I. Executive Summary

(i)   Project Data

The project Strengthening Philippine democracy at the grassroots was part of a broader initiative focused around the Philippine national and local elections in May 2010, and ongoing work in electoral reform and voter education. UNDEF grant duration was for work between 1 October 2009 and 30 September 2011. It amounted to USD250,000, including USD25,000 for final evaluation costs. An over-spend of USD2,768.08 was met by the grantee.

The grantee was the Philippine Institute for Political and Electoral Reform (IPER); the major implementing partner identified was the Consortium on Electoral Reform (CER), a coalition of 49 national organizations working in the area of electoral reform, for which IPER currently provides the secretariat.

The project had three components: 1) citizen-voter education (CVE); 2) leadership training for marginalized and vulnerable groups; and 3) the establishment of a nationwide election monitoring network.

(ii)   Evaluation questions

Evaluation questions relating to **relevance** revealed the project was clearly implemented with care and with insight into political processes in the Philippines

implications for the relationship between budget expended and results obtained, compromising those results (in terms of effectiveness, impact and sustainability)

Many of the participants contacted and interviewed responded favorably to questions relating to the **impact** of the project on them personally and on their work. They gave examples of how they were integrating what they had learned, or the experience they had had, into their own contexts. The impact of the election monitoring on the election process itself is impossible to demonstrate. The grantee suggested that the presence of domestic monitors in larger numbers at polling stations contributed to a reduction in violence and a more transparent, fair election. The cause and effect of this, however, is impossible to determine. In relation to the CVE component, most respondents had received the training, and felt empowered by it, but it was not possible to assess the extent of this nor, importantly, the exact nature of the secondary training being undertaken because of the lack of tracking of participants. Most of the leadership trainees who responded to requests for input had followed up by training their own constituencies. Again, however, the trainees have no formal ongoing support as they carry forward the leadership lessons they have learned.

An Election Summit held in September 2010 had two main aims: to report to a selected number of key stakeholders on the results of the election monitoring; and to set an agenda for electoral and political reform and advocacy between elections. The former was achieved through a CER report distributed to participants and launched at a media briefing. The latter took the form of a Summit Declaration presented to the meeting, however interviewees who attended the Summit indicated that the Declaration was in many ways D µZLVK OLVW¶ UDWK a plan of action. One interviewee could not remember the Declaration at all, others were not sure what it was meant to achieve nor what happened to it after the summit.

The most obvious example of **sustainability** found was the integration of CVE modu3(f) 5 Tm8>BDC -4(e)1

II.   Introduction and development context

(i)   The project and evaluation objectives

(ii)   Evaluation methodology

An international expert designated to lead the evaluation prepared a preliminary planning note (Launch Note) in December 2011 based on a review of project documentation (see Annex 2: documents reviewed). A number of questionnaires were prepared in consultation with a local expert, tailored to the different respondent categories (CVE trainees and educators, election monitors, leadership trainees) and to take account of unfavorable conditions that limited travel within the Philippines.

Preliminary questions were also sent to the grantee before the field visit, to allow staff to

III. Project objectives, strategy, and implementation

(i) Project approach and strategy

7KH SURMHFW¶V VWDWHG DLP ZDV ³WR HPSRZHU NH\ OHDGH specifically, to raise the political awareness of marginalized and vulnerable sectors, to heighten their participation in the electoral process, and to develop their capability for political leadership. ´

To achieve its aim, the project strategy focused on three components:

ƒ Citizen-voter education (CVE), specifically the Training of Trainers and educators for
   ³FRPSUHKHQVLYH LPORQQJ FRQWLQXL;QJ YRWHU HGXFDWLRQ´
ƒ Domestic election monitoring, specifically at the local level as part of the broader Bantay-Eleksyon 2010 initiative; and
ƒ Leadership courses, designed to train leaders of the identified marginalized groups to participate in governance.

Activities and projected outputs are summarized in the logical framework diagram that follows.

(ii) Logical framework

1. Training of Trainers for CVE	xIncrease in informed voter participation of identified marginalized groups, in particular by promoting understanding of electoral processes including the new automated system	Empower key leaders and citizens of marginalized and vulnerable groups at grassroots level to participate as voters at national level and as leaders at local level
2.		
3. Establishment of a national CVE centre and 10 regional centres		
4. Production of CVE training manuals and other materials		
5. Production of an Election Monitoring Guide	xMonitoring of the 2010 elections	

IV.   EQ answers / findings

(i)   Relevance

ƒ   Election monitoring

UNDEF support for the IPER project began in October 2009 and the Philippines national and local elections were called for May 2010, just seven months later. The imminent date for

Most of those who responded to the evaluation questionnaire were students or had some sort of link with one of the CER organizations, although they came from a wide variety of backgrounds. The overwhelming majority were happy with the preparation they received, the coordination and their personal safety, although there were differing perceptions of how well the monitors were accepted by the COMELEC personnel on the ground. Some of the volunteers had also monitored the 2007 elections; all the respondents said they were much more interested in politics since volunteering, and would definitely volunteer again.

One volunteer who had monitored both the 2007 and 2010 elections said that the difference in 2010 was that IPER/CER preparation took an entirely non-partisan approach. It did not engage in political recommendations, but focused on the roles of political leaders, emphasizing the importance of voting for candidates whose values and actions clearly demonstrated concern for the rights of all people.

The election monitoring component accounted for USD45,000 of the UNDEF grant: USD25,000 for training of monitors; USD5,000 for coordination with COMELEC; and USD15,000 for media advocacy. EU funding of approxse . udTJETBT1 0 0 1 70.824 >BDC BT1 ( )0.498 G 0 Tc[P);   Uion widTJR/55(i)5(t)-nd 0 1uatiob

in 2010 w444.53d ajhea13(he)-4( )0(f)-4(or730(egt)6(u1 0p)11(arie)e f)-17(o(n)-143(20)3(10)3( )-145(w)15(435(a3)3(d)-(

ƒ   Citizen -voter education (CVE)

Citizen-voter education (CVE) also has a longer history than the UNDEF project. IPER
H [S O D L Q H G   W K D W   W K H   µ & ¶   L V   D G G H G   W R   W K H   V L P S O H   F R Q F
technical education in voting procedures from the kind of rights-based education that
emphasizes the importance of voting, the right to be represented and the importance
 W K H U H I R U H   R I   P D N L Q J   F K R L F H V   W K D W   Z L O O   U H V S H F W   F L W L]
8 O W L P D W H O \   , 3 (5   V D L G   W K H   D L P   R I   u&9swellL Lfrom ³b/eRw, S U R G X F
 G L V H P S R Z H U L Q J   F R U U X S W   D F W R U V ´

CVE was first promoted during a
National Electoral Reform Summit
in 2003 and IPER/CER have been
working in this area since that time,
including by developing a CVE
training   module   (with   UNDP
support).

IPER intended to step up CVE
activities in preparation for the May
         H O H F W L R Q V   ³ W R   P R W L Y D W H   D Q G
 S U H S D U H   Y R W H U V   W R   I X O O \   S D U W L F L S D W H ´
however the focus on recruiting and

though, that the CVE centres are at the moment passive, maintained through the focal point but without a strategy. They are not aware whether they are actually being used. The CVE 7 R 7 D Q G H G X F D W R U V ¶ V X S S R U W F R P S R Q H Q W R I W K H 8 1 ' ( ) S U This did not include the materials, which cost USD18,000 to produce. A series of posters targeting the various marginalized/vulnerable groups was also produced. These are in English. 7 K H P H V V D J H V W K H \ D L P W R W U D Q V P L W Z H U H G H F L G H G within their networks and are therefore not consistent except for the generic CVE slogan ³ < R X U Y R W H 2 X U I X W X U H ´

ƒ   Leadership training

The third component of the UNDEF project included the development of a module for basic leadership training in democracy, and the implementation of training in Luzon, Visayas and Mindanao. Because of the focus on election monitoring and then getting the CVE component up and running, the leadership training component was pushed into 2011. Four meetings of the project team took place between March and July 2011 to develop the materials, and training sessions were then organized in August and September 2011. Because of this truncated implementation period, the training was considered only as a pilot. Fifty-five national/regional trainers went through the leadership training, along with 73 sectoral leaders. IPER explained that, while the CVE training had focused on the transfer of information and concepts to trainees, the leadership training was much more interactive. The training

education in the project plan suggested that they would be used in the future. For the first six months of the project, the focus was on preparation of election monitors.

The planned leadership training was not really begun until after the elections (there was one planning workshop early in the project). This meant that, by the time the training had been

(iv)   Impact

ƒ   Election monitoring

As already noted, the monitoring of elections in May 2010 took place as anticipated, with recruitment, preparation and deployment of monitors taking place, albeit in smaller numbers than anticipated (overall ±the numbers planned for the UNDEF-funded part of the monitoring activities was achieved).

There was, as evidenced above, some impact on individual monitors, who expressed an accrued interest in democratic process and a desire to engage further in monitoring and/or to take an interest in national politics.

However the impact of the monitoring on the election process itself is impossible to demonstrate. IPER suggested that the presence of domestic monitors in larger numbers at polling stations contributed to a reduction in violence and a more transparent, fair election. The cause and effect of this, however, is impossible to determine. Moreover, as the EU and USAID representatives interviewed stressed, not all organizations fielding monitors were as impressed with the electoral process as IPER/CER was.

The views of the volunteer monitors themselves differ. Some were enthusiastic with the automated voting system while others saw it as potentially corruptible. Some were impressed with the fact that COMELEC accepted them as monitors while others felt that COMELEC was unresponsive to reports of problems.

ƒ   CVE follow -up

There are some positive examples of re-interpretation of the CVE materials for grassroots use (see box), however IPER admitted that generally it did not know what all the trainees were doing with their training once the ToT had been completed. IPER estimates that the trainers have passed on CVE training to some 3,000 educators, with UNDEF funding supporting 500 of these (mainly through materials provision and overheads), however there is no way to objectively measure this. Although some respondents gave examples of what they were doing, most did not respond to requests for information, many had simply fallen out of contact and IPER itself

admitted that one of the problems of targeting students as educators is that they move on after a year or two, thus reducing both the impact of the training and the sustainability.

Twelve participants in the CVE component responded to requests for information, most of them teachers or NGO trainers, and all of them positive about the training they received. Most gave examples of how they are using the training. This ranged from including it as part of NSTP community immersion placements, through inclusion of the issues in school classes on government, to integrating the lessons into work in a farming community. A number said that they needed more materials and further support. There is no way to assess the contents of the secondary CVE that is being implemented.

ƒ   Leadership training

Participants in the leadership training emphasized the value of the training. Most had followed up by training their own constituencies. One participant had organized out-of-school training for young people and said that they are now organizing themselves to advocate their needs to barangay officials. Another applauded the level of political analysis in the leadership training and said that he had been able to integrate the materials into courses he leads for the Department of Agriculture. Although he has been asked to consider running for office at barangay level, he has decided to use his leadership skills to work with other candidates, influencing rather than standing himself. Yet another respondent explained how he has used the lessons he learned in the leadership pilot within his work constituency ±the jeepney drivers in his city.

In the *hot spot´ of Masbate, the leadership training has had different results, with the trainees joining together to challenge the existing leadership. They belong to colleges, F R P P X Q L W \   D Q G   I D U P H U V ¶   D V V R F L D W L R Q V   Z R P H Q ¶ V   J U R X S V One respondent from Masbate said that he saw the leadership training as a way of leading transformation in his area. Since the training, he and other participants had created a group called Masbate Advocates for Peace (MAP), a multi-sectoral group of 15 that meets weekly and discus

operationalize such a plan in the absence of dedicated operational staff and access to core (non-project) resources. As a result, while IPER/CER move the agenda forward, there is little external engagement.

(v)   Sustainability

ƒ   Loss of resources

The "cyclical rather than progammed" nature has implications for the sustainability of the project. The election monitoring component effectively ended within days of the May 2010 elections (with the final report-back at the Election Summit being seen as a separate action). This left 21,809 volunteers at a loose end. While many, even most, would not have expected further contact, some would most certainly have gladly remained part of a pool of willing workers ready to be activated when needed ±for example in actions such as campaigning, awareness raising, potentially also CVE. Of the 17 completed questionnaires received from election monitoring volunteers, 15 said they would definitely wish to remain engaged one said "maybe" and one did not respond to... large pool of human resources, now trained and motivated to volunteer to promote democratic process, is a lost opportunity and suggests a lack of longer-term planning and strategic vision.

ƒ   CVE and the NSTP

To a lesser extent the same is true of the CVE and leadership training components, where the approach was very much to "plant" trainers/educators and then... to then nurture the plant and sow further seeds. The difference here is that the first-level trainees, at least, were carefully chosen from groups already fl alacces04C60047003>450B3phCEe fmer

be conveyed ±through posters, leaflets, manuals and modules ±are clear and targeted to the very specific audiences for which they are intended. All outputs would also benefit, donors agreed, from being passed through both a human rights and a gender perspective lens, to be developed within key staff or bought in from outside.

viii. 8 1 ' ( ) ¶ V V X S S R U W R I H O H F W L R Q P R Q L W R U L Q J leadership initiatives is a close fit to its mandate. However support of multi -donor funding is potentially problematic when there is no longer -term workplan that includes a comprehensive annual bu dget, broken down by activity and output, showing where each G R Q R U ¶ V I X Q G V D U H W R E H X V H G 7 K H I D F W W K D W Q R R Y H U D between 2009 and 2011 was produced means that it is impossible to ascertain how all UNDEF monies were allocated.

VI. Recommendations

i. (Based on Conclusions ii and iii): It is important to remember that volunteers, trainees and other participants in the various activities are a precious resource ±both now and in the future . When planning any activities, put in place a basic plan for keeping in touch with those who have participated, for example through an on-line network, an electronic/hard copy newsletter, a six-monthly forum (perhaps organized regionally through a nominated focal point) or some other suitable mechanism. To keep participants engaged and mobilized, consider ways to offer support, advice or extra materials ± this ongoing network/help desk facility could be presented in project form for external funding.

ii. (Based on Conclusion iv): Keeping in touch with those who have participated in ToT and are now themselves training others is particularly important in order to ensure some form of quality control , whether that is in relation to CVE or leadership training. Obviously IPER staff cannot monitor every trainer, but spot checks, or a regular get-together, or some form of on-line forum at which issues can be discussed and ideas can be shared are just some of the ways of monitoring progress and quality.

iii. (Based on Conclusion v): In relation also to the first recommendation, consider developing a medium -term plan that looks beyond ³ H Y H Q W V ´ V X F K D V H O H F W L R Q V D Q G W U D Q V O D W H W K H R U J D Q L] D W enfranchisement and the creation of democratic spaces into ongoing activity. In short, U H P H P E H U W K H D G Y L F H J L Y H Q E \ R Q H S D U W L F L S D Q W W K D W ³ H G H P R F U D F \ L V H Y H U \ G D \ ´

iv. (Based on Conclusion vi): If medium -term planning requires further support, discuss with reg ular donors the potential for funding for organizational capacity building, or bring in additional staff/short-term consultants to help. This is in no way meant as criticism of current staff, but recognizes that the modest size of the organization now might be boosted for specific purposes such as help with strategic planning and programme design. When possible, think also about sponsoring staff capacity building in gender-appropriate design and implementation.

v.   (Based on Conclusion vii): IPER sensibly   involved grassroots participants in the preparation of materials such as posters. However these materials are important ways to transmit clear messages   to the audiences at which they are targeted, so these messages must be clear and effective   . This will never be the case

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ANNEXES

Annex 1: Evaluation questions

General evaluation question categories

Annex 2: Documents reviewed

Background documents
Human Development Report 2010
CVE Basic Module, CER with support from UNDP
2010 National and Local Elections: Peace Breakthrough, Vote for Peace, November 2010
Enhancing citizen-voter education for indigenous peoples, CER and IPER
Enhancing citizen-voter education for persons with disabilities, CER and IPER
Enhancing citizen-voter education for detainees, CER and IPER
Enhancing citizen-voter education for first-time voters, CER and IPER
Enhancing citizen-voter education for internally displaced persons, CER and IPER
Board of Election Inspectors Quick Guide, May 10 2010 National & Local Election, COMELEC

Project outputs (UNDEF-supported)

Annex 3: Persons Interviewed

Activity	Dates
Preparatory phase start	December 2011
Travel to/from Philippines	15 January/21 January 2012
Effective mission dates	16 ±20 January 2012
Reporting	23 ±31 January 2012

Annex 4: Acronyms

CER	Consortium on Electoral Reform (NGO coalition)
COMELEC	Commission on Elections
CVE	Citizen-voter education
EU	European Union
IFES	International Foundation for Electoral Systems
IPER	Institute for Political and Electoral Reform
MAP	Masbate Advocates for Peace
NGO	Non-governmental organization
NSTP	National Service Training Programme
PSNET	Public Service Network
SMS	Short message service (mobile messaging)
ToT	Training of trainers
UN	United Nations
UNDEF	United Nations Democracy Fund
UNDP	United Nations Development Programme
USAID	United States Agency for International Development