiated evaluation activities (conduct and management of studies and capacity building activities)
- Procurement guided by GPRA & IRR / RA 9184, NEDA Central/Regional Office BACs
- NEDA-Monitoring and Evaluation Staff as Secretariat
- Approving body is the M&E Fund Steering Committee

## II. NEDA-UNDP Strategic M&E Project

- Partnership Agreement with UNDP (since 2018)
- M&E Funds transferred to UNDP to commission thematic evaluation studies, capacity building activities, advisory services, and M&E systems
- NEDA-Monitoring and Evaluation Staff as Evaluation Manager
- Procurement guided by the UNDP Procurement Policies and Procedures
- Approving body is the Strategic M&E Project Board (co-chaired by NEDA and UNDP)

## COMPLETED NEDA-COMMISSIONED STUDIES

**1**

Impact Evaluation of the Diversified Farm Income and Farm Management Project/  
**NRO VI**

**2**

Impact Evaluation of the Camiguin Coastal Resource Management Project/  
**NRO X**

**3**

Impact Assessment of the National Shelter Program/  
**SDS**

**4**

Impact Evaluation of the Rural Road Network Development Project/  
**MES**

**5**

Impact Evaluation of the Light Rail Transit Line 2/  
**MES**

**6**

Impact Evaluation of the Cervantes-Mankayan-Abatan Road Project/  
**NRO- CAR**

**7**

Impact Evaluation of Marikina-Infanta Road/  
**NRO IV-A**

**8**

Impact Evaluation Study of LISCOP Project in CALABARZON /  
**NRO IV-A**

**9**

Impact Evaluation of the Agrarian Reform Infrastructure Support Project in Eastern Visayas (ARISP)/  
**NRO VIII**

**10**

Impact Evaluation of the Agri-Pinoy Livestock Program in Samar/  
**NRO VIII**

**11**

Impact Assessment of the Lower Agusan Development Project (Flood Control Component)/  
**NRO- Caraga**

**12**

Impact Evaluation of the Batangas Port Development Project Phase II/  
**NRO IV-A**

**13**

Impact Evaluation of Awang-Upi Lebak-Kalamansig Palimbang Sarangani Road/  
**NRO XII**

**14**

Impact Evaluation of the Subic-Clark-Tarlac-Expressway (SCTEX) Project/  
**NRO III**

**15**

Ex-post Evaluation of the Angat Water Utilization and Aqueduct Improvement Project Phase II/  
**MES**

**16**

Ex-post Evaluation of the Agno River Integrated Irrigation Project/  
**MES**

**17**

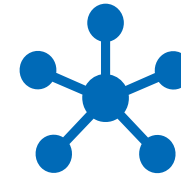
Ex-post Evaluation of the Agrarian Reform Communities Project Phase II/  
**MES**

Primarily aims to strengthen the M&E capacities of the national government to support the achievement of the Philippine Development Plan (PDP) as well as the Sustainable Development Goals (SDGs) through evidence-based decision-making

## Commissioning Evaluations



- Roster of evaluators established
- 9 thematic evaluations commissioned
  - 5 completed studies (ARTA, PPAN, PAMANA, MSME, and CCA)
  - 4 ongoing studies (ECCD, AWA, DLM, and Mandanas study)



## Advisory Services

- NEPF guidelines formulated
- National Evaluation Portal developed
- M&E Forum held in 2018 and 2019
- Community of Practice revitalized
- Monthly M&E Webinar Series in 2021 (February to December)
- Crafting of National Evaluation Agenda & Toolkit



## Capacity Development

- 8 agencies supported to implement the NEPF guidelines through evaluability assessment and training
- Development of Capacity Development Plan conducted
- Crafting of Competency Framework for Public Sector M&E



## Management Information Systems

- Programs and Projects Monitoring System developed
- Matching Algorithm between NEDA-DBM databases conducted



## COMPLETED NEDA-UNDP COMMISSIONED STUDIES

1

Assessment of the Implementation of the Anti-Red Tape Act (ARTA) Policy of 2007: Efficiency, Effectiveness, and Relevance Towards the Expanded ARTA of Ease of Doing Business (EODB) Act Implementation

2

Evaluation of the Payapa at Masaganang Pamayanan (PAMANA) Program

3

Formative Evaluation of the Philippine Plan of Action for Nutrition (PPAN) 2017-2022

4

Evaluability Assessment of Micro, Small, and Medium Enterprises Development Plan (MSMEDP) and Its Priority Programs with a Process Evaluation of Government Support

5

Evaluation of the National Climate Change Action Plan (NCCAP) with Focus on the Food Security Pillar

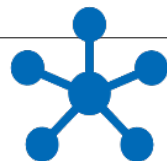
## ONGOING NEDA-UNDP COMMISSIONED STUDIES

**1** Evaluation of the National Early Childhood Care Development Program (ECCD) Program

**2** Evaluation of the Implementation of the Policy on Alternative Work Arrangements in Selected Government Agencies and Local Government Units (LGUs) in the National Capital Region (NCR)

**3** Assessment of Readiness of Select LGUs for the Implementation of the Mandanas Ruling

**4** Evaluation of the Implementation of the Department of Education's Distance Learning Modalities (DLM) during COVID-19 Pandemic



## Advisory Services for the National Evaluation Policy Framework: M&E Network Webinar Series 2021

Date	Title	Speakers/ Panelists
24 February 2021	<b>Revisiting Fundamentals of M&amp;E in the New Normal</b>	Mr. Roi Avena (UNFPA) and Dir. Nassreena Sampaco-Baddiri (IPA)
30 March 2021	<b>Conducting Evaluability Assessments and Crafting Evaluation Agendas</b>	Ms. Meg Battle (IDinsight, Inc.), Dr. Socorro Santos (DOH), Dr. Maria Sheilah Napalang (DOTr), and Mr. Donn Bertis (DA)
28 April 2021	<b>Commissioning and Managing Evaluations</b>	Dir. Violeta Corpus (NEDA), Mr. Christian Deloria (DSWD), and Ms. Marian Valera-Co (UNDP)
26 May 2021	<b>Communicating Evaluation Results</b>	Leonora Aquino Gonzales (UP) and Emmanuel Jimenez (3ie)
30 June 2021	<b>Monitoring and Evaluation Systems</b>	Rey Macalindong (USAID Opportunity 2.0 Programme), Dir. Violeta Corpus (NEDA), Dr. Socorro Santos (DOH), Ms. Alethea de Guzman (DOH), and Ms. Marilyn Platero (DA)
28 July 2021	<b>Participatory M&amp;E</b>	Ms. Angelita Gregorio-Medel (ANSA-EAP), Ms. Vivien Suerte-Cortez (OGP), and Ms. Marilyn Platero (DA)
25 August 2021	<b>Data Collection and Analysis (Quantitative Methods)</b>	Dr. Josefina Almeda (PSRTI) and Dr. Aniceto Orbeta (PIDS)
29 September 2021	<b>Data Collection and Analysis (Qualitative Methods)</b>	Dr. Josefina Almeda (PSRTI) and Dr. Mary Racelis (ADMU)
27 October 2021	<b>Mixed Methods and Technology-enabled Data Gathering</b>	Dr. Enrique Lozari (PMES) and Dr. Reinabelle Reyes (UNDP)
24 November 2021	<b>Data Visualization and Advocacy for Evidence-based Policy and Decision-making</b>	Dr. Erika Fille T. Legara, Ph.D. (AIM)
20 December 2021	<b>Year-end Session for the M&amp;E Community of Practice</b>	Mr. Alan Fox (UNDP-IEO), Ms. Ana Erika Lareza (APEA), and Mr. Xavier Foulquier (UNICEF)



The **PWP** aims to enhance the effectiveness of programs by:

- (a) producing actionable, evidence-based findings from impact evaluations; and
- (b) building interest and capacity for evidence-based by supporting policymakers
- (c) prioritize and articulate their needs for evidence and research.



The PWP is an Australian Department of Foreign Affairs and Trade (DFAT) facility being administered through the International Initiative for Impact Evaluation (3ie) supporting evaluation of programs implemented by government and carries out capacity-building wherein NEDA serves as the focal agency.

## PWP Phase One (2014-2020)

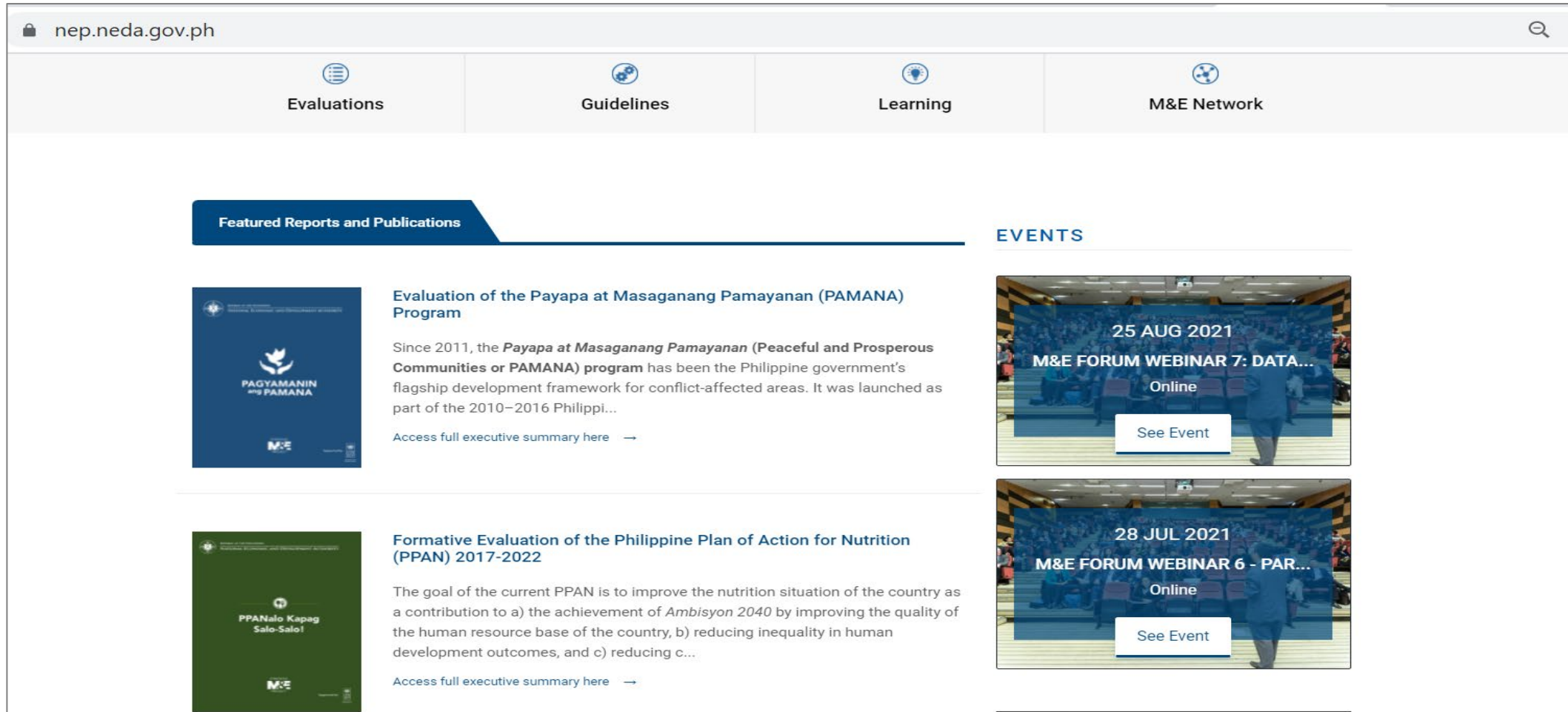
- ❑ Supported through Au\$2,800,000.00 (or US\$1.88 million); implemented from 2014 to 2020. PWP 1 Supported the evaluation of the following **priority programs**:
  - Special Program for the Employment of Students of the Department of Labor
  - Sustainable Livelihood Program of the Department of Social Welfare and Development
  - Small Claims Procedure and e-Court Program of the Supreme Court of the Philippines (SC)
  - Continuous Trial Program (SC)
- ❑ Under the program's **capacity-building component**, the ff. activities were carried out:
  - Training Course on Impact Evaluation or CLEAR IE
  - Joint NEDA-3ie Workshop on Conducting and Managing Real-World Evaluations
- ❑ Supported NEDA's participation in **high-level policy forum and participating in conferences**

## PWP Phase Two (2020 to 2023)

<b>Description</b>	<p>The following are line-up of activities for PWP 2 (total grant amount: Au\$ 3 million or PHP 112.67million):</p> <ul style="list-style-type: none"><li>(a) Demand generation workshops</li><li>(b) Three (3) impact evaluation studies</li><li>(c) Policy influence clinic</li><li>(d) Evaluation capacity development activities</li><li>(e) Systematic review/synthesis research on priority topic by government</li></ul>
<b>Progress</b>	<ul style="list-style-type: none"><li><input type="checkbox"/> Priority programs proposed for evaluation:<ul style="list-style-type: none"><li>○ Kadiwa ni Ani at Kita Program (DA)</li><li>○ Primary Care Reform under the Universal Health Care Program of the Department of Health (DOH), covered by the Konsultasyong Sulit at Tama (KonSulTa Package) of the Philippine Health Insurance Corporation (PhilHealth)</li><li>○ Telemedicine Program (DOH)</li></ul></li><li><input type="checkbox"/> Planned PWP2 capability building event within 2022 (concept note to be finalized)</li><li><input type="checkbox"/> Ongoing selection of priority subject areas for the evidence synthesis component.</li></ul>

## The National Evaluation Portal

Evaluation Portal (<https://nep.neda.gov.ph/>) shall (a) serve as repository of evaluation studies and learning materials, (b) publish the draft NEPF Guidelines, and (c) utilize the online platform for interaction among the evaluation practitioners' network.



The screenshot displays the homepage of the National Evaluation Portal. At the top, there is a navigation bar with four main categories: Evaluations, Guidelines, Learning, and M&E Network. Below this, the page is divided into two main sections: Featured Reports and Publications, and EVENTS.

**Featured Reports and Publications**

- Evaluation of the Payapa at Masaganang Pamayanan (PAMANA) Program**  
Since 2011, the *Payapa at Masaganang Pamayanan* (Peaceful and Prosperous Communities or PAMANA) program has been the Philippine government's flagship development framework for conflict-affected areas. It was launched as part of the 2010–2016 Philippi...  
Access full executive summary here →
- Formative Evaluation of the Philippine Plan of Action for Nutrition (PPAN) 2017-2022**  
The goal of the current PPAN is to improve the nutrition situation of the country as a contribution to a) the achievement of *Ambisyon 2040* by improving the quality of the human resource base of the country, b) reducing inequality in human development outcomes, and c) reducing c...  
Access full executive summary here →

**EVENTS**

- 25 AUG 2021**  
**M&E FORUM WEBINAR 7: DATA...**  
Online  
See Event
- 28 JUL 2021**  
**M&E FORUM WEBINAR 6 - PAR...**  
Online  
See Event

## Dissemination and Utilization of the Evaluation Findings of Recently-Completed Studies

Title of the Study	Dissemination	Utilization
<p><b>Assessment of the Anti-Red Tape Act (2007 ARTA): Efficiency, effectiveness, and relevance, towards the expanded ARTA/Ease of Doing Business (EODB) Act implementation</b></p>	<p><b>Study findings were disseminated to the ff:</b></p> <ul style="list-style-type: none"> <li>• ARTA Study Presentation and Action Planning Workshop (April 2020)</li> <li>• 8th M&amp;E Network Forum (19 Nov. 2019)</li> <li>• National Conference Statistics by PSA (1-3 Oct. 2019)</li> <li>• <a href="https://nep.neda.gov.ph/storage/document/1597657363_ARTA-POLICY%20BRIEF-revised%2011%20NOV%202019.pdf">https://nep.neda.gov.ph/storage/document/1597657363_ARTA-POLICY%20BRIEF-revised%2011%20NOV%202019.pdf</a></li> </ul>	<p><b>Actions taken in response to the Eval Findings:</b></p> <ul style="list-style-type: none"> <li>• The Civil Service Commission (CSC) provided inputs on the scope, content, and methodology of the new Report Card Survey to the Anti-Red Tape Authority</li> <li>• CSC plans to get stakeholders' feedback on how to improve Contact Center ng Bayan (CCB) Processes</li> <li>• Hiring process to fill up vacant CCB staff positions is ongoing</li> <li>• Ongoing capacity building of staff on complaints handling and monitoring</li> </ul>
<p><b>Evaluation of the P<span style="font-variant: small-caps;">Ayapa</span> at M<span style="font-variant: small-caps;">Asaganang</span> P<span style="font-variant: small-caps;">Amayanan</span> (PAMANA) Program</b></p>	<ul style="list-style-type: none"> <li>• 8th M&amp;E Network Forum (19 Nov. 2019)</li> <li>• <a href="https://nep.neda.gov.ph/evaluations/70">https://nep.neda.gov.ph/evaluations/70</a></li> </ul>	<ul style="list-style-type: none"> <li>• Ongoing monitoring of implementation of the management response based on the evaluation recommendations</li> </ul>

# Utilization of Evaluation Results



Title of the Study	Dissemination	Utilization
<p><b>Formative evaluation of the Philippine Plan of Action for Nutrition (PPAN) 2017-2022</b></p>	<p><b>Study findings were disseminated to the ff:</b></p> <ul style="list-style-type: none"> <li>• 8th M&amp;E Network Forum (29 Nov 2020)</li> <li>• 2<sup>nd</sup> SEPO-CPBRD NEP Forum (3 Nov 2020)</li> <li>• Multisectoral Actions to Prevent Stunting Forum (2 Oct. 2020)</li> <li>• <a href="https://nep.neda.gov.ph/evaluations/71">https://nep.neda.gov.ph/evaluations/71</a></li> </ul>	<ul style="list-style-type: none"> <li>• The National Nutrition Council continues to produce and disseminate info on stunting through <b>Nutriskwela</b> community radio stations</li> <li>• NNC proposing to <b>amend policies</b> such as: PD 491 (Nutrition Act of the Philippines), EO 234 (Reorganization Act of the National Nutrition Council), PD 1569 (Barangay Nutrition Program), among others*</li> <li>• The DOST – Food and Nutrition Research Institute conducts annual <b>Expanded National Nutrition Survey</b> to measure prevalence of malnutrition among children</li> <li>• Nationwide <b>Technology Transfer</b> and Commercialization of Food Technologies to address undernutrition</li> </ul>
<p><b>Impact evaluation of the Philippine Special Program for Employment of Students (SPES) - Under PWP 1</b></p>	<ul style="list-style-type: none"> <li>• SPES IE Study Technical Working Group, 800 Public Employment Service Offices (PESOs), PIDS and DBM</li> <li>• Evaluation Studies uploaded in 3ie’s official website (<a href="http://3ieimpact.org">3ieimpact.org</a>)</li> </ul>	<p>DOLE explored possible amendments to the SPES Implementing Guidelines, such as:</p> <ul style="list-style-type: none"> <li>• Focus shift to improving youth employability from completing formal education</li> <li>• Stronger collaboration with private partners to gain better apprenticeship or training for work experience</li> <li>• strengthening of M&amp;E system</li> <li>• conduct of survey to assess youth’s life skills</li> </ul>



# Challenges encountered



## Initiation

- Identification of appropriate stakeholders to be involved
- Ascertaining evaluability of the evaluation topic
- Consultation process during evaluation planning

## Preparation

- Low capacity of end-users to design and manage evaluation studies
- Delays in procurement due to failed biddings, which is usually due to the thin market of evaluation consultants and training service providers
- Unavailability of baseline/data and reference documents which limited/changed the scope and adjusted evaluation design/methodologies
- Difficulty in securing commitment from stakeholders (Implementing Agencies and NEDA Sector Staffs) with regard to ownership of evaluation efforts
- Immediately following the pandemic, procurement of activities has slowed down and/or suspended and not being able to immediately shift through virtual implementation and due to nonresponsive market during lockdown

## Implementation

- Limited capacity/knowledge of end-users on contract management
- Thin industry for evaluation and poor performance of contractors/quality of outputs
- The design and implementation (e.g., online data collection, workshops, coordination meetings) of some sub-outputs could no longer proceed as originally planned because of mobility restrictions due to COVID
- Transitions/changes across project management teams and agency focals

## Utilization

- Difficulty in securing stakeholder acceptance of evaluation findings and acknowledgement of the independence of the evaluation process, as well as commitment on follow-up actions
- Access and dissemination of evaluation findings
- Uncertainty in the utilization of evaluation results



M&E Fund activities supported NEDA's **mandated evaluation function**



**Evaluation capacities** were promoted through actual conduct and management of evaluations and participation to the capacity building activities



The **quality of evaluation studies** were improved through the creation of the Evaluation Reference Groups, Technical Working Groups, and Peer reviewers



Commissioning of studies and mounting of capacity building activities facilitated the identification of **M&E champions** in NGAs and Congress



The conduct of **annual M&E Network Forum and Monthly Webinar series** created venues for learning, knowledge sharing for sustained community of practice for M&E practitioners within and outside government



Crafting of the **NEPF Guidelines** provides guidance on the preparation, design, conduct, management, and utilization of evaluation studies, translating the NEPF into action



**National Evaluation Portal** developed for ease of access of evaluation findings and learning and development materials



**Evaluability assessments** helped assess the agencies' readiness to conduct proposed evaluation studies

The formulation of the **National Evaluation Agenda and its toolkit** to aid in the generation of the pipeline of evaluation studies consistent with the PDP

# Lessons learned



Frontload the foundational activities

Sustain the regular alignment sessions

Ensure risk assessment and mitigating measures are in place

Secure active participation and ownership of key stakeholders

Monitor successes and challenges

# Prospects: Proposed Bills for National Evaluation Policy (NEP)



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## Senate Bill No. 788: An Act Establishing a National Evaluation Policy

- Proposes the establishment of a **National Evaluation Policy** to strengthen the legal and institutional framework for the regular M&E of the results of public policies, programs and projects intended to promote sustainable development

## SB No. 1885: An Act Establishing A Results-based National Evaluation Policy

- Aims to institutionalize and legalize a National Evaluation Policy that is interlinked with **Results- Based Management (RBM)** approaches and builds upon current and future integrated M&E systems.

## House Bill Nos. 3293 and 8025: An Act Establishing a National Evaluation Policy

- **Supporting SBs No. 788 and 1885**, the HBs mandate the establishment of a NEP to strengthen regular evaluation of public policies, programs, and projects, **strengthening** evidence-based decision, ensuring program improvement, and promoting transparency and accountability in the public sector.

## House Bill No. 10181: An Act Establishing a National Evaluation for Results Policy (NERP)

- The NERP aims to contribute to the achievement inclusive development and poverty reduction goals by **institutionalizing the legal framework for the regular conduct of M&E** for results of proposed, ongoing, and completed development interventions.

## Further improve the capacity to manage evaluations at both the agency and individual levels

- Sustain evaluation capacity development efforts
- Continue to improve design, implementation, and management of evaluations
- Pilot agencies conduct their own evaluations

## Enhance the quality of evaluation studies and promote the use of their results

- Secure commitment of stakeholders to ensure ownership of evaluation findings
- Ensure the utilization and application of evaluation recommendations
- Conduct of evaluability assessments prior to evaluations
- Employ quality assurance
- Continuously promote the utilization of the National Evaluation Portal across government

## Enrich the enabling environment

- Pursue organizational reform initiative
- Support the passage at the legislative of the National Evaluation Policy
- 2023-2028 PDP shaped by evaluations and released with an evaluation agenda
- Tier 2 budget proposals & ICC project decisions backed by evaluations



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The National Evaluation Policy Framework:  
Practices, Results and Prospects

# Thank you!

**VIOLETA S. CORPUS**

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Investment Programming Group-NEDA  
February 3, 2020

